



National Park Service
U.S. Department of the Interior

Golden Spike/Crossroads of the West National Heritage Area Study



Final Study Report
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Denver Service Center

Golden Spike/Crossroads of the West National Heritage Area Study Report

EXECUTIVE SUMMARY

This report documents a study of the Golden Spike / Crossroads of the West area in northern Utah to see if it meets the criteria for possible designation as a national heritage area (NHA).

According to the legislation calling for the study (Public Law 106-577, see Appendix A), the area to be studied for possible national heritage area (NHA) designation is comprised of "sites relating to completion of the first transcontinental railroad in the State of Utah, concentrating on those areas identified on the map included in the Golden Spike Rail Study." This is a report of the study conducted by the National Park Service (NPS) to determine if the area meets the criteria stated in the legislation and in the NPS *National Heritage Area Feasibility Study Guidelines*. Using research; on-site fact-finding; and consultation with the Utah State Historic Preservation Office, Golden Spike National Historic Site, the Bureau of Land Management Salt Lake Field Office, and other organizations and individuals; the study team addressed each of the criteria and developed the findings summarized below.

A heritage theme for interpreting the region has been identified: "Completion of the First Transcontinental Railroad." Although completion of the railroad officially occurred on May 10, 1869, the theme encompasses the period of construction in Utah and use of the Promontory Branch, the original transcontinental railroad route. This theme is interpreted by the Golden Spike National Historic Site, the proposed National Bear River Heritage Area, and the Utah State Railroad Museum in Ogden.

The National Park Service found that the resources related to the transcontinental railroad in Utah are nationally significant and that several National Heritage Area criteria were met. However, the study found that the area does not fully meet all the criteria. Therefore, the Golden Spike/Crossroads of the West study area is found to be **not suitable** and the National Park Service does not recommend it for designation as a stand-alone NHA.

Other possibilities for the resources studied are provided at the conclusion of the report.

Summary of Findings

A summary of the study team’s evaluation and findings is presented in the following table.

NHA CRITERIA	IMPORTANT POINTS	FINDING
<p>1. The area has an assemblage of natural, historic, and cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed through partnerships among public and private entities;</p>	<ul style="list-style-type: none"> ▪ Completion of the first transcontinental railroad is recognized as one of the United States’ greatest engineering feats of the 19th century. ▪ The railroad grades and ancillary structures such as trestles and culverts retain much of their integrity throughout the the study area. ▪ Several historic properties within the study area attest to the far-reaching impact the railroad’s completion had on regional growth and development. ▪ Ogden benefited by its location along the connecting railroad routes and gained renown as the “Crossroads of the West.” ▪ About 120 miles of original grade managed by BLM and NPS are on the National Register of Historic Places. ▪ Associated historic resources on non-federal lands could perhaps be best managed through partnerships that promote the sharing of technical and educational expertise. 	<p>This criterion is met.</p>
<p>2. The area reflects traditions, customs, beliefs, and folklife that are a valuable part of the national story;</p>	<ul style="list-style-type: none"> ▪ The driving of the final spike at Promontory Summit on May 10, 1869 has been indelibly etched into the national consciousness as an enduring symbol of American ingenuity. Visitation at Golden Spike NHS averages 75,000 people annually. ▪ The state railroad museum in Ogden and local events held in the area, such as handcar races, attest to continued interest in the railroad. ▪ While there is demonstrated regional and national interest in the historic transcontinental railroad and the event of 1869, ongoing railroad traditions, customs, beliefs, and folklife are not strongly evident within the study area. 	<p>This criterion is not met.</p>

<p>3. The area provides outstanding opportunities to conserve natural, historic, cultural, or scenic features;</p>	<ul style="list-style-type: none"> ▪ The NPS has a stabilization and preservation management approach for the historic resources of Golden Spike NHS. ▪ A majority of the remaining study area resources receive substantial protection by the BLM, NPS, Crossroads of the West Historic District, and local conservation programs. ▪ While NHA management by a non-federal entity might not appreciably affect resource conservation on federal lands, , partnership opportunities could enhance resource stewardship on all lands. 	<p>This criterion is met.</p>
<p>4. The area provides outstanding recreational and educational opportunities;</p>	<ul style="list-style-type: none"> ▪ Visitors can drive, bike, and hike on large parts of the original grade and are can imagine what it was like to cross this country over 100 years ago. ▪ Demonstrations of two replica locomotives are popular throughout the summer and a re-enactment of the Golden Spike ceremony is held every May 10th. ▪ The unpaved Transcontinental Railroad Backcountry Byway can be driven by high-clearance vehicles. ▪ Formal and informal educational opportunities are available at Golden Spike National Historic Site and museums in Ogden and Brigham City. 	<p>This criterion is met.</p>
<p>5. The area contains resources important to the identified theme or themes of the study area that retain a degree of integrity capable of supporting interpretation;</p>	<ul style="list-style-type: none"> ▪ Existing resources important to the identified theme (original transcontinental railroad) retain integrity capable of supporting interpretation, which is occurring on public lands in the study area. ▪ The grade alignment and associated structures (e.g., trestles and culverts) remain readily visible along the NPS and BLM administered sections, but ancillary sites such as rail stations and work camps are less apparent to visitors. ▪ On Golden Spike NHS and BLM lands, the parallel Union Pacific and Central Pacific railroad grades show a variety of culverts, trestles, deep rock cuts, and earthen fills that attest to the difficulties faced by railroad engineers and construction crews. 	<p>This criterion is met.</p>

<p>6. The area includes residents, business interests, nonprofit organizations, and local and State governments who have demonstrated support for the concept of a national heritage area;</p>	<ul style="list-style-type: none"> ▪ In the late 1990s, interest in designating a NHA eventually led to legislation in 2000 that called for this feasibility study. ▪ Local entities and organizations are interested in the general concept of national heritage areas (Two NHAs were designated in recent years and one is proposed in the region), but the study team found no widespread expression of support for this particular NHA. 	<p>This criterion is not met.</p>
<p>7. The area has a potential management entity to work in partnership with residents, business interests, nonprofit organizations, and local and state governments to develop this national heritage area;</p>	<ul style="list-style-type: none"> ▪ Golden Spike Heritage Foundation/Rails to Promontory is established primarily to create a tourist railroad from Ogden to Promontory. The Golden Spike Association sponsors the annual last spike ceremony and other related events. Union Station Foundation was established to restore the historic Ogden station which is part of the Crossroads of the West Historic District. ▪ While these groups are interested in the study area, they do not have a framework in place to develop and manage a national heritage area. 	<p>This criterion is not met.</p>
<p>8. The proposal is consistent with continued local and state economic activity;</p>	<ul style="list-style-type: none"> ▪ The designation of a NHA would support economic viability of the area by generating additional tourism-related dollars. 	<p>This criterion is met.</p>
<p>9. A conceptual boundary map is supported by the public; and</p>	<ul style="list-style-type: none"> ▪ Groups consulted with agreed with the general boundaries of the study area. 	<p>This criterion is met.</p>
<p>10. The management entity proposed to plan and implement the project is described.</p>	<ul style="list-style-type: none"> ▪ No area-wide management entity has been formed to promote, develop or manage a national heritage area. 	<p>This criterion is not met.</p>

NOTE: Criteria 9 and 10 are NPS criteria and not in the legislation that called for the study (Criterion #8 is a part of #7 in the legislation)

**Golden Spike/Crossroads of the West
National Heritage Area Study Report**

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INTRODUCTION

Purpose of the Study

The California Trail Interpretive Act of 2000 (Public Law 106–577), among other purposes, directs that the Secretary of the Interior (delegated to the National Park Service) shall conduct a study of the area identified in the legislation that includes analysis and documentation necessary to determine whether the study area meets seven criteria for possible national heritage area designation. The law further requires that in conducting the study, the secretary shall —

- 1) consult with the state historic preservation officer, the state historical society, and other appropriate organizations; and
- 2) use previously completed materials, including the *Golden Spike Rail Feasibility Study*.

According to the legislation, no later than three years after funds are first made available for this study, the secretary shall submit to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the United States Senate a report on the findings and conclusions of the study and a recommendation based on those findings. The product of the study is this report to the appropriate committees of Congress describing the findings and recommendations of the national heritage area study as called for in the legislation. (See appendix A for pertinent excerpts of the legislation.)

National Heritage Areas

A national heritage area is a place designated by the United States Congress where natural, cultural, historic, and recreational resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. These patterns make national heritage areas representative of the national experience through the physical features that remain and the traditions that have evolved in the areas. Continued use of the national heritage areas by people whose traditions helped to shape the landscapes enhances their significance.

Heritage areas may be developed around a common theme or industry that influenced the culture and history of the region. For example, in the Blackstone River Valley National Heritage Corridor of Massachusetts and Rhode Island, the mills driven by waterpower represent the beginning of the early American industrial age. Many areas are associated with a large-scale natural resource such as a river valley or a cultural resource like a historic canal or roadway. Expressions of the region's heritage may be found in historic architecture, living folklife resources, scenic and natural features, and industries and products that have sustained the region's economy.

When a heritage area is designated, it is recognition of the impact of history on the evolving landscape and a demonstration of the understanding that conservation and economic development are interrelated. Heritage areas are “living landscapes,” where the residents

have formed partnerships with state and local government to celebrate their heritage and conserve irreplaceable natural and cultural resources. A heritage area may incorporate urban, suburban, and rural communities and cross state boundaries. Most heritage areas consist mainly of private properties, although some include public parks and preserves. Much of the maintenance of these lands is accomplished through nonprofit organizations and volunteers. The entities that manage heritage areas do not have land-use regulatory powers.

The creation of a heritage area usually begins with a grass-roots effort by residents, businesses, and community and political leaders to protect, preserve, and promote the special qualities of their environment, history, or culture. To pursue federal designation, potential areas must undergo an evaluation of significance, feasibility, and suitability.

The federal legislation that officially designates a heritage area usually identifies a specific management entity that is expected to coordinate the activities of the heritage area, develop its management plan, and receive any federal funds provided by Congress. The National Park Service may provide these organizations with technical assistance and support. If Congress designates a national heritage area, the next step is to develop a management action plan. This process helps residents of the proposed heritage area identify the significant features of their region and develop an action agenda to serve as a basis for community projects and programs.

The designation of national heritage areas (NHAs) is also a strategy that encourages residents, government agencies, nonprofit groups, and private partners to collaboratively plan and implement programs and projects that recognize, preserve, and celebrate many of America's defining landscapes. The heritage area administrators seek short- and long-term solutions to their conservation and development challenges by fostering relationships among regional stakeholders and encouraging them to work collaboratively to achieve shared goals.

A feature of all heritage areas is an emphasis on the development of cooperative planning between various governments and the private sector. Private sector involvement in all aspects of national heritage areas is crucial. The federal government, through the National Park Service, is a partner in these projects. Each of the legislatively authorized heritage areas has an established board or other entity to guide planning, provide public forums, accept donations (of land, money, etc.), and provide a focus for the projects.

National heritage areas are considered "affiliated areas" of the national park system. These areas are neither owned nor directly administered by the National Park Service, but they may draw on technical or financial aid from the Park Service as well as from other sources.

National heritage areas also meet the goals of Executive Order 13287, "Preserve America," to build preservation partnerships, improve federal agency planning and accountability, improve federal stewardship of historic properties, and promote preservation through heritage tourism.

THE STUDY APPROACH

Public Law 106-577 stipulates that the study shall include analysis and documentation regarding whether the study area—

- 1) has an assemblage of natural, historic, and cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed through partnerships among public and private entities;
- 2) reflects traditions, customs, beliefs, and folklife that are a valuable part of the national story;
- 3) provides outstanding opportunities to conserve natural, historic, cultural, or scenic features;
- 4) provides outstanding recreational and educational opportunities;
- 5) contains resources important to the identified theme or themes of the study area that retain a degree of integrity capable of supporting interpretation;
- 6) includes residents, business interests, nonprofit organizations, and local and State governments who have demonstrated support for the concept of a national heritage area; and
- 7) has a potential management entity to work in partnership with residents, business interests, nonprofit organizations, and local and State governments to develop a national heritage area consistent with continued local and State economic activity.

