

1869.

May 10th.

1869.

GREAT EVENT

Rail Road from the Atlantic to the Pacific

GRAND OPENING
— OF THE —



Union Pacific

**GOLDEN SPIKE RAIL
FEASIBILITY STUDY**

Reconnaissance Survey

Ogden, Utah to Golden Spike National Historic Site

PLATTE VALLEY ROUTE



United States Department of the Interior



NATIONAL PARK SERVICE
Golden Spike National Historic Site
P.O. Box 897
Brigham City, UT 84302-0923

IN REPLY REFER TO:

Dear Reader:

Enclosed for your comment and reference is a copy of the draft Golden Spike Rail Feasibility Study. The review and comment period for this plan will remain open until June 15, 1994. Comments should be addressed to:

Golden Spike Rails Feasibility Study
Project Manager
National Park Service-RMR-PM
Rocky Mountain Region
P.O. Box 25287
Lakewood, CO 80225

Following an evaluation of public comments, a final study will be prepared for submission to Congress. The study represents many people's work and over a year of examination, review, and discussion on the feasibility of constructing a tourist railroad from Union Station in downtown Ogden, Utah and Golden Spike National Historic Site (a total of 53 miles). The study is intended to provide information to Congress, which will guide decisions concerning the future of the rail corridor. The draft feasibility study identifies which scenarios, if any, might be used to construct a tourist rail link, how it might be done, what it might entail, what the costs might be, and who might be involved in a partnership to build it.

As many of you are aware, the corridor lies at one of the nation's "crossroads", and has many recreational, natural, and cultural resources that are associated with the theme of early railroad transportation. More importantly, the study is not just about determining the feasibility of providing a tourist railroad, but about determining its feasibility in a corridor related to both the local culture and the cultural heritage of the nation--not just related to the area's past, but to the area's present and future quality of life. Also how the people here, can use an understanding of their past to build a foundation for the future.

Your continued interest in the study is appreciated. We encourage your participation in the evaluation of the draft study.

Sincerely,

William M. Herr
Superintendent



United States Department of the Interior



NATIONAL PARK SERVICE

ROCKY MOUNTAIN REGIONAL OFFICE
12795 W. ALAMEDA PARKWAY
P.O. BOX 25287
DENVER, COLORADO 80225-0287

IN REPLY REFER TO:

D18 (RMR-PM)

7 1994

To: All Interested Parties

Enclosed for your reference is a copy of the addendum to the draft *Golden Spike Rail Feasibility Study* and our public involvement summary. This constitutes the completion of the final study.

As many of you are aware, the corridor lies at one of the nation's "crossroads" and has many recreational, natural, and cultural resources that are associated with the theme of early railroad transportation. The study is about determining the feasibility of a railroad corridor related to the development of local culture and the heritage of a nation. It uses the foundation of the past as a cornerstone of understanding for building a future.

The study, completed in 1 and 1/2 years, addresses the feasibility of constructing a tourist rail link from Ogden to Golden Spike National Historic Site. The effort in producing the study included a National Park Service planning team as well as a task force composed of interested organizations and individuals. The final study has been forwarded to Congress for its use. We wish to thank all who took part in the process to produce the study and in helping to evaluate the future potential for Golden Spike National Historic Site.

Sincerely,

For Robert M. Baker
Regional Director
Rocky Mountain Region

ADDENDUM - CORRECTIONS/CLARIFICATIONS TO THE STUDY

- Page 15: There are three hundred and thirty three (333) sites connected to the tourist railroad industry. This includes depots, operating models at museums, trolleys and excursion tourist railroads. (*Steam Locomotives in North America, David Conrad*)
- Page 15: There are 1,875 steam locomotives remaining in the US. This includes locomotives in parks, under restoration, or in disrepair. Total production of steam locomotives in North America was a little over 155,000. (*Steam Locomotives in America, Its Development in the 20th Century, Albert W. Bruce, 1940*)
- Page 81: Spelling correction for John Stuart to John Stewart.

PUBLIC INVOLVEMENT SUMMARY

During the preparation of this document the National Park Service involved many organizations and local groups. It also worked with various special and private interests to elicit thoughts on the feasibility of a tourist rail link. Public involvement for the study resulted from news releases, a brochure and a draft document soliciting public input. The results of initial public input from meetings and preliminary investigations are summarized on page 79 of the draft document. Public review of the draft study began on May 6, 1994 and concluded on June 15, 1994. The following is the result of draft document review from a mailing of over 2,000 documents to interested parties.

The draft study concluded with findings which identified the feasibility of constructing a tourist rail link, its costs and operations, probable economic impacts, and possible management alternatives. One hundred and eighteen (118) responses were received. Of those respondents, eighty one (81) supported the idea of the tourist rail link, ten (10) were neutral, and seventeen (17) favored a no action alternative. Included in the responses were eighteen (18) organizations, a petition from thirty (30) business persons in the local area, and two resolutions of support from local governments, the City of Ogden and Weber County. Support was equally split between a national heritage corridor concept and a non-profit foundation.

The following are a list of substantive comments and concerns expressed by respondents and a NPS response.

Comment: Some concerns were expressed on the idea that the operation of the train would take on "Disneyland" development inside of the National Historic Site.

- Response:** Page 22 of the document states that "Interpretive programs would be done tastefully, effectively, and without surrendering the ability of the NPS to care for Golden Spike NHS as a unit of the park system according to law, regulation, and policy and a decent respect for time-tested principles."
- Comment:** The alternatives of running the train from Corrine to Golden Spike or just inside the park were not considered.
- Response:** Congress asked the National Park Service to evaluate the feasibility of constructing a tourist rail link between *Ogden and Golden Spike National Historic Site*.
- Comment:** There were some question on environmental analysis and the need for appropriate environmental planning.
- Response:** All necessary planning would need to be done *before any action is undertaken*. Page 4 of the document states "More detailed plans for further site-specific developments will require environmental compliance. Costs for these plans are presented in this document, and estimates include all necessary compliance, in conformance with the National Environmental Policy Act and other applicable laws, regulations, and policies."
- Comment:** There were some question on the economic section, estimates of potential ridership, and its effect on economic feasibility.
- Response:** The National Park Service contracted with a well-known tourist railroad consultant who supplied the estimates for ridership. It must be stressed, however, that ridership projections are only estimates and are often subject to marketing and management of an operating organization.
- Estimates of economic feasibility are not only subject to ridership, but ticket price, supporting business operations, and cost. These were estimated in the displayed scenarios. Ticket prices for this type of experience range from \$29-\$49. Projection of economic viability were based on the conservative price of \$25 for a ride from Ogden to Corrine.
- Comment:** Equipment costs shown in the study are too high. Equipment costs shown in the study are too low.
- Response:** The National Park Service contracted with a well-known tourist railroad consultant who supplied the estimates for costs. These costs are reasonable when considering the need to meet historical expectations for authenticity and requirements of the Federal Railroad Administration for excursion passenger service.

The findings and alternatives presented in this study have neither been approved nor disapproved by the agencies and organizations involved in their preparation. The purpose of this study is to provide planning information for further consideration, and it may be revised as additional ideas are presented.



"East and West Shaking Hands at Laying Last Rail, Promontory Summit, Utah, May 10, 1869"
Known as one of the most famous photographs in American history.

*Andrew J. Russell
Utah State Historical Society*

EXECUTIVE SUMMARY

In 1992 Congress appropriated \$195,000 for the National Park Service to study the feasibility of constructing a tourist rail link between Ogden and Golden Spike National Historic Site (NHS), 53 miles away. The study's purpose is to provide information to Congress, which will guide decisions concerning the future of the rail corridor from Ogden to Golden Spike. The feasibility study identifies which scenarios, if any, might be used to construct a tourist rail link, how it might be done, what it might entail, what the costs might be, and who might be involved in a partnership to build it.

Four management scenarios--a no action, a non-profit foundation, a state initiative, and a national heritage corridor--are evaluated using a set of costs representative of estimates for building, operating, and maintaining the railroad. The document presents an assessment of feasible alternatives. The major findings of the study are as follows:

- The corridor lies at one of the nation's "crossroads" and has many recreational, natural, and cultural resources associated with the theme of early railroad transportation.
- The corridor is an evolving resource that has retained its heritage and character through over a century of change. The rail corridor is a thread linking these resources together.
- The rail link would enhance the Park Service's ability to convey the

importance of the events that occurred at Golden Spike NHS.

- The construction of the rail link appears economically possible.

It appears that the business enterprise of constructing and operating a tourist railroad could be economically self-sufficient and could be financed from private capital markets.

Construction of a rail link from Ogden to Golden Spike National Historic Site would require a capital expenditure of \$30 million; \$16.5 million for infrastructure and \$13.5 million for rolling stock.

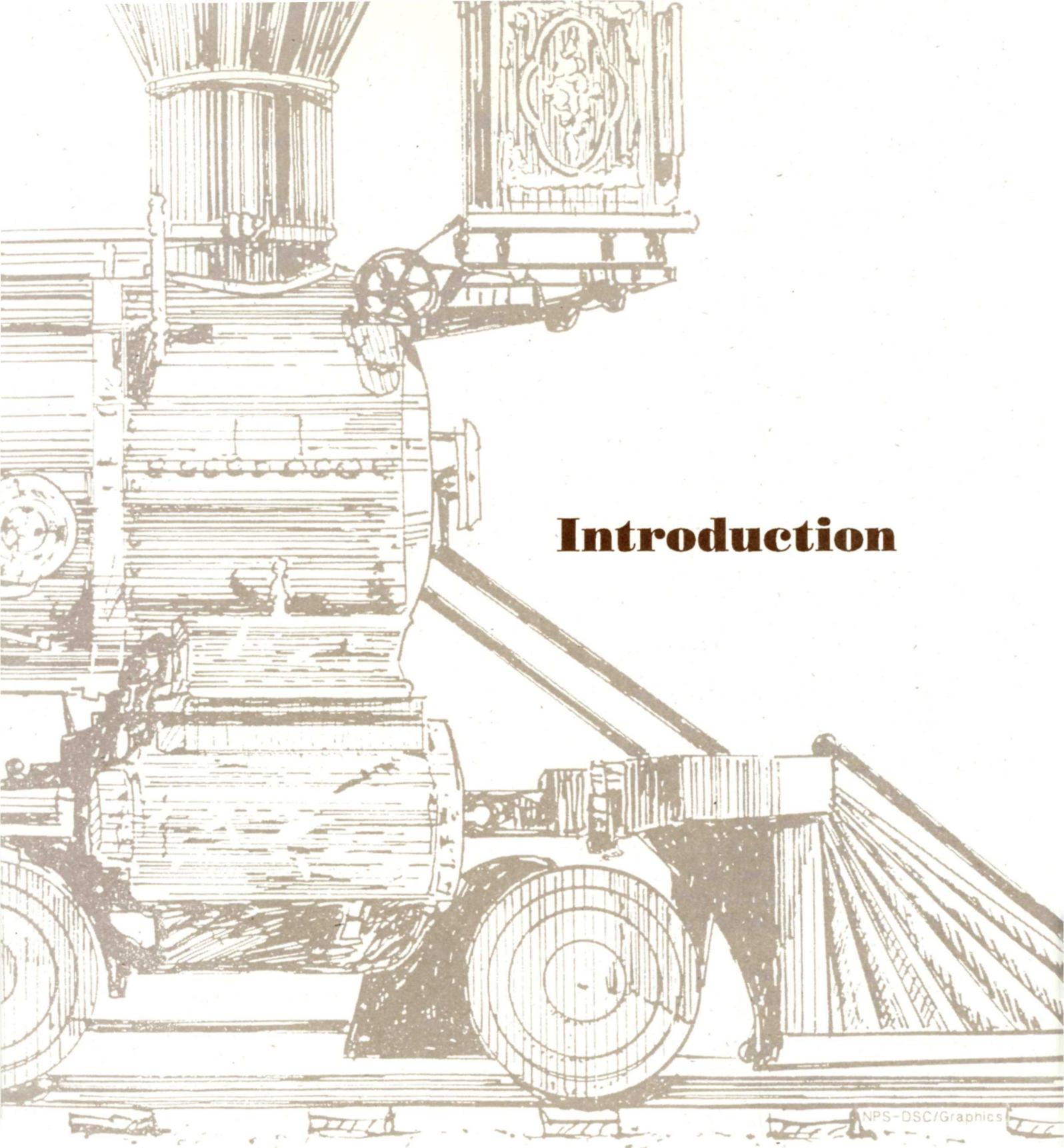
Revenues generated the first year could reach \$8.5 million.

Long-term economic impacts to the local area resulting from increased tourism could be substantial--an estimated \$48 million in combined sales, \$3.8 million in increased state and local tax revenues, and an increase of 1,440 jobs.

- A management structure consisting of a private/public partnership appears to be most advantageous as a short-term start-up scenario.
- A management structure consisting of a public/private partnership appears to be most advantageous for long-term preservation, conservation, and economic development of the corridor's resources.