Three additional criteria used by the National Park Service were also analyzed.

- 8) The proposal is consistent with continued local and state economic activity.
- 9) A conceptual boundary map is supported by the public.
- 10) The management entity proposed to plan and implement the project is described.

After addressing these questions about the significance, suitability, and feasibility of establishing the Golden Spike/Crossroads of the West National Heritage Area, this study compares the study area with other heritage areas in the region and presents recommendations for preserving and interpreting the area's historical, cultural, and natural resources.

Resource Inventory and Assessment

An on-site reconnaissance of both the cultural and natural resources and the socioeconomic environment of the study area was conducted in April 2006, and meetings with knowledgeable persons and organizations were held at that time and in July 2006. An inventory of the cultural, historic, natural, and social resources was compiled (this information is presented later in this report). The resources were then assessed to determine if there is a nationally distinctive landscape and the level of integrity of historic resources related to the theme. This assessment was then used in the criteria analysis.

Theme of the Study

Themes are the organizing framework within which interpretation of related natural and cultural resources is conducted. Themes can also be used to describe a historic context for evaluation of cultural resources. The theme of this study is “Completion of the First Transcontinental Railroad.” While the culmination of this nationwide effort officially occurred on May 10, 1869, the theme encompasses the period of construction in Utah and use of the Promontory Branch, which comprised most of the original transcontinental railroad route in Utah. This theme is also interpreted by the Golden Spike National Historic Site, the proposed National Bear River Heritage Area, and the Utah State Railroad Museum in Ogden.

DESCRIPTION OF THE STUDY AREA

Physical Area

The study area is defined in the legislation: “The Study Area shall be comprised of sites relating to completion of the first transcontinental railroad in the State of Utah, concentrating on those areas identified on the map included in the Golden Spike Rail Study.” Text of the legislation is in appendix A and the map from the *Golden Spike Rail Feasibility Study* is shown in appendix B. The legislation confines the study to sites in Utah but it is recognized that resources related to the transcontinental railroad extend from Sacramento, California to Omaha, Nebraska.

Extending across northern Utah from the Wyoming border on the east to Nevada on the west, the study area is centered along the original transcontinental railroad grades (figure 1). The boundaries were drawn to include historic resources and sites related to the original transcontinental railroad and include some viewsheds that retain a semblance of their historic appearance. Resources within this study area include the areas and sites shown on the map mentioned in the legislation along with many other important historic resources.

Approximately 140 miles of remaining original parallel railroad grades, Golden Spike National Historic Site, and the historic Ogden station are included in the study area. Within this boundary are outstanding extant examples of original railroad construction, use, and maintenance in addition to archeological sites such as laborer camps and spring developments that were affiliated with the railroad. Between Ogden and the Wyoming border, the original transcontinental railroad route has been obliterated by modern railroad and highway development. The same holds true for the portion of rail line west of Lucin to the Nevada border, so the study concentrated on the area between Ogden and Lucin.

¹ In the legislation, the term “Golden Spike Rail Study” means the “Golden Spike Rail Feasibility Study.” Both titles are used interchangeably throughout this document.

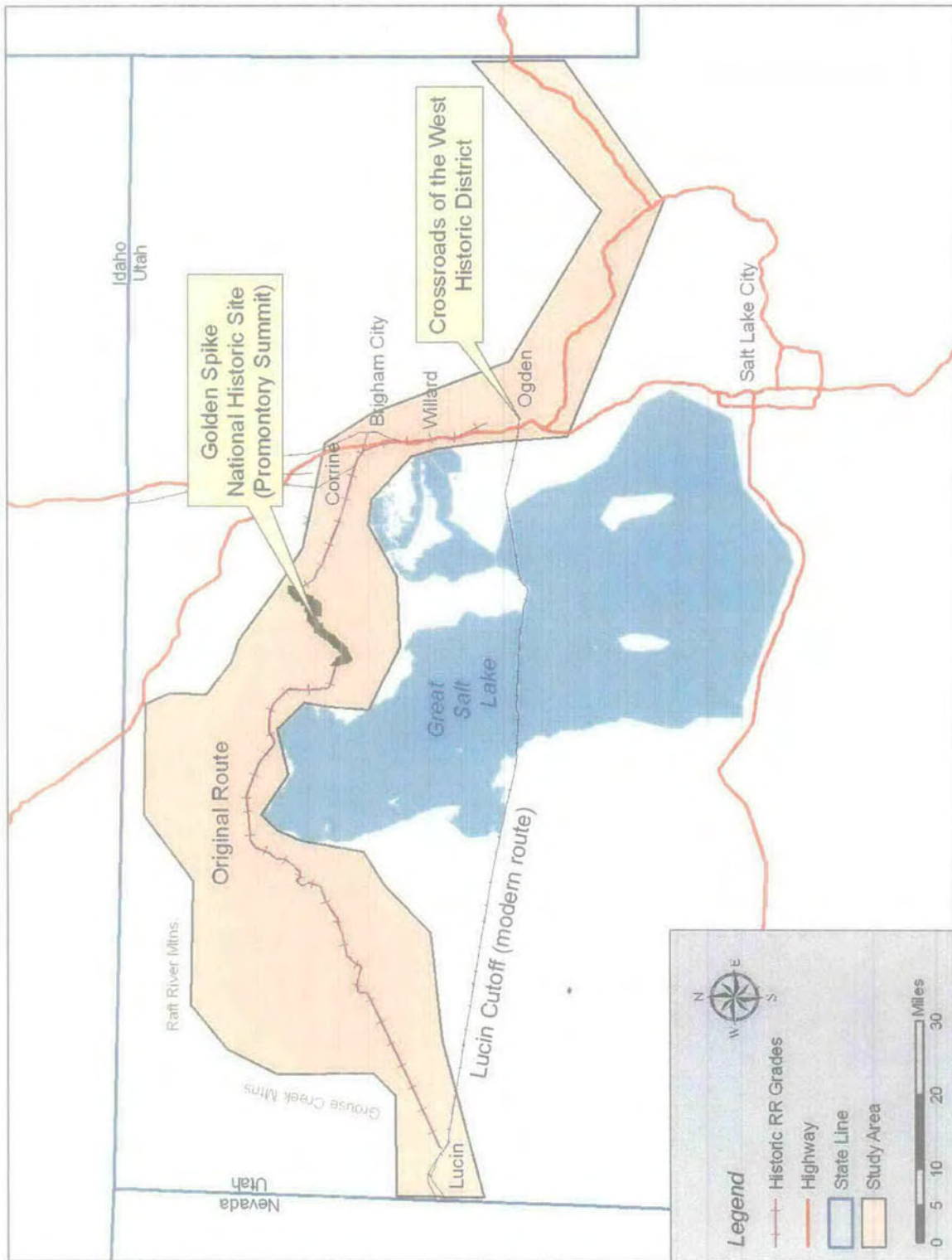


Figure 1. Study Area Map

Period of Significance

For the purposes of the Golden Spike / Crossroads of the West National Heritage Area study, the period of significance begins in 1868 with initial construction of the transcontinental railroad in Utah, and extends to 1942 when the Promontory Branch was physically abandoned.

The National Register of Historic Places registration forms that have been completed for segments of the transcontinental railroad within the study area indicate slightly different periods of significance. For instance, the registration form for the "Transcontinental Railroad Grade" (a 13.5-mile-long segment managed by the Bureau of Land Management (BLM) that extends east from the Golden Spike National Historic Site) lists 1869 to 1942 as the overall period of significance. The 87-mile-long "Central Pacific Railroad Grade Historic District" (also under BLM management and extending west from the Golden Spike National Historic Site) recognizes 1869 until construction of the Lucin Cutoff in 1904 as the period of national significance, and 1904 until 1942 as the period of primarily local significance. The 1988 nomination form for the Golden Spike National Historic Site (NHS), with particular emphasis on commemorating the completion of the transcontinental railroad, lists 1868 to 1869 as the specific dates of significance.

Location and Climate

The Golden Spike / Crossroads of the West study area is located in Box Elder, Weber, and Morgan counties of northern Utah. The study area is in the northern Great Basin Desert; it is semiarid and the lands range from salt flats at 4,200 feet above sea level to mountains at 6,500 feet above sea level.

Water is scarce in this semiarid region, which accounts for the sparse population in the area. Annual precipitation averages 8 to 12 inches, mostly in the form of snow. Temperatures range from daytime highs of 20° F in the winter to an occasional 104° F in the summer. July and August are the hottest months, while the coldest weather is from late December through February. Winter nights are typically below 10° F. Spring and autumn months are generally mild, although they can vary widely from day to day due to jet stream patterns and the fact that the area is desert. Snow depths vary considerably, but average less than 12 to 14 inches; occasionally a single storm can produce 6 to 8 inches of snow.

Flash floods from occasional severe storms and spring runoff, aggravated in some places by adjacent agriculture land use, cause erosion of historic grades, cuts, fills, and trestles. As a result, some of the historic grades and associated features have been damaged from severe storm events. Damage also occurs on a more gradual basis from the natural erosion process.

Natural Resources

Some of the following natural resource information was provided by the *Resource Management Plan for Golden Spike National Historic Site* (NPS 1999).

The Golden Spike/Crossroads of the West study area is in the Upper Sonoran Life Zone and includes hillside, mountain, plains grassland, and salt flat habitats.

During glacial times the area was under the waters of ancient Lake Bonneville. As a result, old lake terraces form prominent features visible throughout the entire area. Today's surface materials consist of fine-grained lake sediments and alluvial detritus. Subsurface deposits consist primarily of Pennsylvania sandstone, shales and limestones, and Tertiary extrusive materials. Numerous fault lines dating from the latter time run through the Promontory range.

Natural springs have been found at Rozel Point, 15 miles to the southwest of Promontory, and in other places in the study area. Some of these were tapped and the water piped or carried off to use during construction of the railroad or to support the sidings and towns along the way. Also at Rozel Point is an asphalt (natural tar) seep that was discovered before the first organized oil exploration in the early 1900s.

Today the region is included in the shad scale-kangaroo rat-sagebrush biome of the northern Great Basin. The major flora found in the area consists of sagebrush, rabbit brush, broom snakeweed, Indian rice grass, and a variety of other grasses. A few Utah Junipers and an occasional historic box-elder tree can be found. Nonnative vegetation includes Russian thistle (tumbleweeds), tumble mustard, cheatgrass, western crested wheat grass, and other species.

Even in undeveloped portions of the study area the vegetation is different from what existed 130 years ago because of a greater concentration of nonnative species and noxious weeds (NPS 1999). However, the visual aspect of these vegetation changes does not appear to have significantly altered the cultural landscape.

Wildlife is varied and consists of larger mammals such as the coyote, mule deer, bobcat, badger, and jack rabbit. There are also smaller mammals, reptiles, insects, and numerous species of birds. Large numbers of raptors inhabit this same area; accipiters, falcons, buteos, and golden and bald eagles are common during winter months.

The Passey onion (*Allium passei*) is a member of the onion family known to occur only in Box Elder County and is a candidate species for future study and possible inclusion on the list of rare plants in the United States. The following table of federally listed species in Box Elder, Morgan, and Weber counties is provided by the Utah Division of Wildlife Resources (UDWR 2006).

Common Name	Scientific Name	Status
Yellow-billed cuckoo - Possibly	<i>Coccyzus americanus</i>	Candidate for listing
Gray wolf - Historically	<i>Canis lupus</i>	Extirpated (No longer found in area)
Canada lynx - Possibly	<i>Lynx canadensis</i>	Threatened
June sucker - Introduced	<i>Chasmistes liorus</i>	Endangered
Lahontan cutthroat trout - Introduced	<i>Oncorhynchus clarki henshawii</i>	Threatened
Ogden Rocky Mountain snail	<i>Oreohelix peripherica wasatchensis</i>	Candidate for listing
Fat-whorled pondsnail	<i>Stagnicola bonnevillensis</i>	Candidate for listing
Ute ladies' tresses	<i>Spiranthes diluvialis</i>	Threatened

Recreation

Many recreational activities related to the theme of this study are enjoyed by the public and include visiting historic sites, visiting museums, and sightseeing by vehicle or driving for pleasure.