TABLE OF CONTENTS

Executive Summary (i)	
Introduction (1)	
The Feasibility Study (2)	
The Vision (7)	
The Feasibility of Constructing a Tourist Rail Link Between Ogden and Golden Spike National Historic Site (13)	Expansion of Golden Spike NHS Boundary (77)
The Existing Market (14)	Commuter Rail Link/Thiokol and Ogden (77)
Existing Railroad Infrastructure and Operations (19)	Public Involvement/Preparers/Task Force Members/Bibliography (79)
Excursion Tourist Passenger Service Operations (20)	Appendix - Legislation (89)
Supporting Development and Infrastructure Needs within the Corridor (24)	
Rolling Stock and Capacity (25)	
Costs (26)	
Operations and Staff Costs (27)	
Ridership and Revenue Projections (29)	
Economic Impacts (30)	
Further Environmental Analysis (31)	
Corridor Resource Description (35)	
Historical Background and the Golden Spike National Historic Site (35)	
Natural Resources (39)	
Cultural Resources (42)	
Recreation Resources (61)	
Management Alternatives (63)	
Alternative 1 - No Action (64)	
Alternative 2 - Non-Profit Foundation (64)	
Alternative 3 - A State Initiative (67)	
Alternative 4 - A National Heritage Corridor (68)	
Assessment of the Area's National Significance and Qualification as a Heritage Corridor (73)	
Evaluation of National Significance (78)	
Alternatives Considered but Rejected (77)	



Introduction

NPS-DSC/Graphics

➡ GREAT EVENT ➡ GREAT EVENT ➡ GREAT EVENT ➡

Within a matter of months after the introduction of the first steam locomotive to the United States, a few far-sighted men conceived the idea of a railroad linking the Atlantic with the Pacific. After several decades of debate on the subject, those who clearly saw the benefits to the nation connected the East and the West at Promontory Summit, Utah, at 12:47 p.m., May 10, 1869: the day of the Great Event.

the nineteenth century. In the past, our heritage has been perceived as individual heroes, isolated events, and specific natural wonders. Today, however, we are becoming increasingly interested in the larger picture; in the intricacies of the American landscape, where the natural and the cultural, the humble and the grandiose fuse into a distinctive regional pattern, and where layers of historic interaction among the elements, accumulating over generations, impart a



Wedding of the Rails, East Meets West
© George Mac Western Specialty Inc.

The transcontinental railroad influenced the development of the American society, the U.S. economy, and the American industrial system. The area in and around Ogden and Brigham City was dramatically changed by this event, as was the nation.

Today Americans are rediscovering America much as they discovered it in

rich patina to the scene. Collectively, these areas, perhaps more than any of our other national symbols, represent the essence of our American experience and heritage. There are many significant sites that define some special aspect of our nation and its diverse heritage. The corridor between Golden Spike National Historic Site, Brigham City, and Ogden may very well be one of those areas.

The Feasibility Study

Study Task. In January 1993, the National Park Service (NPS) was designated as the agency to guide a task force (see page 82) to study the feasibility of constructing a tourist rail link from Promontory Summit within Golden Spike National Historic Site to Union Station in downtown Ogden, Utah. The study area is over 53 miles long, with more than 85 percent being outside of a national park unit.

Based on NPS Special Directive 92-11, the study is considered to be a "reconnaissance survey," wherein national significance is evaluated and a preliminary evaluation of suitability and feasibility for protection of significant resources is documented. Based on NPS criteria, the study also presents for consideration a range of management alternatives for the use and protection of resources associated with early railroad history and settlement. These alternatives include a combination of partnerships that may involve the NPS, other federal, state, and local governments, and private interests. Construction costs, staffing and equipment needs, local socioeconomic benefits, and other relevant information, such as cost estimates for completing any necessary environmental documentation are presented.

If it is determined that an alternative involving NPS participation is practical and feasible, the appropriate NPS planning documents would be revised and a formal environmental assessment

or environmental impact statement would be required.

Study Goals. While the primary focus of this study is the determination of the feasibility of constructing a tourist rail link, the task is being accomplished with an understanding of the important role this corridor played in America's westward movement and in the development of America's industrial might. Within the context of feasibility and with the recognition of the corridor's importance to the nation's heritage, the goals of the study are twofold.

First, the study recognizes the importance of protecting the character of the corridor and its heritage by encouraging the retention of the stories and places that are special to the people. After all, the people are part of the corridor's heritage--those who worked on the railroads, those who settled and farmed land near the Great Salt Lake, and those who gave the region its diverse character. *Findings made focus on the retention and enhancement of those quality-of-life places that can survive economically, grow, and change, while keeping their unique sense of place important.* The study is not just about determining the feasibility of providing a tourist railroad, but about the feasibility of providing it in a corridor that is tied to both the local culture and the cultural heritage of the nation--not simply related to the area's past, but to its present and future qualities of life.

The second goal relates to the economic benefits that may be derived from an

excursion tourist rail link. The study suggests ways that the tourist rail link might be used to help vitalize the area's economy. *The study looks at a framework for cooperation and explores approaches to public/private partnerships that allow communities to control their own destinies by incorporating their visions regarding the use and protection of resources and the pursuit of economic opportunities.* Using the rail concept as a catalyst for developing cooperative regional tourism, the study evaluates the potential for expansion of the tourist-based economy, by a rapidly increasing historical/heritage tourism market. Tourism development efforts take full advantage of the region's abundant scenic, natural, and recreational values, but the primary unifying theme remains the focus of history, and the Golden Spike National Historic Site.

Study Process. Public involvement and the impacts of each alternative have also been considered. The intent of the study is to determine the feasibility of constructing a tourist railroad and not to convey any decision other than to say that one or more alternatives appear to be feasible. A feasibility study is a reconnaissance-level report that provides information to determine whether further planning is justified. Feasibility means what is capable of being done. The study process is therefore, not designed to just determine costs, but to determine the various plausible options that could be employed to make this project likely, probable, or capable of being done in the future.

Public involvement. Because public support and the establishment of a cooperative framework are crucial to the successful implementation of any proposed alternative, a series of workshops for the general public and several focus-group sessions with other interested parties was held in the summer and fall of 1993, during the initial phases of the study. More than 150 people participated in the public workshops held in Brigham City and Ogden in the fall of 1993 and 123 letters were received in response to a public information brochure sent out in the summer of 1993. The objectives of the public involvement were to solicit suggestions identifying key themes and resources of the area and to ensure that the study reflected the thoughts and ideas of the local communities, consistent with task force objectives. Based upon public comment, goals were refined and alternatives displayed in this document were modified.