Golden Spike National Historic Site, a unit of the national park system, receives an average of 45,000 recreational visits per year. Visitors can view an orientation film, tour museum exhibits, and stand on the site of the original Golden Spike ceremony. In the summer months, live demonstrations of the two replica locomotives occur daily. Visitors also have the opportunity to walk or drive along some of the original railroad grades. A re-creation of the final spike ceremony is held on the site every May 10th.

Beginning just west of the national historic site, a 90-mile-long segment of the Central Pacific railroad grade is the Transcontinental Railroad National Backcountry Byway, managed by the BLM. Visitors are allowed to drive, bike, and hike on the original grade and are able to imagine what it was like to cross this country over 100 years ago because of the historic appearance of the landscape. Signs posted along the way identify old stations and provide some historic interpretation.

The Crossroads of the West Historic District was designated in 2000 (in the same legislation that calls for this study) to preserve and interpret the contribution to our national heritage of certain historic lands and buildings in downtown Ogden and to enhance cultural and compatible economic redevelopment within the district. Many of the original retail and office buildings along 25th Street have been restored to a semblance of their historic appearance and plaques have been installed to describe the historic district for visitors. The area was referred to as the Crossroads of the West because of connections to the north, south, east, and west via railroad lines and wagon trails.

The historic Ogden Union Station is home to several museums including the Utah State Railroad Museum. This museum presents exhibits and displays pertaining to the history of railroads from construction of the transcontinental railroad to modern day. Visitors can also view films, a working model railroad layout, and actual locomotives and rail cars.

Land Uses

Lands within the study area boundary are owned or managed by private or commercial landowners, the Bureau of Land Management, the state of Utah, and the National Park Service. Outside of metropolitan areas (Ogden and Brigham City), major land uses in the area are agricultural; the lands consist primarily of cultivated crops and livestock-grazed sagebrush-native grass communities. Agricultural practices in the study area are, for the most part, consistent with preserving a semblance of the historic landscape. Many adjacent land owners participate in the USDA Conservation Reserve Program that conserves soils by reducing the amount of lands under cultivation or grazing. In the North Bay of the Great Salt Lake is the Bear River National Migratory Bird Refuge, managed by the U.S. Fish and Wildlife Service. The state of Utah administers the Salt Creek and Locomotive Springs state waterfowl management areas. There is a potential for new industrial and residential development that might be inconsistent with the historic values and cultural landscapes in the area (NPS 1999).

Area Economic Profile

For the purposes of this study, the area of consideration for the economic profile consists of Box Elder, Morgan, and Weber counties in Utah.

Box Elder and Morgan Counties

Most of the study area is located in Box Elder County. Brigham City and a few small, rural communities form the population base of these counties. The U.S. Census Bureau estimates that the population of these two counties was 55,328 in 2006. This figure represents an increase in population of 12.3% since 1990. The state of Utah experienced an increase in population of 14.2% over the same period. The average number of persons per square mile in the counties was 9.6 in 2000 while the statewide average was 27.2.

The median household income in the counties in 2000 was \$53,544 while the median for Utah was \$47,224. According to the 2002 employment figures provided by the U.S. Census Bureau, the economy of these counties is based on manufacturing; retail trade; agriculture (hay, grain, fruit, and livestock); information; real estate; and professional, scientific, and technical services. Thiokol Industries was established in the area in 1957 and has been a major contributor of missiles, missile parts, and other technology for national defense and space exploration. Wal-Mart has a major distribution center near Corrine. In 2004, federal spending totaled \$297,500,000 in Box Elder and \$21,145,000 in Morgan County (Census Bureau 2007).

Weber County

The Ogden-Clearfield metropolitan area forms the population base of this county. The U.S. Census Bureau estimates that the county's population was 213,247 in 2006. This figure represents an increase of 8.5% since 1990; the state of Utah experienced an increase of 14.2% in population over the same period. The average number of persons per square mile in the county was 341.2 in 2000 while the statewide average was 27.2.

The median household income in the county in 2000 was \$47,481 while the median for Utah was \$47,224. According to the 2002 employment figures provided by the U.S. Census Bureau, the economy of Weber County is based on manufacturing, retail trade, information, and health care/social services. Federal spending in Weber County totaled \$1,317,129,000 in 2004 (Census Bureau 2007).

Historical Background – *Spanning a Continent*

No sooner were America's first railroads operating in the 1830s than people of vision foresaw transcontinental travel by rail. The idea gained support as a national railroad system took shape. By the beginning of the Civil War, America's eastern states were linked by 31,000 miles of rail—more than in all of Europe. Virtually none of this network, however, served the area beyond the Missouri River. Until the Great American Desert and the Rocky Mountains were bridged, the vast western territories would be a part of the nation in name only. A continent-spanning railroad also would bring more tangible benefits: it would boost trade, shorten emigrants' journeys, and help the U.S. Army control American Indians opposed to settlement.

In California, Theodore Judah had his own plan for a transcontinental railroad. By 1862 the young engineer had surveyed a route over the Sierra Nevada and persuaded wealthy Sacramento merchants to form the Central Pacific Railroad. That year Congress authorized the Central Pacific to build a railroad eastward from Sacramento and in the same act chartered the Union Pacific Railroad in New York to start construction westward from Omaha. A central route near the Mormon Trail was chosen, with Omaha, Nebraska as the eastern terminus. Each railroad received loan subsidies of \$16,000 to \$48,000 per mile, depending on the difficulty of terrain, and ten sections of land (one section = one square mile) for each mile of track laid.

Central Pacific crews faced the rugged Sierra range almost immediately. While the Union Pacific started on easier terrain, its work parties were raided by Sioux and Cheyenne. With eight flatcars of material needed for each mile of track, supplies were a logistical nightmare for both railroads, but especially for the Central Pacific, which had to ship every rail, spike, and locomotive 15,000 miles around Cape Horn. Both crews pushed ahead faster than anyone had expected. The work teams, often headed by ex-army officers, were drilled until they could lay two to five miles of track a day on flat land.

The Union Pacific drew on the vast pool of America's unemployed—Irish, German, and Italian immigrants, Civil War veterans from both sides, ex-slaves, and American Indians—up

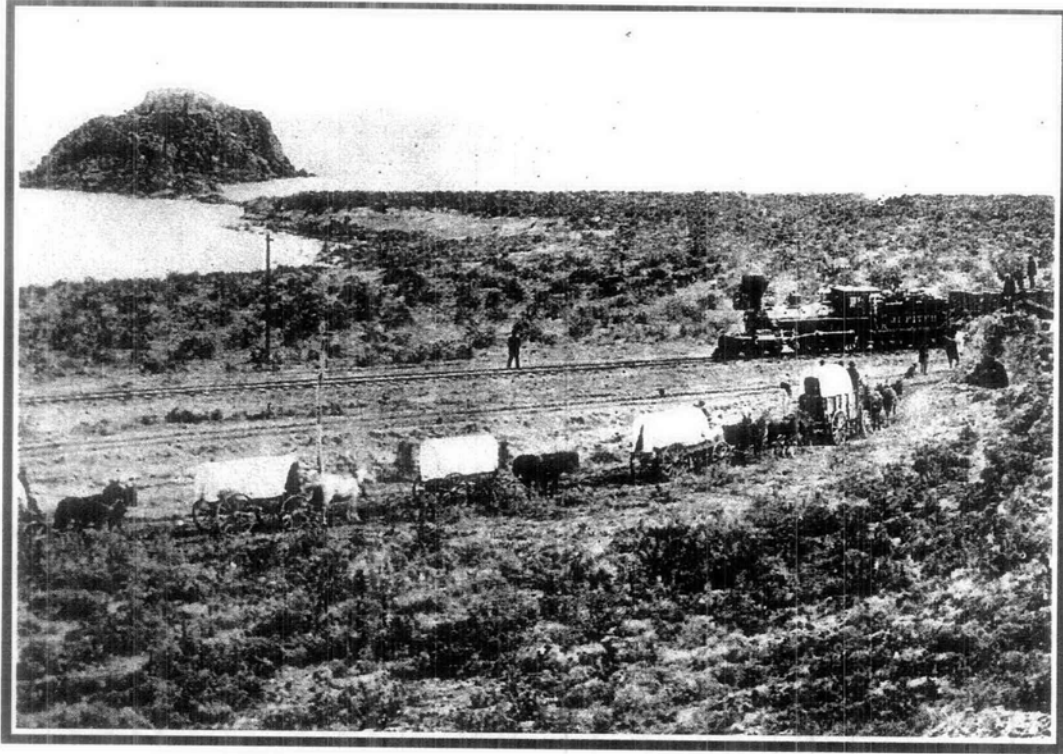
to 10,000 workers in all. It was a volatile mixture, and drunken mayhem was common in the “Hell-on-Wheels” towns thrown up near the base camps. The Central Pacific actively recruited Chinese workers for its labor force, and employed an estimated 11,000 Chinese by 1868.

By mid-1868 Central Pacific crews had crossed the Sierra and had laid 200 miles of track, while the Union Pacific had laid 700 miles over the plains. As the two work forces neared each other in Utah, they raced to grade more miles and claim more land subsidies. Both pushed so far beyond their railheads that they passed each other, and for more than 200 miles competing graders advanced in opposite directions on parallel grades.

Congress finally declared the meeting place to be Promontory Summit. Construction proceeded at a frantic pace during April and the first part of May 1869 on the east and west slopes of the Promontory Mountains as crews of graders, trestle builders, and track layers approached completion of the line. In February, the Central Pacific began the difficult task of construction on the east slope of Promontory Summit, and by the end of April had completed the “Big Fill” that spanned a large ravine about half way up the slope. On the western slope, in response to a wager with the Union Pacific, Central Pacific workers successfully accomplished the unprecedented feat of laying ten miles of track in one day (April 28), and just two days later extended track to Promontory Summit. On May 5, Union Pacific crews completed their “Big Trestle” that crossed the same ravine as the Central Pacific’s “Big Fill.” Over the next few days the Union Pacific completed rock cuts and a siding at the summit, and laid their final stretch of track westward to connect with the Central Pacific terminus.

Despite the delays and construction difficulties that dogged the railroad companies at the outset, the transcontinental railroad was ultimately completed in six and one-half years (less than half the time specified by Congress). On May 10, 1869, two locomotives pulled up to the one-rail gap left in the track. After a golden spike was symbolically tapped, a final iron spike was driven to connect the railroads. Telegraphers at the scene immediately sent the news out to the rest of the country. The Central Pacific had laid 690 miles of track; the Union Pacific 1,086. They had crossed 1,776 miles of desert, rivers, and mountains to bind together East and West.

*Several spur lines were connected to the original route shortly after its completion to provide connections to cities such as Denver and Salt Lake City. The original transcontinental railroad line north of the Great Salt Lake was used continuously until 1904, when a shorter route known as the Lucin Cutoff was constructed across the Great Salt Lake. The original line, called the Promontory Branch, remained in use for local rail traffic and as an alternate route until its abandonment in 1942.



In a way, the building of that first transcontinental railroad is the great American Story, for it was the railroad that first linked America East to West, from Atlantic to Pacific, and it was a project in which Americans of nearly every vocation, religion, race, and national origin eagerly participated.