Environmental analysis and further environmental documentation. The study incorporates a preliminary environmental assessment of the broad-based management alternatives. The document text discloses the general effects on the environment for each alternative evaluated. An analysis of all known environmental effects associated with the possible alternatives for construction is also provided. Impacts on any known resources associated with the reestablishment of rail track from Corrine to Golden Spike National Historic Site that could be considered

to be adverse were either avoided or mitigation suggested. These include any adverse impacts on known floodplains, wetlands, threatened and endangered species, or cultural resources. More detailed plans for further site-specific developments will require environmental compliance. Costs for these plans are presented in this document, and estimates include all necessary environmental compliance, in conformance with the National Environmental Policy Act and other applicable laws, regulations, and policies.

Study Background. The idea of a tourist railroad from Promontory Summit within Golden Spike National Monument to Union Station in downtown Ogden, Utah, to enhance tourism is not new.

History of the tourist rail link concept. Initial thoughts regarding a connective link between one of the most important U.S. historic centers of railroading--Ogden, Utah--and Golden Spike National Historic Site go back to the historic site's inception. Direction for a study was originally authorized in Public Law 96-344, titled An Act to Improve the Administration of the Historic Sites, Buildings and Antiquities Act of 1935, September 8, 1980, Section 7 (c), which reads:

Within two years from the effective date of this section, the Secretary shall complete and submit, in writing, to the Committee on Interior and Insular Affairs of the United States House of Representatives and Committee of Energy and Natural Resources of the United States, a report on the

feasibility of providing passenger rail service from the city of Ogden to Golden Spike National Historic Site. Said report shall include an assessment of existing rail facilities and rolling stock, additional development as might be required, as well as alternatives with respective costs for the operation of passenger rail service. There is hereby authorized to be appropriated not to exceed \$100,000 to carry out the provisions of this subsection.

The funds necessary for the study were never appropriated and the study was never completed.

Previous studies. A study done in 1991 by Weber State University concluded that between \$10 and \$20 million in initial capital investments is needed to reestablish a tourist railroad from Promontory Summit to Ogden. The Weber State study also indicated that reoccurring operations and maintenance would cost an additional \$1.5 to \$2 million annually. The preliminary study did not include specific implementation plans, marketing strategies, or necessary public involvement. Nor did it look at heritage and opportunities for creating a framework for partnership between the public and private sectors.

The study acknowledged shortcomings resulting from the emerging tourist rail industry:

The industry of railroad restoration, preservation, and steam train excursions is growing rapidly but is still in its infancy. Consequently, it suffers a dearth of data describing market potential, projected growth, and economic impacts. Because of a reliance on qualitative assessments about market demand and because of the limited time

frame, the information gathered for this study is preliminary. Attempts were made to be as specific as possible, using a range of estimates where needed. The main purpose of this study is to determine whether a detailed feasibility is needed. (*Ogden-Promontory Tourist Rail Line Preliminary Feasibility Study, 1991.*)

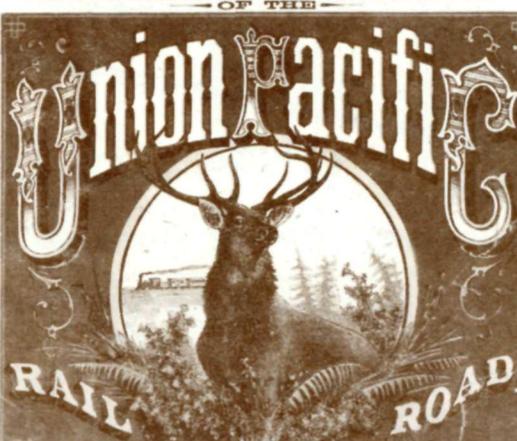
1869. May 10th. 1869.

GREAT EVENT

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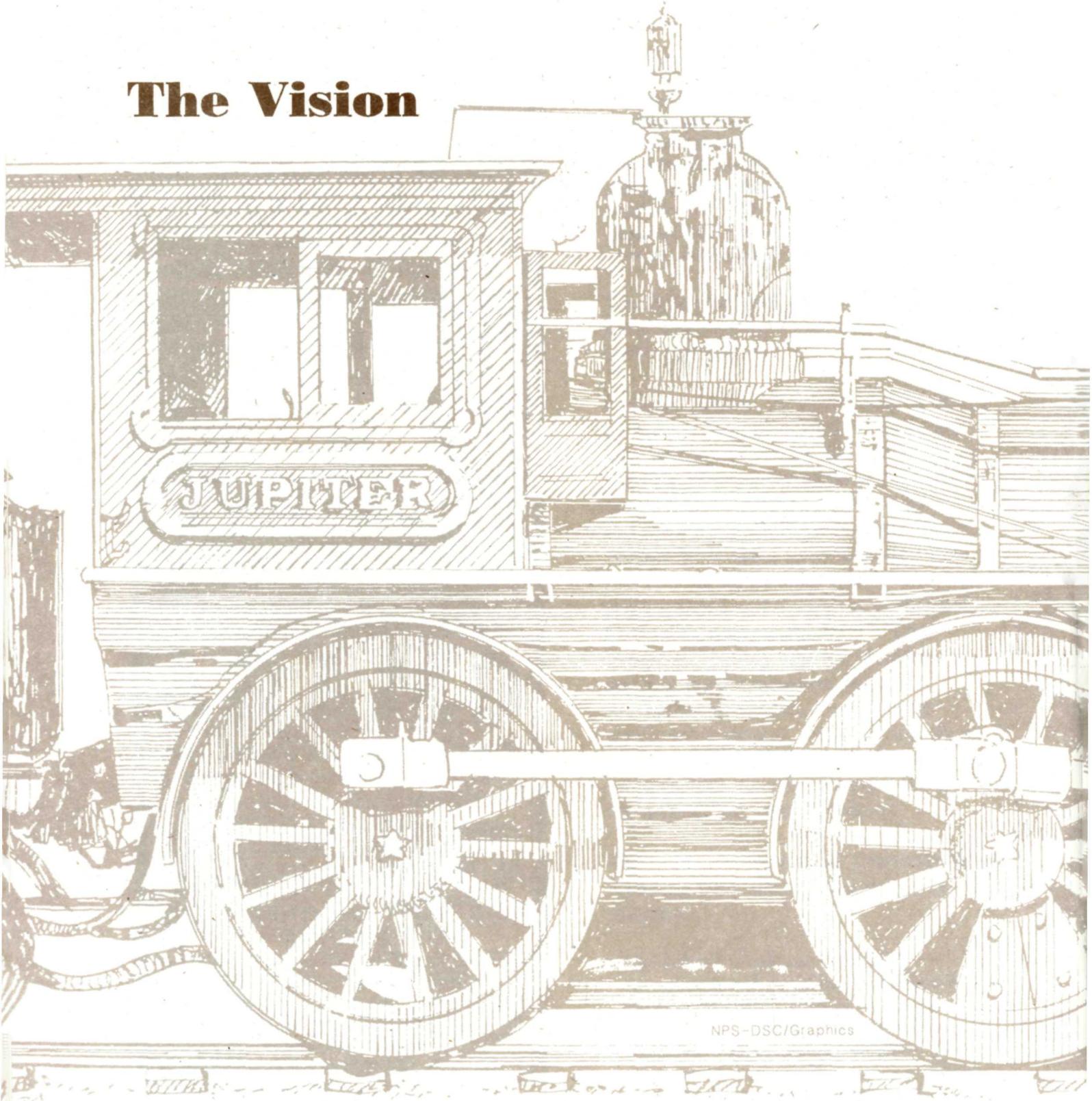
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The Vision



NPS-DSC/Graphics

☞ GREAT EVENT ☞ GREAT EVENT ☞ GREAT EVENT ☞

**The Great Event -
1990s Style**

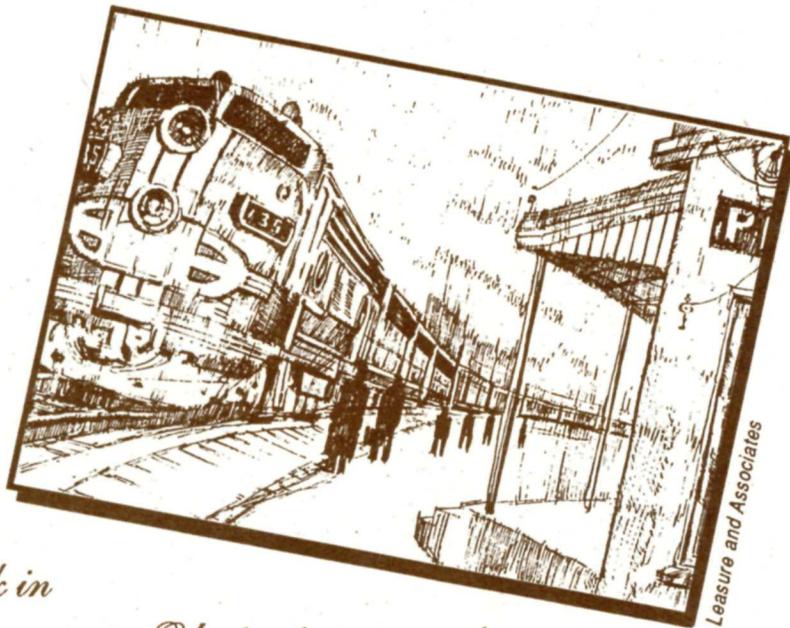
August 24, 1998

Dear Mom,

You won't believe what the family did this past summer. We took a trip back in history--really! We got on a train in Utah where everything was just like it was back in 1869--the train, the conductor, all sorts of characters from the Old West ... but let me start at the beginning.

Travis and Shannon, who have been fanatical about trains and the Old West ever since I read a book about cowboys to them, went absolutely wild with excitement when their friends at school told them about their trip on a train out in Utah last summer. They began harassing Mary and me a year ago to take them on the "Great Train" as they called it; so you can guess where our summer vacation was this year.

I called ahead to get directions, but I really think I could have found it anyway. It seemed like everyone I ran into in Utah had either ridden on it or had heard about it. We headed up to Ogden to board the train for the first leg of the "Celebration of the Great Event." I was a little surprised because the train station in Ogden was 1950s era, and I was expecting an older one, but it was a great way to start. I think it made it easier for the kids (and me) to pretend later that we were actually going back into America's past.



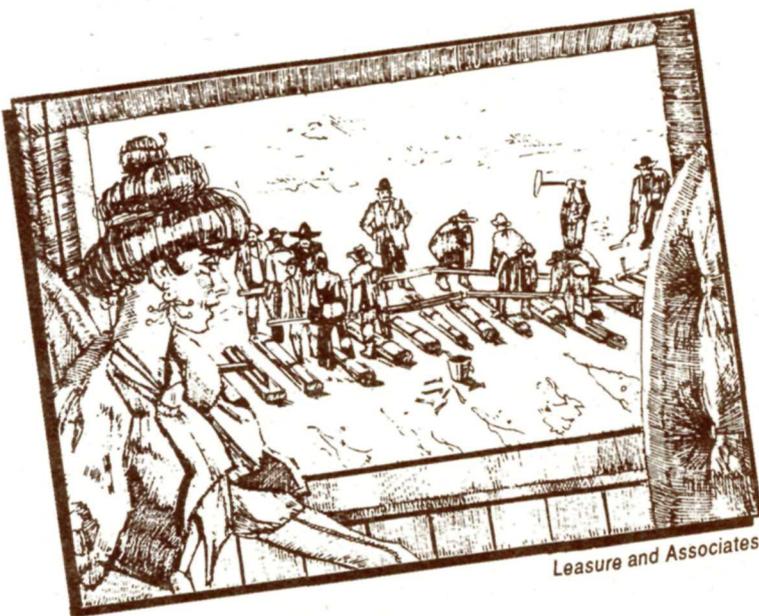
The ride was spectacular. The scenery was stunning, and the whole trip made me feel like I had stepped onto a train from 1955, when you and Dad traveled across the country on a train. The conductor was even dressed like someone from the 50s. When we got to Brigham City, we switched to a steam-powered train from the 1800s and headed off to Corinne.