- John Stewart, *The Iron Trail to Golden Spike*

PUBLIC INVOLVEMENT

As required by the legislation, consultations were held with the Utah State Historic Preservation Office / Utah State Historical Society (located within the Utah Division of State History), and other appropriate organizations. The study team met with staff of Golden Spike National Historic Site, the Bureau of Land Management Salt Lake Field Office; Bear River NHA group; and representatives from the Golden Spike Heritage Foundation, Golden Spike Association, and the Ogden Union Station foundation. A public newsletter with information about the study was mailed to 130 addresses in early October 2007. The mailing list included federal agencies, state and local governments, museums, congressional delegations, and individuals (Appendix E is a list of agencies and organizations that received the newsletter). No comments were received in response to this newsletter.

The planning team held discussions with staff from Golden Spike National Historic Site and the Bureau of Land Management Salt Lake Field Office (BLM) regarding possible national heritage area designation. Both want to see the historic railroad grades protected. Personnel at the national historic site have completed an archeological inventory of the site and want to see the entire line interpreted for the public. The BLM manages most of the original 400-foot wide right-of-way east and west of the national historic site and has designated it an Area of Critical Environmental Concern. This BLM designation provides the means to apply additional protective measures such as withdrawal from mineral extraction. Both agencies expressed concerns over how their management of the area would be affected and concerns about the impacts from increased use of the historic railroad grade if it were designated as a national heritage area.

The study team held meetings with the Bear River NHA group and representatives from the Golden Spike Heritage Foundation, Golden Spike Association, and the Ogden Union Station foundation to obtain information about the study area and general impressions of the communities related to the proposed national heritage area. The Bear River group is working to have the Bear River National Heritage Area designated and has agreed that there is an overlap of the two areas. Their area is in southeast Idaho and northeast Utah and overlaps the Golden Spike / Crossroads of the West study area. The transcontinental railroad is also one of Bear River's themes. The Golden Spike Heritage Foundation has purchased a portion of the original Corrine train station and returned it to the original location. This foundation is also working on the Promontory Rail Restoration Project—a proposed tourist railroad between Ogden and Golden Spike National Historic Site. The Golden Spike Association coordinates the annual re-enactment of the golden spike ceremony every May. The Ogden Union Station Foundation is involved in maintaining the historic station and works with the Crossroads of the West Historic District.

NATIONAL HERITAGE AREA ASSESSMENT

Existing Conditions

The study area contains several key historic components, most of which retain some degree of integrity. The overall setting of the railroad corridor has not changed dramatically since the 1940s, the decade that marks the end of the corridor's period of significance. The primary resources of the study area begin at the historic Union Station in the urban commercial and industrial section of Ogden, Utah, and continue north and west through sparsely settled farmland north of the Great Salt Lake to Promontory Summit, the site of the golden spike ceremony that officially tied the two railroads together. From Promontory, the study area extends west through open rangeland to Lucin, Utah (see figure 1).

Changes that have occurred in the study area over the past several decades include the demolition or alteration of a number of historic structures, as well as the addition of new construction along the eastern side—most notably construction of the freeway between Ogden and Brigham City and urban growth around Ogden. The rails and ties along the line between Ogden and Corinne were removed in the early 1940s to provide material for World War II. Between Ogden and the Wyoming border, the original transcontinental railroad route has been obliterated by modern railroad and highway development. The same holds true for the short segment of original rail line from Lucin to the Nevada border.

Between Corinne and Lucin, however, the region has changed little and landscapes seen from the railroad grades have much the same appearance and character as they did during the historic period.

The four principal communities in the study area—Corinne, Brigham City, Willard, and Ogden—have retained part of their historic scale and character, and have significant heritage resources according to the *Golden Spike Rail Study* (NPS 1993). Ogden and Willard each have historic districts listed in the National Register of Historic Places. Brigham City has numerous buildings individually listed in the national register—including its railroad depot—that are closely associated with the theme of the study. Ogden also has a substantial number of railroad-related industrial buildings that have not yet been documented for national register designation. Corinne has some known historic buildings, but the community has not yet been intensively surveyed. A portion of the historic Corinne depot was recently returned to its original location by the Golden Spike Heritage Foundation.

For almost 200 miles, the Central Pacific and Union Pacific railroad crews built grades parallel to each other going in opposite directions before being told to meet at Promontory. The two grades are still readily visible in most places. Small stations or sidings were created along the rails every few miles for depots or loading platforms, or to service the trains. While the names of these stations can still be found on some maps, very little evidence of them remains on the ground (see appendix C for a list of these stations). Corinne is the only remaining town that originated as one of these stations.

The railroad grade itself, which serves as the backbone of the study area, retains much of its integrity, though it has been altered or destroyed in places. The segment from Corinne to Ogden is now an active railroad that closely follows the historic Utah Northern Railroad line. The extent of historic features (culverts, bridges, etc.) remaining on this segment is not fully known at this time. The original transcontinental railroad grade, abandoned in 1942, roughly paralleled this active line, but freeway construction and other development have obscured it in many places south of Brigham City. The parallel grades from Corinne to Lucin are largely intact. Three miles of track, including a wye (a Y-shaped track that allows trains to turn around), have been re-laid in Golden Spike National Historic Site for use by the two replica locomotives.

Eighty-seven miles of the Central Pacific railroad grade from Promontory west to Umbria Junction (Lucin) were listed in the national register in 1987 as a historic district. Another historic district was designated for the 13.5-mile-long segment that extends east from the national historic site to Stinking Springs. A 400-foot-wide corridor of land along the Central Pacific grade (the original right-of-way) was deeded to the BLM in 1968. The BLM manages the Transcontinental Railroad National Backcountry Byway along this segment of the Central Pacific grade. The BLM has designated the corridor (east and west of Golden Spike National Historic Site) as an "Area of Critical Environmental Concern" in their latest management plan to protect the historical integrity and associated values of the grades, town sites, and artifacts located in the vicinity of the grades (BLM 1998).





Wooden Culvert,
Transcontinental Railroad National
Backcountry Byway



Chinese Arch,
Golden Spike National Historic Site



The Last Tie,
Golden Spike National Historic Site

Contributions of the Study Area

This section looks at contributions of the study area to the nation's heritage.

The study area includes the Golden Spike National Historic Site, a unit of the national park system that commemorates the completion of the nation's first transcontinental railroad. It contains the segment of that railroad that best illustrates both the fierce, laissez-faire competition and the government-imposed compromises characteristic of this epic endeavor.

The competitive nature of the two railroads is explicitly illustrated by the parallel grades built within the corridor. The entire 40-mile-long segment within the national historic site documents the major compromise of the project. Though built primarily by the Union Pacific, the segment from Promontory to Ogden was turned over to the Central Pacific under an agreement arbitrated in Washington. This allowed the Central Pacific to establish a terminal in a strategic location. Though the Union Pacific had won the competition fair and square by reaching Ogden first, this compromise reflects the federal government's role in overseeing the venture and its attempt to ensure a level of fairness that would benefit the public.

The study area documents the opening of the West for settlement and industry through railroad extensions from strategic points along the transcontinental railroad. Ogden became the transportation hub for the interior west, fed by railroad extensions to the north and south. The corridor also contains a segment of one of the major north/south feeder lines, the Utah Northern (the Ogden-to-Brigham City section of the railroad is primarily the old Utah Northern line).

The study area offers a unique look at the impact the railroad had on existing communities. The Mormon towns in Utah comprised the only significant population base along the entire transcontinental route; they reflect the homogenizing and Americanizing influence the railroad had on isolated western settlements that were suddenly linked to the outside world (NPS 1993).

Evaluation of the Area According to NHA Criteria

Using information gained from research, on-site fact-finding, and consultation with representatives of the Utah State Historic Preservation Office, Golden Spike National Historic Site, the Bureau of Land Management Salt Lake Field Office, and other organizations, the study team assessed the study area according to each of the criteria listed in Public Law 106-577 which authorized this study, and the NPS *National Heritage Area Feasibility Study Guidelines*.

Criterion 1: The area has an assemblage of natural, historic, and cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed through partnerships among public and private entities.

Discussion

Historical Background and Significance. Completion of the first transcontinental railroad is recognized as one of the United States' greatest engineering feats of the 19th century. The ceremonial "wedding of the rails" that joined the Central Pacific and Union Pacific railroads at Promontory Summit, Utah Territory, on May 10, 1869, linked the nation physically, economically, and politically in far-reaching ways. A few decades earlier, the prospect of a transcontinental railroad was by and large beyond the comprehension of the general public; only a few visionary individuals foresaw the possibility. The railroad accelerated the settlement and development of the West, facilitated transportation and commerce, and improved communications. Also, by expediting the supply and transport of U.S. Army troops and dividing the once vast buffalo herds, the railroad altered (and in some cases contributed to the demise of) traditional ways of life for many American Indian plains tribes.

The U.S. Congress passed the Railway Act of 1862 (amended in 1864 and 1866) that authorized and subsidized construction of the transcontinental railroad. The act envisioned that construction would be accomplished through the combined efforts of the Central Pacific Railroad Company (privately incorporated the previous year in 1861 and building eastward from Sacramento, California across the Sierra Nevada Range), and the Union Pacific Railroad Company (chartered by the federal government under terms of the Railway Act and building westward from Omaha, Nebraska). A 400-foot right-of-way was granted for the rail corridor, and federal assistance was provided to the Union Pacific and Central Pacific by the federal government in the form of low-interest bonds and land grants along their respective routes.

To undertake the daunting and often perilous task of construction, the railroads relied on extensive labor forces representing diverse nationalities and backgrounds. Those working for the Central Pacific were predominantly Chinese, along with a contingent of Irish and Cornish immigrants, and Paiute and Washo Indians. Union Pacific crews were composed of large numbers of Irish immigrants, supplemented by Germans, Englishmen, Civil War veterans, freed African Americans, and American Indians. Mormon work crews assisted both companies with construction in the Utah Territory.

The bonds and land grant subsidies provided to the railroad companies were based on an adjustable schedule that accounted for varying terrain, and were allocated based on miles of track constructed. Consequently, stiff competition developed between the companies that became particularly acute during the months leading up to completion of the transcontinental line. Because a junction point was not specifically identified in the authorizing legislation, and the railroads were permitted to extend their lines beyond what was originally called for in their charters, each company sought to maximize the profits available from the subsidy incentives by extending their lines as far as possible. The 1864 and 1866 amendments to the Railway Act increased the subsidies and incentives in efforts to speed construction.

A peculiar consequence of the competition between the two railroads was that the survey and grading crews of both lines continued past each for over 200 miles across Utah, laying out and constructing parallel grades. These grades were often within a few hundred yards of each other and even merged in some instances. After considerable debate and negotiations, the railroad companies settled on Promontory Summit as the junction point, and Congress approved the agreement on April 10, 1869.

By December 1869, the Central Pacific acquired the 48.5-mile-long section of Union Pacific line extending from Promontory to a point five miles west of Ogden, Utah, and leased the remaining five miles from the Union Pacific. Ogden then became the terminus or transfer point for the two railroads. The Central Pacific upgraded much of the hastily built line originally constructed by the Union Pacific through this section, and abandoned the portion of Union Pacific grade that included the Big Trestle (an unstable structure intended to be temporary). The on-line grade ultimately selected by the Central Pacific received routine maintenance, while the parallel surplus grade was left unfinished and allowed to deteriorate. Operation of the newly completed transcontinental line also required the construction of rail sidings and maintenance stations. The section stations housed crews and equipment responsible for the maintenance and repair of specific ten- to twelve-mile-long sections of railway. Repair and replacement of culverts, bridges, and ties required constant attention. Original section stations constructed in 1869 along the railroad's Salt Lake Division consisted of Lucin, Bovine, Terrace, Matlin, Gravel Pit (Ombey), Kelton, Ten-Mile (Seco), Lake, Rozel, and Promontory. In 1884, the Central Pacific officially reorganized to become the Southern Pacific Railroad Company.

The small community of Promontory developed at the summit to serve passengers. Originally, it comprised some 30 establishments consisting of little more than large canvas tents, some with wooden storefronts. Later, it became a railroad maintenance station and served in this capacity until rail traffic was rerouted across the Lucin Cutoff in 1904. The cutoff utilized elevated trestles to cross the northern end of Great Salt Lake, and shortened by 40 miles the distance formerly covered by the cross-country railroad. This considerably reduced the expense of operating across the difficult grades through the Promontory Mountains. The original route, then known as the Promontory Branch, continued to provide limited passenger and freight service to local communities and the area's ranchers and dry-

land farmers. It also served as a backup route for the main line when the Lucin Cutoff was unavailable. In 1942, the Promontory Branch was abandoned altogether when the rails were pulled up for use at regional defense installations during World War II.

Commemoration and Current Management. In 1919, the Southern Pacific Railroad placed a monument to honor the site of the 1869 completion of the transcontinental railroad. The first federal recognition of the event came in 1957 when the secretary of the interior designated a 7-acre tract of land at Promontory Summit as a national historic site under nonfederal ownership. Congress subsequently passed legislation in 1965 that established the Golden Spike National Historic Site. From the initial 2,176 acres authorized in 1965, a 1980 Congressional amendment adjusted the site boundaries and increased the acreage to 2,735 acres. Of this, 532 acres remain in private ownership. The National Park Service has managed the 15.6-mile-long linear site since 1965, protecting nationally significant resources associated with construction and completion of the railroad and interpreting these to the public. The historic site was automatically listed on the National Register of Historic Places in 1966, and an updated national register inventory/nomination form was approved for the site in 1988.

The railroad grade itself, which serves as the backbone of the study area, retains much of its integrity, though it has been altered or destroyed in places. The segment from Corinne to Ogden is now an active railroad that closely follows the historic Utah Northern Railroad line. The extent of historic features remaining on this segment (culverts, bridges, etc.) is not fully known at this time. The original transcontinental railroad grade, abandoned in 1942, roughly paralleled the active line, but freeway construction and other development have obscured it in many places south of Brigham City. The parallel grades from Corinne to Lucin are largely intact. Three miles of track, including a wye, have been re-laid in Golden Spike National Historic Site for use by the two replica locomotives.

The Bureau of Land Management administers sections of the original transcontinental railroad route adjoining the Golden Spike National Historic Site on both the east and the west. The section extending east 13.5 miles from the Golden Spike NHS to a point approximately 6 miles west of Corinne, Utah was listed in the National Register of Historic Places in 1994 as the "Transcontinental Railroad Grade." This listing requires the BLM to protect the property. In addition to the raised railroad grade (parallel grades attesting to the competition between the Central Pacific and Union Pacific are still evident), the section contains trestles and culverts that were repaired and reconstructed between 1869 and 1942, the segment's period of significance.

The 87-mile-long section of the original transcontinental railroad extending west from Golden Spike NHS to Lucin is also administered by the BLM and was listed in the national register in 1987 as the "Central Pacific Railroad Grade Historic District." The route through this section crosses BLM managed lands and lands owned by multiple private parties. The sites of several section stations and freight sidings placed at intervals between the Nevada border and Promontory Summit have been researched and field-investigated.

Associated Historic Sites. In addition to the historic resources directly associated with construction of the transcontinental railroad in Utah, several historic properties within the broader study corridor attest to the far-reaching impact that the railroad's completion had on regional growth and development. Although some of the early railroad camps and section stations eventually became small towns, most eventually disappeared. Corinne is a notable exception; it has endured as a small agricultural community and several 19th century buildings remain in the community. Originally intended to serve as a major junction or terminus town, Corinne was supplanted in that role by Ogden because of its connection to other shipping routes. Following the railroad's completion, several branch lines were constructed to connect with the transcontinental line: the Utah Central (completed in 1870) connected Salt Lake City with Ogden; the Utah Southern led to destinations south of Salt Lake City; and the Utah Northern (later known as the Utah and Northern) extended to Montana and provided an outlet for the region's mining camps. The Oregon Shortline Depot in Brigham City, listed in the national register, is representative of historic properties constructed for later branch lines that have their significance linked, if indirectly, to the broader story of the transcontinental railroad.

The emerging rail network stimulated regional economic growth by contributing to the development of local businesses and industries. It provided an efficient means of transporting manufactured goods, mine ore, agricultural produce, and other items to outside markets and processing facilities. Many businesses were established as part of Mormon cooperative organizations that were developed to protect Mormon economic interests and counter the disruptive outside influences that the railroad was perceived to bring in its wake. The cooperative organization established in Brigham City operated successfully until the 1890s and served as a model for other Mormon communities. Many of Brigham City's standing buildings (such as the Planing Mill which contains a good deal of original equipment) have historical associations with the cooperative organization and are listed in the national register. See appendix D for a list of historic resources.

South of Brigham City, Ogden benefited by its location along the connecting railroad and stage routes and gained renown as the "Crossroads of the West." Until the end of World War II, the city served as a booming shipping point and agricultural processing center. It also became a military arsenal and major defense depot, functions that continued after the war. Union Station, which was constructed in 1924 to replace its 1889 predecessor that burned, presently houses four museums, offices, and other public use areas. Among the historic industrial properties associated with the city's railroad heritage are stock yard structures and facilities, canning factories, warehouses, and flour and feed mills. Ogden's 25th Street, which extends three blocks east from Union Station, represents a well-preserved segment of the city's historical commercial development and was listed in the national register in 1978. The Crossroads of the West Historic District was designated in 2000 (in the same legislation that called for this NHA study) to conserve and interpret the historic resources along 25th Street. Historic District designation also allows cooperative management agreements and grants for restoration, preservation and interpretation.

The nine-mile-long “Fruitway” between Ogden and Brigham City (more specifically between Hot Springs and Perry) can be viewed as a cultural landscape comprising historic orchards and farmsteads. The Fruitway was a corridor connecting many fruit orchards and vegetable and grain producers. Although ultimately unable to compete with the California agricultural industry after World War II, the local fruit growing and processing industries owed their early economic success in large part to the proximity of the rail network and the distribution outlet at Ogden.

Partnership Opportunities. A potential national heritage area offers opportunities to cooperatively manage and interpret the route, resources, and stories associated with the first transcontinental railroad. Although neither the National Park Service nor the Bureau of Land Management would directly administer the national heritage area, the resource stewardship responsibilities that each share for the railroad across Utah could perhaps be strengthened in a comprehensive and unified fashion. For example, a partnership approach to identifying resource threats, monitoring visitor use impacts, and repairing grade structures (e.g. culverts and trestles) could enhance the long-term preservation objectives of both agencies. Measures to facilitate visitor orientation, interpretation, and education could be undertaken. A comprehensive protection strategy to reduce looting and damage of former section stations and other archeological sites could also be developed. Both agencies could pursue partnership agreements with local ranchers and other landowners to preserve the viewshed of adjacent lands in efforts to maintain the rural landscape setting in a manner compatible with the railroad’s period of significance. However, both agencies currently have the authority to enter into formal agreements without NHA designation.

Although resource conservation on federal lands would not necessarily be enhanced through NHA management by a nonfederal entity, partnership opportunities could be explored that would enhance resource protection. Existing preservation groups and regional heritage organizations can serve as vital partners in pursuit of possible NHA designation. Such groups as the Golden Spike Heritage Foundation, the Golden Spike Association, the Bear River Heritage Area group, and Utah State Railroad Museum (housed in Ogden’s historic Union Station) are dedicated to the preservation of Utah’s transcontinental railroad heritage, and can serve to expand educational opportunities and appreciation of the railroad story to a wider segment of the population. A portion of the original Corinne depot was recently moved back to its original location and renovated by the Golden Spike Heritage Foundation, attesting to the energy and support for preservation that these groups can provide in furtherance of common heritage area objectives. However, none of these groups’ area of focus includes the entire study area.

Finding

The study area contains an outstanding assemblage of historic resources that are associated with the final push to complete the transcontinental railroad in Utah, as well as associated resources constructed after the line’s completion in 1869 that reflect its enduring legacy. Among the diverse array of resources are railroad grades and support structures, former town sites, sidings, camps, and other related historic structures and districts. Segments of the transcontinental railroad grade and ancillary sites that are administered by the Bureau of

Land Management and the National Park Service receive protection in accordance with their listing in the National Register of Historic Places. Although the level of protection on federal lands could potentially be enhanced under a partnership arrangement involving the agencies and private entities, this could be achieved without NHA designation. Associated historic resources on nonfederal lands could perhaps be best managed through private and state or federal partnerships that promote the sharing of technical and educational expertise. Criterion 1 is met.

Criterion 2: The area reflects traditions, customs, beliefs, and folklife that are a valuable part of the national story.

Discussion

The driving of the golden spike at Promontory Summit on May 10, 1869 has been indelibly etched into the national consciousness as an enduring symbol of American ingenuity, fortitude, and unity. Although federal recognition and protection of the site was slow to emerge, recounting that specific moment in time has been an ongoing part of the area's traditional activities since the Golden Spike Association held the first reenactment of the "last spike" ceremony in 1952. The 1969 centennial observance of the event drew over 28,000 people for the reenactment ceremony. On that occasion, two representative engines, the *Genoa* and the *Inyo*, were loaned by the Virginia and Truckee Railroad in Nevada and delivered to the site. The National Park Service, in partnership with the Golden Spike Association of Box Elder County, continues to hold annual reenactments marking the anniversary of the May 10th ceremony at Golden Spike National Historic Site. Working reproductions of the original locomotives (Central Pacific's *Jupiter* and Union Pacific's *No. 119*) are now used in the reenactment, and continue to operate daily throughout the May-to-October visitation period. Visitation at Golden Spike averages 45,000 people annually. The railroad museum in Ogden and events held in the area such as railroad handcar races also attest to continued interest in the railroad.

A good deal of the local stories and folklore that developed in response to the heroic push to complete the transcontinental line are not readily observable without interpretation to effectively link the stories to specific places along the route. This is the case with such events as the Central Pacific's remarkable completion of 10 miles of track in one day. The feat (undertaken in response to a dare with the Union Pacific) was accomplished by eight rail-handlers supported by a large number of Chinese labor crews who, in a span of 12 hours, laid 10 miles of track.

Long-vanished "Hell-on-Wheels" towns, such as Dead Fall on the eastern slope of Promontory Summit, exist as archeological sites with no above-ground evidence to mark their short-lived presence. However, these notorious places, like the abandoned section stations, and the stories associated with them continue to pique the curiosity of visitors and researchers intent on gaining a fuller understanding of the railroads' colorful history.

The transcontinental railroad also played a significant role in broadening Utah's ethnic and cultural diversity. Many of the former Chinese laborers who worked for the Central Pacific

stayed after the railroad's completion, and often continued to work for the railroad companies or found employment in the regional mining industry. Many opened small businesses in the local towns: sizable Chinese communities emerged in Corinne, Ogden, Salt Lake City, and elsewhere. The railroad facilitated the arrival of other immigrant groups such as Italians, Greeks, and Japanese, who found employment in Ogden and other towns and contributed distinctive elements of their cultural heritage to their chosen communities. The state's largest population of African Americans purportedly resided in Ogden when the railroad service trades provided a principal means of employment (NPS 1993).

The U.S. Mint released the "Crossroads of the West" commemorative quarter in Salt Lake City on November 9. Utah's state quarter features the locomotives Jupiter and #119 facing the golden spike that joined the tracks of the nation's first transcontinental railroad in 1869.

Despite the transcontinental railroad's broad contribution to the cultural and ethnic character of several Utah communities, and the continuing widespread public interest in the stories and commemorative events associated with its completion, there is not a clearly distinguishable or pervasive connection between the railroad and the lifeways of existing communities. The primary national significance of the transcontinental railroad in Utah is more appropriately linked to the specific events leading up to and marking the line's completion in 1869. While the railroad's legacy has endured in far-reaching ways beyond that dramatic event, and modern railroad industries and trades continue to provide employment for many in the local communities, the story of the transcontinental railroad is not intimately woven into the heritage of living communities or manifested in ongoing cultural/community traditions.