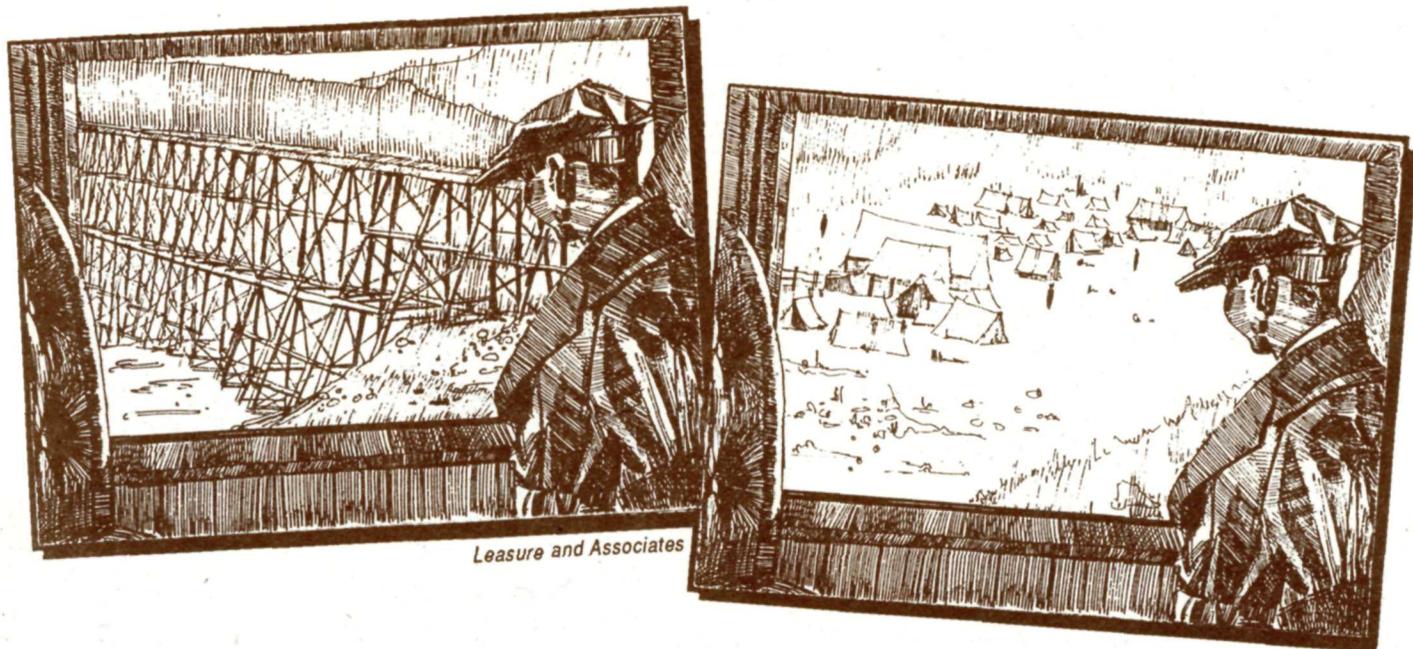
At Corinne, the train stopped again, and these characters from the past got on. Our car had a journalist from the Baltimore Sun, who really was a "character." He was dressed in this old coat and pants from the 1860s, and it seems he was on his way to cover the "Great Event"--the driving of the golden spike that joined the first transcontinental railroad. He was great to talk to. He told us all about life on the east coast and how important this railroad was to America's future. He got everyone in the car all excited about getting to

Promontory for the driving of the spike.

Just a few miles out of Corinne, we could even see a work camp that seemed to have people working in it. By this time, both Travis and Shannon really thought that we were somehow actually time-traveling. And just then, I

heard a commotion up front. Seems like some of the workers had gotten on the train and were threatening to stop it unless the big boss, Thomas Durant, paid them their past wages. Our journalist immediately jumped up to interview them, but they didn't look too pleased. They finally pushed their way through to the back of the train to find Durant.





By this time we were almost to Promontory, where we saw the "big fill" and a part of the trestle that had been reconstructed on the site. Now you've got to remember that the whole purpose of the trip was to celebrate the driving of the spike, and the staff of this place really played the part. The conductor got us off the train and took us over to a dressing room where we chose costume coats and hats for the re-creation of the famous photo "East Meets West." Mary and the kids looked just great. We even got our picture taken separately-- I'll send you one soon.

After we got our costumes, we had about 45 minutes before it was time for the Golden Spike celebration. We looked around the old Promontory town site and talked with the characters from the train. There were journalists, storekeepers, rowdy railroad workers, ladies who sang in the saloon halls and all sorts of other characters. Everyone was there for the celebration. Pretty exciting stuff!

At 2:00 we gathered together in front of the trains, just like they did almost 130 years ago. Of course, I know that we were all pretending, but it was

impossible not to get swept up in the enthusiasm of the people in costume and the importance of the whole event.

The transcontinental railroad was probably one of the most important events in the history of our country.

Literally overnight the

Nation was opened up all the way from the East Coast to California, and the trip

could be made in a matter of days rather than weeks. I could go on and

on about the significance. As you can tell, I really got inspired by the whole trip.



Leisure and Associates

The event ended when they took the photo and everybody cheered just like they probably did way back then. We finally turned in our clothes and got back on the train. The return trip was relaxing. The kids fell asleep and our conductor played the banjo and anyone who wanted to sang along with him.

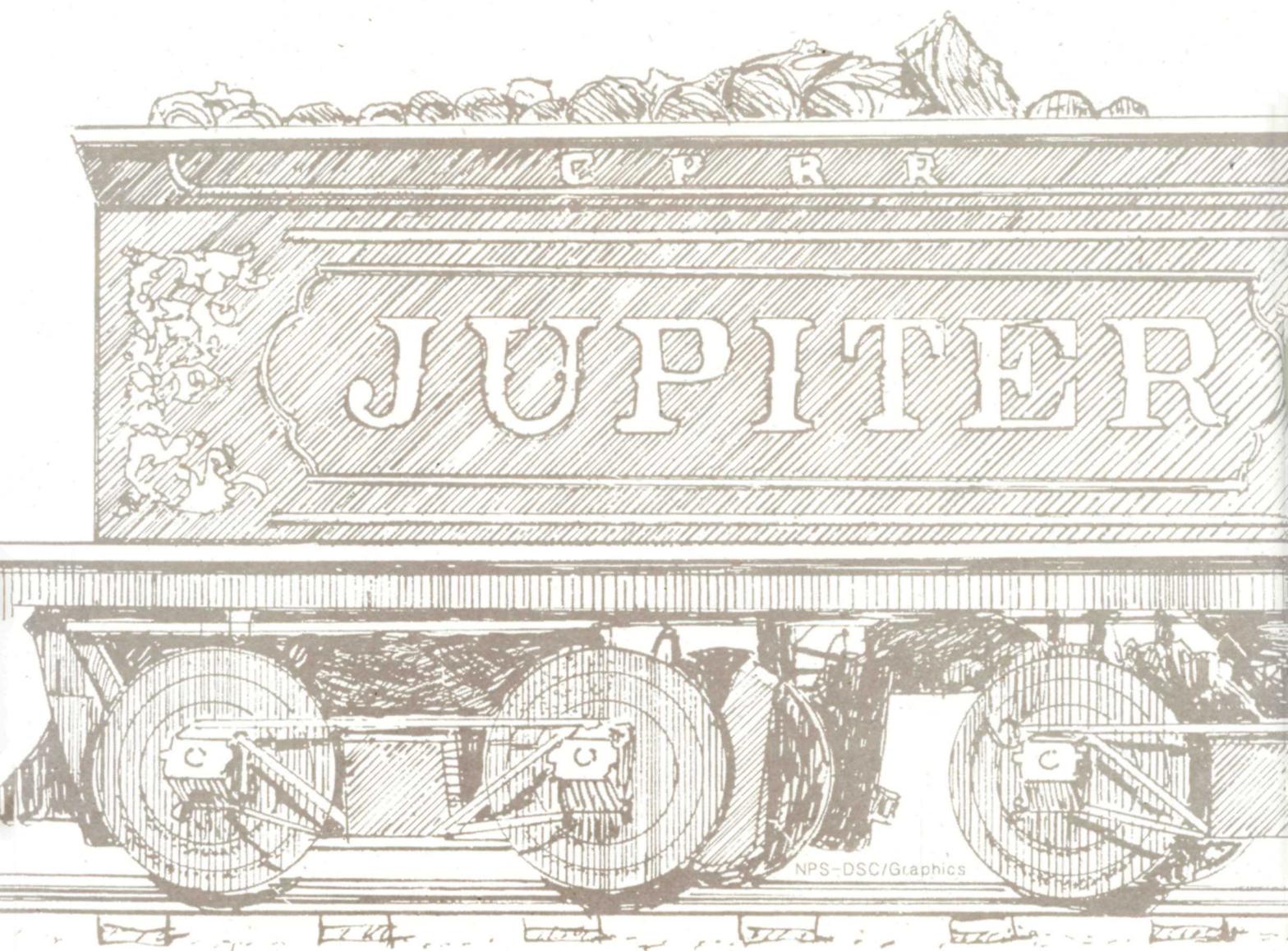
Our journalist stopped by and he got his story sent off on the telegraph. He was really excited and said he would remember this day as long as he lived. And you know, I think we will too.