Finding

The study area continues to reflect aspects of American traditions and folklife such as the annual reenactment of the Golden Spike ceremony and other commemorative events and activities. The interpretive efforts of the Park Service and the BLM provide the public with deeper appreciation of the history and stories associated with the transcontinental railroad. In addition, the various ethnic groups who worked on the railroad or immigrated to Utah following the railroad's completion led to the emergence of distinctive and enduring communities in the state.

However, the transcontinental railroad is not a primary or culturally pervasive element reflected in the ongoing cultural traditions and lifeways of living communities. Rather, its importance is more directly linked to the historical events, stories, places, and surviving resources that contribute to its national significance. Consequently, Criterion 2 is not met.

Criterion 3: The area provides outstanding opportunities to conserve natural, cultural, historic, and/or scenic features.

Discussion

The National Park Service has adopted a management approach for the east and west slopes of Golden Spike NHS that emphasizes stabilization and preservation maintenance of contributing railway features. Along with careful monitoring, routine grade maintenance measures are carried out. These include the yearly clearing of culverts and stabilization of grade structures such as culverts and trestles. Gravel is reapplied as needed atop the railway



The Big Fill in Golden Spike National Historic Site

grade to protect the grade from wear associated with self-guiding auto tours. The Bureau of Land Management maintains and protects significant railway grade structures under its administration through designation of the sites as Areas of Critical Environmental Concern, listing on the National Register of Historic Places, and through withdrawal of the sites from mineral extraction.

Sedimentation and erosion present ongoing threats to the railroad grade, particularly for those unfinished sections of Union Pacific grade on the west slope of Promontory summit, and those sections used only briefly by the Union Pacific on the eastern slope. Encroaching shrubby vegetation also poses a threat to the integrity of the grade and obscures it in some locations. Archeological remains associated with the former section stations and workers' encampments have been disturbed to varying degrees as a result of artifact collectors.

Vandalism has also been observed at cemeteries associated with these remote sites. Site looting and vandalism attest to the difficulties encountered by land-managing agencies in providing adequate protection, monitoring, and patrols. There may be opportunities (through school programs and other venues) to cooperatively educate the public about the importance of site protection and the penalties for unlawful disturbance.

In addition to the railroad grades themselves, many other related historic sites in the study area that provide outstanding opportunities to conserve cultural, historic, and scenic features. These sites, located near the railroad grades and in the communities, are described in the discussion of Criterion 1.

One of the most striking visual characteristics of the railway route, particularly to the west of Promontory Summit, is the open rural landscape that appears virtually unaltered from the period of the railroad's use. During the 19th century, native grasses were proportionally more abundant in the area than sagebrush and shrubby vegetation. Subsequent grazing disturbance contributed to the reversal of the distribution, and sagebrush is presently more abundant than native grasses (NPS 2000). Nevertheless, the landscape and topography are not too different from that encountered by the railroad construction crews, and the modern visitor can gain an appreciation of the difficulties in terrain and grade that the crews ultimately surmounted.

By the late 19th century and early 20th century, lands adjacent to the railroad right-of-way were claimed by homesteaders or sold by the railroad companies for use by private ranching or dry-land farming operations. These agricultural land uses continue to predominate, and much of the land surrounding Golden Spike NHS falls under the Conservation Reserve Program (CRP) whereby the U.S. government works with farmers to conserve soils by taking areas out of production. The high degree of integrity afforded the setting of the historic railway route by compatible land use could perhaps be further supplemented by scenic easements to protect the viewshed and limit visually intrusive development.

Finding

The historic resources associated with the first transcontinental railroad on public lands are currently under protective management which could be expanded, if necessary, through existing programs or public-private agreements. Despite the threats to the area's significant resources, the study area receives substantial protection by the BLM, the Park Service, the Crossroads of the West Historic District, and conservation programs. Although resource conservation on federal lands would not necessarily be enhanced through NHA management by a non-federal entity, partnership opportunities could be explored that would enhance resource protection. National Heritage Area designation could provide a means for private landowners to obtain financial and technical support to protect and maintain historic resources on their land. The area provides outstanding opportunities to conserve natural, cultural, historic, and/or scenic features on nonfederal land and some additional opportunities on federal lands. Criterion 3 is met.

Criterion 4: The area provides outstanding recreational and educational opportunities.

Discussion

Recreational opportunities related to the theme identified in this study are enjoyed by the public. Activities include visiting historic sites, visiting museums, sightseeing by vehicle, and driving for pleasure.

Visitors to Golden Spike National Historic Site, a unit of the national park system, can view orientation and documentary videos, tour museum exhibits, and stand on the site where the final spike was driven. Visitors also have the opportunity to walk or drive along some of the original railroad grades and appreciate the amount of work needed to build a railroad line through mountainous terrain. In the summer months, live demonstrations of the two replica locomotives occur daily and a re-creation of the Golden Spike ceremony is held on the site every May 10th.

The Utah State Railroad Museum in Ogden's Union Station presents exhibits and displays pertaining to the history of railroads from construction of the transcontinental railroad to modern day. Visitors can also view a working model railroad layout, films, and actual locomotives and rail cars.

Beginning just west of the national historic site, a 90-mile segment of the Central Pacific railroad grade is designated as the Transcontinental Railroad National Backcountry Byway, managed by the Bureau of Land Management. Visitors are allowed to drive, bike, and hike on the original grade and are able to imagine what it was like to cross this country over 100 years ago because of the historic-appearing landscape. The unpaved road is recommended for high-clearance vehicles only. Locations of many of the original sidings and town sites along the route are marked with signs.

Formal and informal educational opportunities are available at Golden Spike National Historic Site and museums in Ogden and Brigham City. The Bear River NHA group coordinates many public educational activities throughout the region every year.

Finding

The existing resources and facilities in the study area provide outstanding opportunities for recreation as well as formal and informal education. So criterion 4 is met.

Criterion 5: The area contains resources important to the identified theme or themes of the study area that retain a degree of integrity capable of supporting interpretation.

Discussion

A variety of cultural resources remain along the transcontinental railway route through Utah that provide tangible evidence of the episodes and methods of construction, and enhance overall interpretation of the railway's developmental history. Within the boundaries of the Golden Spike NHS, the parallel grades constructed by the Union Pacific and Central Pacific

serve as the most obvious indication of the fierce competition engaged in by the rival companies in the months leading up to completion of the line. The grades incorporate a variety of culverts, trestles, deep rock cuts, and earthen fill areas that attest to the difficulties faced by railroad engineers and construction crews as they built across the steep grades and rugged landscape of the Promontory Mountains. Although many of the grade structures were repaired or replaced up until the Promontory Branch was discontinued in 1942, two intact trestles and 24 culverts dating to the historical period are located within the boundaries of the Golden Spike NHS. Culverts dating to the earliest period of grade construction were constructed of stone. Soil and rock borrow areas and spoil piles used during construction are also along the grades. Two locations along the route indicate where the railroads merged to use a common grade alignment.

Within the Golden Spike NHS, archeological evidence of the temporary camps and habitation areas used by the work crews are dispersed along the route. These consist, in part, of the remains of pit houses, dugouts, fireplace chimneys, hearths, stone foundations, rock walls, leveled tent platforms, and refuse dumps. The encampments were often clustered near the sites of the major engineering projects such as the Union Pacific's "Big Trestle" and the Central Pacific's "Big Fill." Archeological remains (e.g. earthen berms, building depressions, cisterns, and corral remnants) are all that remain of the former station at Promontory Summit. Over half the known archeological sites within the Golden Spike NHS have been intensively investigated and mapped. Their research potential is anticipated to provide valuable information addressing such questions as site variability and the cultural and ethnographic traditions among railroad workers. Archeological evidence of the historic telegraph line that was constructed concurrently with the transcontinental railroad consists of rock piles marking the locations of former telegraph poles, and occasional bases of the poles embedded in the ground.

At the location of Golden Spike NHS headquarters and visitor center at Promontory Summit, the National Park Service places primary interpretive emphasis on the pivotal May 10, 1869 joining of the rails. Two miles of track were laid near the visitor center to allow 1979 reproductions of the original steam locomotives (*Jupiter* and *No. 119*) to reenact the ceremonial completion of the transcontinental railroad. With the exception of the 1969 visitor center and other modern development, the setting of the area was partially reconstructed to evoke the historic 1869 appearance, including the configuration of track, ties, telegraph line, and the Union Pacific wye. All the historic buildings associated with the community of Promontory Station have been razed or relocated, and consequently the area possesses less historical integrity than other sections of the route. The east and west slopes of the summit possess good historical integrity, and have been adapted for self-guiding interpretive auto tours.

The former section stations and sidings along the BLM-administered portion of the transcontinental line west of Golden Spike NHS were eventually abandoned by 1942, although some persisted after the 1904 completion of the Lucin Cutoff to serve local ranching and farming communities. No standing buildings presently exist; however archeological deposits, depressions, and foundations remain as evidence of the former

building sites. The section stations typically included a section house (shop/storage facility), eating and sleeping accommodations, water tank, freight platform, siding, and either a turntable or a wye to permit locomotives to turn around.

The largest section station, and eventually a small town, was established at Terrace about 30 miles east of Lucin. Terrace served as the maintenance and repair headquarters for the Central Pacific's Salt Lake Division. Among Terrace's railroad facilities were a 16-stall roundhouse, a machine shop, coal sheds, water tanks, and an eight-track switchyard. The railroad operations allowed the community to prosper and several hotels, stores, and residences were constructed. One of the more interesting establishments (in consideration of Terrace's remote location) was a communal building known as the "Athenium" which provided the urban amenities of a bath house and reading room or library. A large Chinese population settled in the east end of town and continued working for the railroad after completion of the transcontinental line. Terrace's economic prospects dimmed as construction of the Lucin Cutoff reduced train traffic along the route from ten trains a day to three trains a week. Although Terrace lingered until about 1910, a disastrous fire reportedly hastened the town's demise.

The grade alignment and associated structures (e.g., trestles and culverts) remain readily visible along the sections administered by the Park Service and the BLM, but visitors must use their imagination to visualize ancillary sites such as the stations and work camps. Although no standing structures remain, these sites and the valuable archeological information they contain contribute to the railroad's historical significance. Very little evidence, if any, remains of the original grades or structures outside the sections managed by the Park Service and the BLM.

Visitors can reach the sites of the former section stations and sidings by means of dirt roads and by driving on portions of the original railroad grades. The BLM has marked the sites with place-name signs and placed some interpretive signs at selected sites that provide historical information.

In addition to the sites described above, there are many other related historic sites in the study area that are important to the identified theme of the study area that retain a degree of integrity capable of supporting interpretation. These sites, located in the local communities, are described in the discussion of Criterion 1.

Finding

Existing resources important to the identified theme of the area (original transcontinental railroad) retain a degree of integrity capable of supporting interpretation, and such interpretation is occurring on public lands in the study area. Criterion 5 is met.

Criterion 6: The area includes residents, business interests, nonprofit organizations, and local and state governments who have demonstrated support for the concept of a national heritage area.

Discussion

In the late 1990s, there was an interest to have the area studied as a possible national heritage area. That interest eventually led to the legislation in 2000 that prompted this study. Since then, however, public interest for the designation as a heritage area has waned. This is illustrated by the lack of response to the study newsletter that was mailed in October 2007.

Local entities and organizations have demonstrated interest in the general concept of national heritage areas, but there has not been adequate public support for this particular area's designation. While the Golden Spike Heritage Foundation supports designation of the area to enhance their goal of establishing a working tourist railroad, business interests and state government leaders have not explicitly supported the proposed heritage area. In contrast, public support for two recently designated areas – one in Utah and one in eastern Nevada – was much stronger. The Bear River heritage area group (see section entitled "Review of Other Heritage Areas in the Region") has received better support from local organizations, town, and counties.

Finding

There has been little support demonstrated for this potential national heritage area, so criterion 6 is not met.

Criterion 7: The area has a potential management entity to work in partnership with residents, business interests, nonprofit organizations, and local and state governments to develop a national heritage area.

Discussion

The Bear River heritage group, the Golden Spike Heritage Foundation/Rails to Promontory, the Golden Spike Association, and the Union Station Foundation are established to commemorate the transcontinental railroad. These organizations are relatively focused on a specific place or ongoing effort. Golden Spike Heritage Foundation/Rails to Promontory is established primarily to create a tourist railroad from Ogden to Promontory. The Golden Spike Association sponsors the annual final spike ceremony reenactment and other related events. Union Station Foundation was established to restore the historic Ogden station which is part of the Crossroads of the West Historic District.

The Crossroads of the West Historic District was designated in 2000 to preserve and interpret the contribution to our national heritage of certain historic lands and buildings in Ogden and to enhance cultural and compatible economic redevelopment within the district.

While these existing groups are interested in the study area, they do not have a framework in place to develop and manage a large national heritage area. It is always possible that a group could be established in the future to support and manage a national heritage area proposal.

Typically, national heritage areas are spearheaded by a grass-roots effort from an organized group prepared to take on the work of getting the area designated and assuming management responsibility after designation. In the case of the Golden Spike/Crossroads of the West study area, no management entity has been identified that covers the entire study area or has stepped forward with an offer to plan for and manage the national heritage area should it be designated.

Finding

No area-wide management entity has been formed to work with others to develop this national heritage area, so criterion 7 is not met.

Criterion 8: The proposal is consistent with continued local and state economic activity.

Discussion

One of the purposes of national heritage areas is to support tourism-related economies. A national heritage area designation based around the original transcontinental railroad has the potential to add to the attraction of the region for local and out-of-state tourists. This would be assisted by additional advertisement or marketing of the area along with other heritage areas. More visitors would result in more spending in the area and provide direct and indirect benefits to tourism-related businesses and the general economy of the region.

The NPS Visitor Use Statistics Office reported that Golden Spike National Historic Site receive about 45,000 visits in 2006. Average group expenditure was \$164, with a median of \$60. Average total expenditure per person was \$67. For illustration purposes, if visitation to the national historic site increased by 10%, there would be a corresponding increase in spending of approximately \$200,000.

Finding

NHA designation would be consistent with and supportive of continued local and state economic activity. Criterion 8 is met.

Criterion 9: A conceptual boundary map is supported by the public.

Discussion

The study team originally defined the study area boundaries as the original right-of-way granted to the railroads. This was a corridor averaging 400 feet wide. After discussions with specialists in the National Park Service, it was determined that this narrow boundary did not meet the requirements of the legislation that stated "The Study Area shall be comprised of sites relating to completion of the first transcontinental railroad in the State of Utah, concentrating on those areas identified on the map included in the Golden Spike Rail Study."

The study area was subsequently broadened to include the areas identified in the *Golden Spike Rail Study* and more of the landscape in the western area portion that still retains its

historic appearance. Groups that were consulted agreed with the general boundaries of the study area.

Finding

Groups that were consulted agreed with the general boundaries of the study area, so criterion 9 is met.

Criterion 10: The management entity proposed to plan and implement the project is described.

Discussion

While there are organization and groups that are interested in the study area, they do not have a framework in place to develop and manage a large national heritage area. Typically, National Heritage Areas are spearheaded by a grass-roots effort from an organized group prepared to take on the work of getting the area designated and assume management responsibility for it after designation. No management entity has stepped forward with an offer to plan for and implement this national heritage area should it be designated.

Finding

There is no area-wide management entity working with others to develop this national heritage area, so criterion 10 is not met.

REVIEW OF OTHER HERITAGE AREAS IN THE REGION

There are two designated and one potential national heritage areas in the region composed of Utah, Nevada, and Idaho. The area proposed by the Bear River Heritage Area Council overlaps the Golden Spike/Crossroads of the West study area both geographically and thematically.

Potential National Bear River Heritage Area

The area proposed by the Bear River Heritage Area group would commemorate the historical, cultural, and natural legacies of Shoshone heritage, the trapping and fur trade industry, Mormon settlement, and nineteenth-century westward migration. It consists of seven counties: Bear Lake, Caribou, Franklin, and Oneida in Idaho; and Box Elder, Cache, and Rich in Utah (Figure 2).

Activities in the area are coordinated by the Bear River Heritage Area Council, a consortium of many organizations in government, business, education, tourism, recreation, and other areas. They are dedicated to economic development through promotion and stewardship of the cultural and natural resources that are unique to the region.

The Bear River Heritage Area Council will seek designation as a national heritage area through an act of Congress. The four purposes of the council are:

- (1) foster a close working relationship with all levels of government, the private sector, residents, business interests, and local communities in the States of Idaho and Utah;
- (2) empower communities in the States of Idaho and Utah to exercise stewardship of their heritage while strengthening future economic opportunities;
- (3) interpret, develop, and encourage stewardship of the historical, cultural, and recreational resources within the Heritage Area and the natural and scenic features of which they are a part; and
- (4) expand, foster, and develop heritage businesses and products relating to the cultural heritage of the Heritage Area.

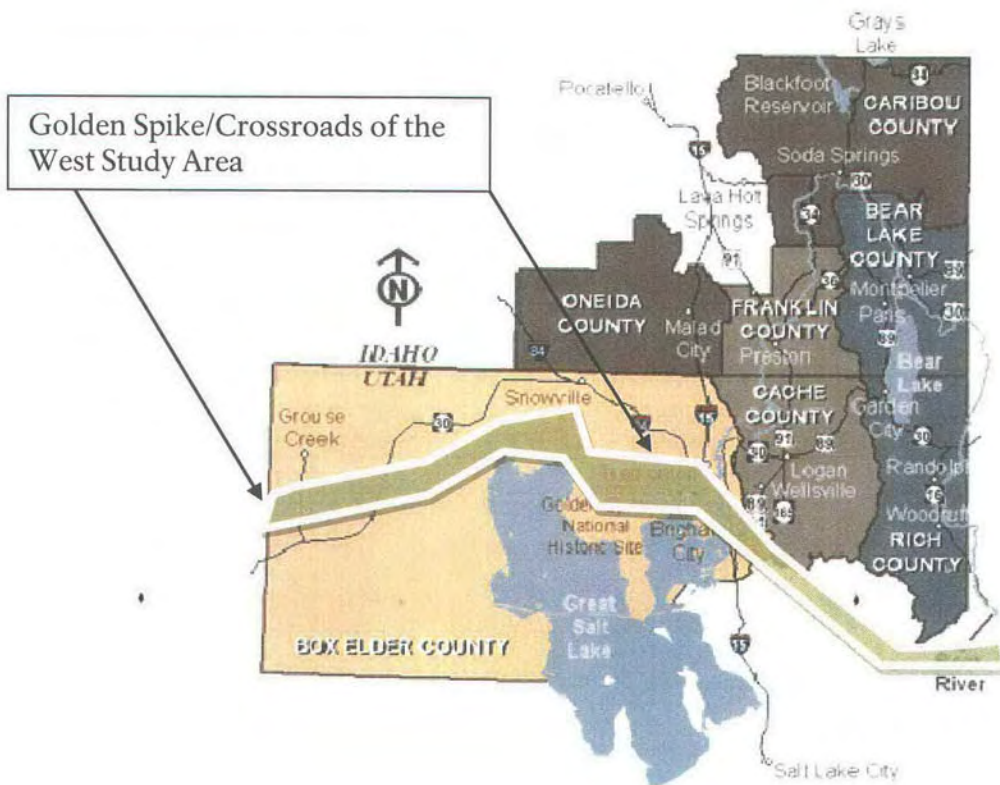


Figure 2. Potential Bear River Heritage Area

The Mormon Pioneer and Great Basin national heritage areas have themes that relate to the natural and human history of the areas. There is no direct overlap with the theme of the Golden Spike / Crossroads of the West study. These newly designated heritage areas do not have final management plans in place yet.

Mormon Pioneer National Heritage Area

The National Mormon Pioneer Heritage Area was designated in 2006 (Public Law 109-338, 120 Stat. 1783). This heritage area is centered on U.S. Highway 89 from Fairview, Utah, to the Arizona state line.

It includes a variety of heritage resources that demonstrate the colonization of the western United States including Mormon colonization and the compelling story of how early settlers interacted with Native Americans and established towns and cities in a harsh, yet spectacular, natural environment.

Great Basin Heritage Route

This heritage area/route was designated in the same bill as the Mormon Pioneer area. It includes White Pine County, Nevada and Millard County, Utah.

Native American, pioneer, ranching, mining, timber, and railroad heritages associated with the Great Basin Heritage Route include the social history and living cultural traditions of a rich diversity of nationalities. The pioneer, Mormon, and other religious settlements, and ranching, timber, and mining activities of the Heritage Route played and continue to play a significant role in the development of the United States. The pioneer heritage of the Heritage Route includes the Pony Express route and stations, the Overland Stage, and many examples of 19th century exploration of the western United States;

The Native American heritage of the Heritage Route dates back thousands of years and includes--

- (A) archaeological sites;
- (B) petroglyphs and pictographs;
- (C) the westernmost village of the Fremont culture; and
- (D) communities of Western Shoshone, Paiute, and Goshute tribes;

The Heritage Route contains multiple biologically diverse ecological communities that are home to exceptional species such as--

- (A) bristlecone pines, the oldest living trees in the world;
- (B) wildlife adapted to harsh desert conditions;
- (C) unique plant communities, lakes, and streams; and

(D) native Bonneville cutthroat trout;

The mission of the Great Basin Heritage Area Partnership is to promote knowledge of the history and heritage of the central area of the Great Basin, which includes Millard County, Utah; White Pine County, Nevada; and the Ely Shoshone and Duckwater Indian reservations. The partnership is working towards

- 1) Creating adequate library and research facilities to provide increased information for local people and school children about their heritage;
- 2) Providing increased information for travelers and potential travelers to this Great Basin land, including its importance to the history of the United States;
- 3) Preserving important landmarks within the area; and
- 4) Providing heritage-related materials for the promotion of economic development through heritage tourism.

STUDY CONCLUSION AND RECOMMENDATIONS

The National Park Service finds that the resources studied in this report are nationally significant, but four key criteria for possible designation as a national heritage area are not met by the study area.

- Railroading is no longer ingrained as a way of life or tradition in the local communities (criterion 2 not met).
- Widespread public support for Golden Spike /Crossroads of the West NHA designation is not evident (criterion 6 not met).
- There is no management entity with a framework to work in partnership with residents, business interests, non-profit organizations, and local and state governments to develop a national heritage area (criterion 7 not met).
- A management entity that would plan and implement the project has not been formed (criterion 10 not met).

Therefore, the Golden Spike/Crossroads of the West study area is found to be **not suitable** and the National Park Service does not recommend it for designation as a stand-alone National Heritage Area.

Other Possibilities for the Area

The NPS acknowledges that the geographic area and theme of the Golden Spike/Crossroads of the West study are included in the working effort for a National Bear River Heritage Area. The area covered by the Bear River effort overlaps the Golden Spike / Crossroads of the West National Heritage Area study area and includes the theme of the transcontinental railroad. Incorporation of the study area resources into this effort may further the goals of protecting and interpreting these important resources while providing economic benefits to the region, and may enhance the Bear River effort. Interested individuals and organizations are encouraged to work with this group, Golden Spike National Historic Site, the Bureau of Land Management, and historic conservation groups to preserve and interpret the resources and stories of the original transcontinental railroad.

Environmental and Other Compliance

National heritage area studies conducted by the National Park Service are typically subject to the compliance requirements of the National Environmental Policy Act (NEPA), the National Historic Preservation Act, and the Endangered Species Act. However, since the recommendation of the study is that there be no further action taken toward designation, no NEPA compliance is required. An Environmental Screening Form (ESF) was prepared for this study and determined that implementing the recommendation would have no potential for impacts on the environment. The National Park Service is not proposing an undertaking that would require compliance with Section 106 of the National Historic Preservation Act or Section 7 of the Endangered Species Act. The Utah State Historic Preservation Office has been consulted during the study effort.