Love,
Paul



Visitors to Golden Spike National Historic Site Reenact Russell's Famous Photograph at the 10th Annual Railroader's Festival on August 9, 1986
NPS

The Feasibility of Constructing a Tourist Rail Link Between Ogden and Golden Spike National Historic Site



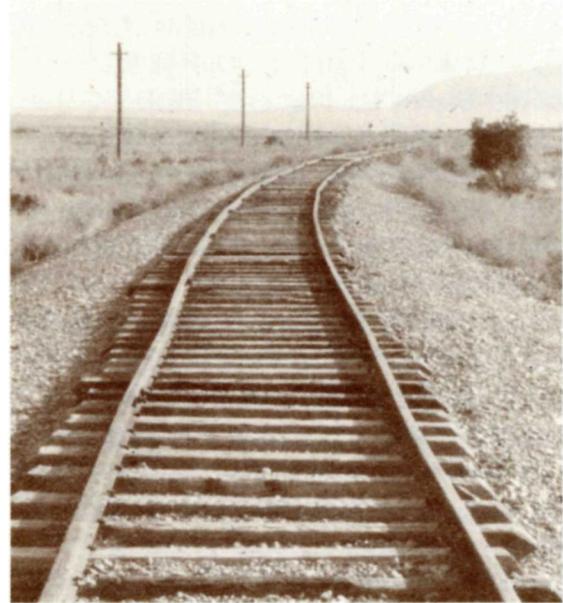
➔ GREAT EVENT ➔ GREAT EVENT ➔ GREAT EVENT ➔

A feasibility study is a reconnaissance-level report that provides information to determine whether further planning is justified. *For the purposes of this study, the term "feasibility" has been defined as identification of which scenarios, if any, might work to construct a tourist rail link, how it might be done, what it might entail, what the costs might be, and who might be involved in a partnership to build it. This includes the costs associated with building, operating, and maintaining an excursion tourist railroad. To that end, this study has explored the various ways that might be used to accomplish this.*

There are various minor scenarios that were explored in order to minimize cost, but the primary elements necessary for each alternative are listed below. The only substantial difference in scenarios came when evaluations were made on how funding--the idea of who pays--and a framework for partnership were considered. *Four management scenarios--a no action, a non-profit foundation, a state initiative, and a national heritage corridor--are evaluated using this same set of costs for building, operating, and maintaining the railroad.*

The image presented to a passenger at any one of the stops along the way would be that this train is on a journey back in time to 1869 and the driving of the golden spike. From Ogden to Corinne, the emphasis is on a rail link with many different experiences and views to times past--Union Station, 25th Street, Ogden, Willard, Brigham City, Corinne, and finally on to Promontory

and the Golden Spike NHS. Daily reenactments along the way would support the historic themes and relate each site's contribution to the rich national and local history of the area.



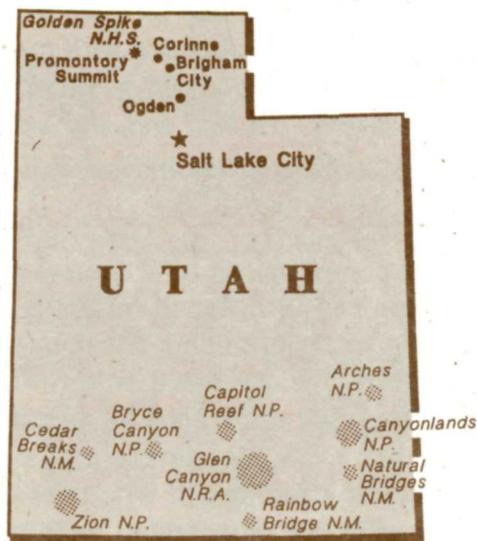
Family and friends would experience a unique train ride, with glimpses of times gone by through interpretive information provided on the train. Throughout the ride, storytelling by characters wearing period costumes, special events, and stops along the way would allow visitors to remove themselves from modern times. Fun and food on and off the train route would be provided, and rest room facilities for visitor comfort would be available on the train. The culmination of the railroad experience would involve the participation of each passenger in the celebration of the GREAT EVENT and the ceremony at the Golden Spike National Historic Site, which commemorates the completion of the first transcontinental railroad.

The Existing Market

Tourism, Access, and Transportation.

Today, tourism is the nation's second largest industry, and as such is an important facet of Utah's economy. Utah has more National Parks than any other state and ranked third in the United States for National Park visitation, with 8,348,900 visitor days in 1992. The ratio of visitors to residents in the Rocky Mountain Region of the National Park Service ranks first at 3.18 to 1. (1992 Statistical Report, Socioeconomic Studies Division, National Park Service.) These statistics indicate that National Parks have become a substantial part of Utah's economy.

The study area includes parts of Box Elder and Weber Counties, and is centrally located at the "Crossroads of the West," so called because it is roughly equal distance from the major population centers of the west. Many out-of-state tourists use this area to access the state and other regional resources. All major west coast cities are within 1.5 hours of flight time. In 1987, Salt Lake International Airport daily serviced over 10 million passengers on 256 domestic and international flights. Ogden City is conveniently located within 35 minutes of Salt Lake International Airport via I-15, and following the same route, Brigham City is about 50 minutes. (Weber County Profile, 1992.)