Steps to be Undertaken at the Conclusion of the Study

The legislation authorizing this study requires that “No later than three years after funds are first made available for this study, the secretary shall submit to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the United States Senate a report on the findings and conclusions of the study and a recommendation based on those findings.”

This report describing the findings and recommendations of the national heritage area study will be transmitted through the Department of the Interior to the appropriate committees of Congress as called for in the legislation.



STUDY TEAM

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APPENDIX A – LEGISLATION

Public Law 106-577 (excerpted)
106th Congress

TITLE III – GOLDEN SPIKE / CROSSROADS OF THE WEST NATIONAL HERITAGE AREA STUDY AREA AND THE CROSSROADS OF THE WEST HISTORIC DISTRICT

SEC. 301. AUTHORIZATION OF STUDY.

(a) Definitions.--For the purposes of this section:

(1) Golden spike rail study.--The term “Golden Spike Rail Study” means the Golden Spike Rail Feasibility Study, Reconnaissance Survey, Ogden, Utah to Golden Spike National Historic Site,” National Park Service, 1993.

(2) Secretary.--The term “Secretary” means the Secretary of the Interior.

(3) Study area.--The term “Study Area” means the Golden Spike/Crossroads of the West National Heritage Area Study Area, the boundaries of which are described in subsection (d).

(b) In General.--The Secretary shall conduct a study of the Study Area which includes analysis and documentation necessary to determine whether the Study Area--

(1) has an assemblage of natural, historic, and cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed through partnerships among public and private entities;

(2) reflects traditions, customs, beliefs, and folk-life that are a valuable part of the national story; (3) provides outstanding opportunities to conserve natural, historic, cultural, or scenic features;

(4) provides outstanding recreational and educational opportunities;

(5) contains resources important to the identified theme or themes of the Study Area that retain a degree of integrity capable of supporting interpretation;

(6) includes residents, business interests, nonprofit organizations, and local and State governments who have demonstrated support for the concept of a National Heritage Area; and

(7) has a potential management entity to work in partnership with residents, business interests, nonprofit organizations, and local and State governments to develop a National Heritage Area consistent with continued local and State economic activity.

(c) Consultation.--In conducting the study, the Secretary shall--

(1) consult with the State Historic Preservation Officer, State Historical Society, and other appropriate organizations; and

(2) use previously completed materials, including the Golden Spike Rail Study.

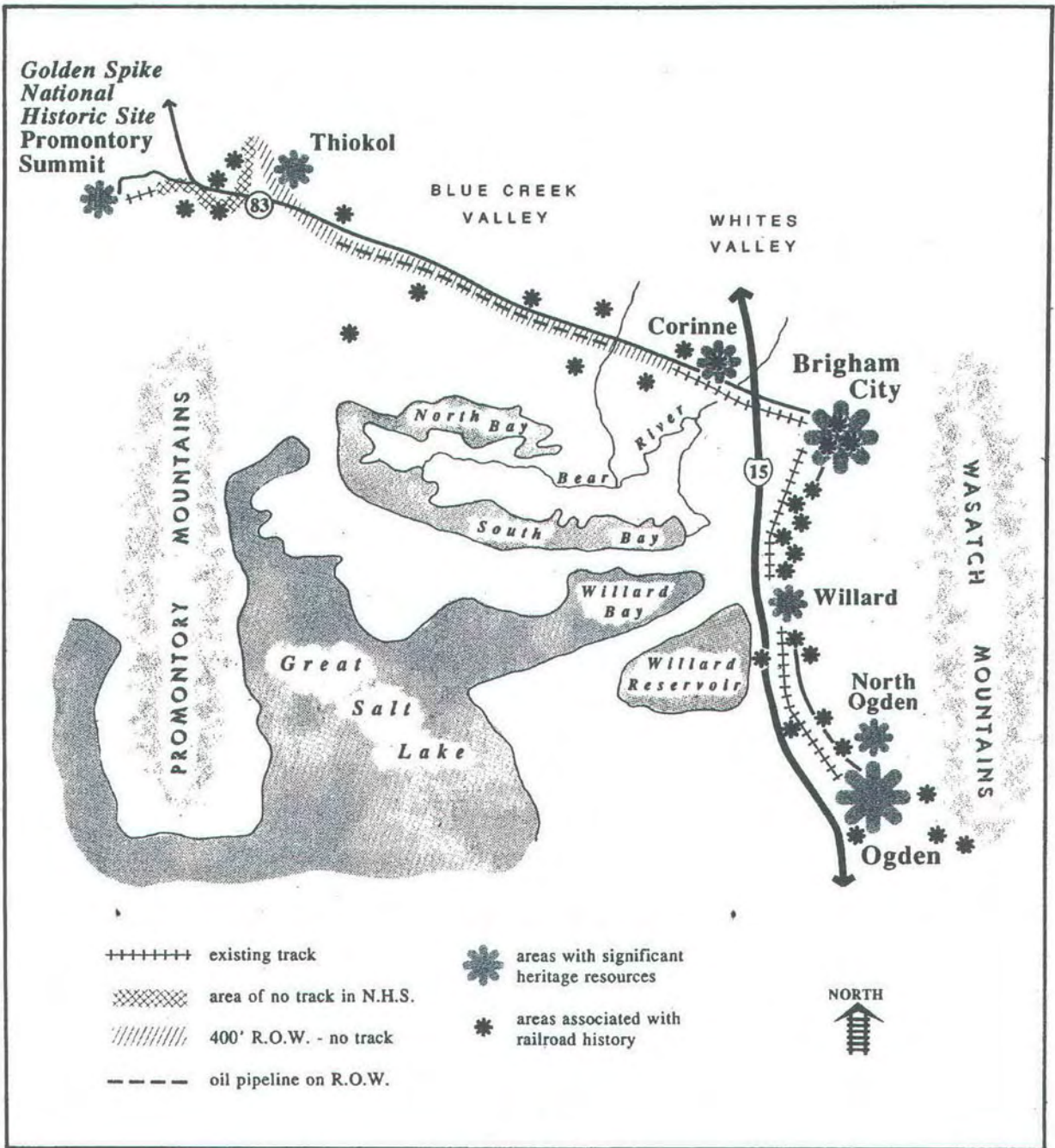
(d) Boundaries of Study Area.--The Study Area shall be comprised of sites relating to completion of the first transcontinental railroad in the State of Utah, concentrating on those areas identified on the map included in the Golden Spike Rail Study.

(e) Report.--Not later than 3 fiscal years after funds are first made available to carry out this section, the Secretary shall submit to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report on the findings and conclusions of the study and recommendations based upon those findings and conclusions.

(f) Authorization of Appropriations.--There are authorized to be appropriated to the Secretary such sums as may be necessary to carry out the provisions of this section.

Approved December 28, 2000.

APPENDIX B – MAP FROM GOLDEN SPIKE RAIL FEASIBILITY STUDY



APPENDIX C – HISTORIC RAILROAD STATIONS

The following is a list of the railroad station that were served by the original transcontinental railroad route. The Bureau of Land Management has marked the location of many of these on the ground.

Source: *Rails East to Promontory, the Utah Stations* (BLM 1981).

Umbria Junction	West Kosmo
Lucin – on map	Lake
Medea	Centre
Bovine	Metaurus
Waldon	Rozel
Watercress (2 miles west of Terrace)	Promontory
Terrace	Surbon
Red Dome	Lampo
Matlin	Blue Creek
Romola	Connor
Ombey	Balfour
Peplin	Stokes
Zias	Corrine – existing town
Kelton	
Elinor	
Seco	
Nella	
Monument	

APPENDIX D – NATIONAL REGISTER OF HISTORIC PLACES LISTINGS

The following tables are lists of areas, sites, and structures listed in the National Register of Historic Places that may be related to the study theme.

Box Elder County				
Resource Name	Address	City	Listed	Multiple
Box Elder Flouring Mill	327 East 200 North	Brigham City	1990-01-24	Brigham City MPS
Brigham City Mercantile and Manufacturing Association Mercantile Store	5 N. Main St.	Brigham City	1990-01-24	Brigham City MPS
Central Pacific Railroad Grade Historic District	87 mi. segment between Umbria Jct. 9 mi. E. of NV border around N end of Great Salt Lake to Golden Spike NHS	Park Valley	1987-05-15	
Golden Spike National Historic Site	NE of Great Salt Lake	Promontory	1966-10-15	
Granary of the Relief Society	100 North 400 East	Brigham City	1990-01-24	Brigham City MPS
Holmgren Farmstead	460 N 300 E	Tremonton	2001-04-05	
Hotel Brigham	13 and 17 W. Forest St.	Brigham City	1991-10-17	Brigham City MPS
Howard Hotel	35 S. Main St.	Brigham City	1994-10-07	Brigham City Private Commercial and Industrial Development MPS
Knudson Brothers Building	63 S. Main St.	Brigham City	1992-07-16	Brigham City MPS

Transcontinental Railroad Grade	Roughly, from 6 mi. W of Corinne running approximately 13 mi. along UT83	Corinne	1994-12-08	
Union Block	57 S. Main St.	Brigham City	1991-10-17	
Willard Historic District	Roughly bounded by 200 W., N., 100 E., and 200 S. Sts.	Willard	1974-06-25	

Weber County				
Resource Name	Address	City	Listed	Multiple
Jefferson Avenue Historic District	Roughly along Jefferson Ave., between 25th and 27th Sts.	Ogden	1998-09-25	
Ogden Union Station (Boundary Increase)	2501 Wall Ave.	Ogden	2005-04-29	
Ogden Central Bench Historic District	20th St to 30th St., Adams Ave. to Harrison Blvd.	Ogden	2005-07-22	
Ogden Union Station	25th St. at Wall Ave.	Ogden	1971-04-11	
Lower 25th St. Historic District (with boundary increases)	25 th St. between and including Wall and Grant Avenues	Ogden	1978, 1983 and 1994	
Scowcroft Warehouse	23 rd Street	Ogden	1989-04-21	
New Brigham Hotel	2402 – 2410 Wall Ave.	Ogden	1976-06-14	

APPENDIX E – AGENCIES AND ORGANIZATIONS

The following is a list of agencies, offices, and organizations that received a copy of the newsletter mailed in October 2007.

Brigham City Library	Deseret Land & Livestock Co.
Brigham City Mayor	Fossil Butte National Monument
Brigham City Chamber of Commerce	NPS Intermountain Region Director
Box Elder County Economic Dev.	NPS Utah State Coordinator
Box Elder County Commissioners	Nevada Northern Railway Museum
Box Elder County Tourism	Garland, Utah, Administrative Office
Ben Ferry Utah State Rep., Dist. 2	Garland Library
Promontory Rail Restoration Project	NPS National Trails System Utah Office
Bureau of Land Management Salt Lake District Office	Nevada State Railroad Museum
California State Railroad Museum	Timpanogos Cave National Monument
ATK Thiokol Propulsion	Tremonton City & Recreation Office
Bear River Assoc. of Governments	Tremonton Library
Bear River Valley Chamber of Commerce	Natural Resources Conservation Service
Bear River Migratory Bird Refuge	Wasatch-Cache NF
Crossroads of the West Historic District	Utah Division of Parks & Rec.
Daughters of Utah Pioneers	Utah State Historic Preservation Office
Golden Spike National Historic Site	USDA Rural Economic and Community Development
Golden Spike Railroads, Inc.	US Forest Service Intermountain Regional Office
Hostler Model Railroad Club	Union Pacific Railroad Historian

Willard City Business Office

United States Senator Orrin Hatch

Mr. Rob Bishop
U.S. Representative, District 1

Ronda R. Menlove
Utah State Rep., Dist. 1

Peter Knudson
Utah State Senator, Dist. 24

Willard Bay State Park

Ben Ferry
Utah State Rep., Dist. 2

United States Senator Robert Bennett