Socioeconomic Environment. This part of Utah has many desirable attributes, which are increasingly gaining national attention. The population is considered to be one of the healthiest in the nation because of the generally clean environment, quality of life, and a geography, which is conducive to recreation and physical activity. Utah's mortality rate is the third lowest in the nation. The U.S. Bureau of Census estimated that as of the 1990 census, the

nation's median age was 32.9 years. The median age for Weber county was 28.8 years, and 26.2 years for the state of Utah. (*Weber County Profile, 1992.*)

Transportation Systems and National Parks. In determining the feasibility of transportation systems for parks, planning has traditionally involved forecasting travel demand based on the location of facilities, interest areas, and activities in parks, and the propensity for people to move between them. Transportation is considered to be a *derived demand* in most cases. This means that people travel to be able to participate in an activity or have an experience - they do not travel for the sake of travel alone. "In many cases the demand for recreational travel is derived from a desire to undertake a specific activity (traveling to a beach in order to swim). However, many recreational trips or portions of trips are made partially to experience the pleasure of travel itself. The sense of discovery and adventure are very important elements of the experience of driving through an unfamiliar National Park unit, resulting in visitors taking longer and more circuitous routes than they would for the simple purpose of getting from one place to another." (*Draft Visitor Transportation System Alternatives for National Parks [DVTSA], April 1993.*)

Another very important distinction from other kinds of transportation systems is that use of recreational transportation systems peaks both seasonally and on weekends. "Recreational travel demand patterns are distinct from urban

conditions in other important ways. Peak use typically occurs on weekends, especially at parks serving regional recreation demands. Remote parks may not have weekend visitation peaks to the same degree, but day-by-day use patterns are still of interest. Seasonal use variations affect nearly all parks, with many parks closing some or all facilities for a portion of the year. The wide variations in visitation and visitor transportation needs make efficient use of capital facilities and equipment more difficult. At the same time, the summer visitation peaks coincide with the traditional availability of temporary labor at reasonable rates, making labor-intensive transportation solutions more attractive than they otherwise would be." (*DVTSA, April 1993.*)

Excursion Railroad Tourism, Market Assessment, and Excursion Tourist Railroad Industry. The excursion tourist railroad industry at 216 sites realized about \$42 million in gross revenues from about four million visits in 1992. Seven areas attract more than 200,000 people annually. Comparison with past annual ridership indicates a growing excursion rail tourist market. In 1988, the tourist railroad/museum industry hosted 3.8 million visitors, who spent \$37 million on entry fees or tour rides. In 1993 that figure rose to 4.13 million visitors spending \$42 million. Of nearly 1,500 steam locomotives remaining in North America, just over 100 are still operable. Straight line projections and comparison of these numbers with those of 1988 indicate that ridership in the excursion tourist rail industry is growing at a rate

of between 3 and 7 percent annually, based on the past five years of information. (Minnich, CRL, 10/93.)

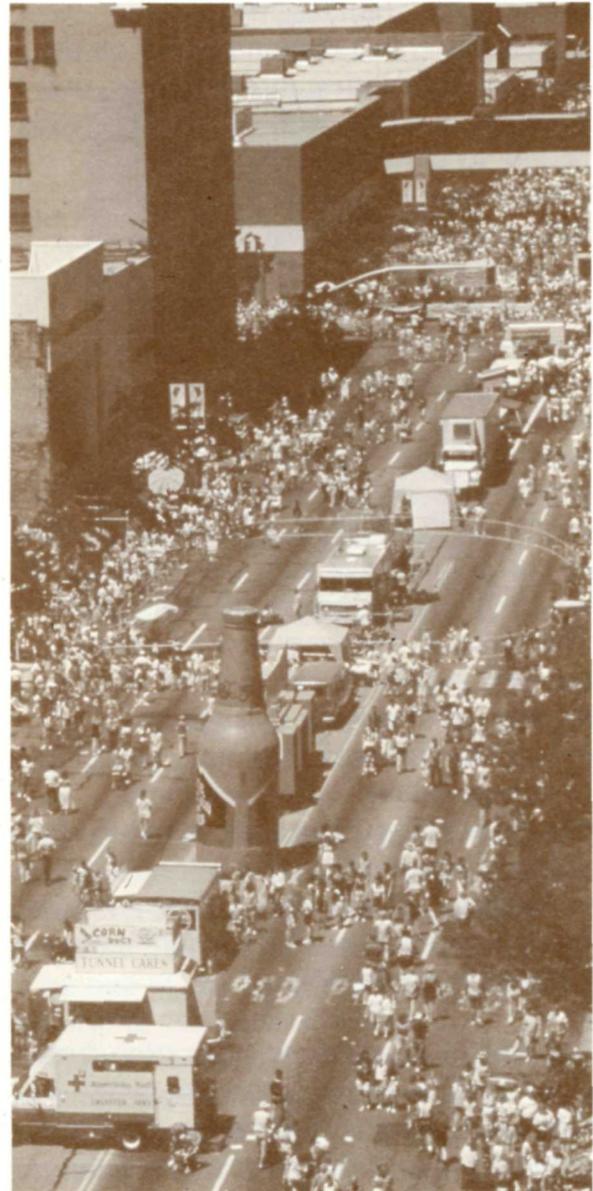
For most successful business operations, it is very important that provisions be made for trips of less than one full day's duration. Prices range from \$29 - \$49 for an all-day experience, with prices somewhat less for shorter trips. There are 216 sites within the United States that provide similar train ride experiences, varying in length from 2,000 feet to over 100 miles. Time required for these experiences range from a one-hour to an all day trip.

The resident market in Utah is about 1.6 million people . . . tourists within range of Golden Spike who would not require overnight lodging. Average expectations for capture rates from the resident tourist market from a venture of this type are about 1 percent of the total market (about 1.6 million) or 16,000 visitors with a somewhat higher expectation during first year.

The national market for the industry had a tourist pool of 14 million in 1993. Expectations for an operation of this type would be about 2 percent penetration of the national market, or 280,000 people. Combined with the resident market expectation, this yields roughly 296,000 expected passengers from the operation of an excursion tourist railroad between Ogden and Golden Spike National Historic Site. The value of a project of this type is in the focus it provides for regional tourism, additional overnight stays for

Ogden and Brigham City, and the additional economic spinoff possibilities it creates. (Minnich, CRL, 10/93.)

Table 1 lists existing tourist railroads along with their fares, a short description of their operations, and their annual visitation statistics.

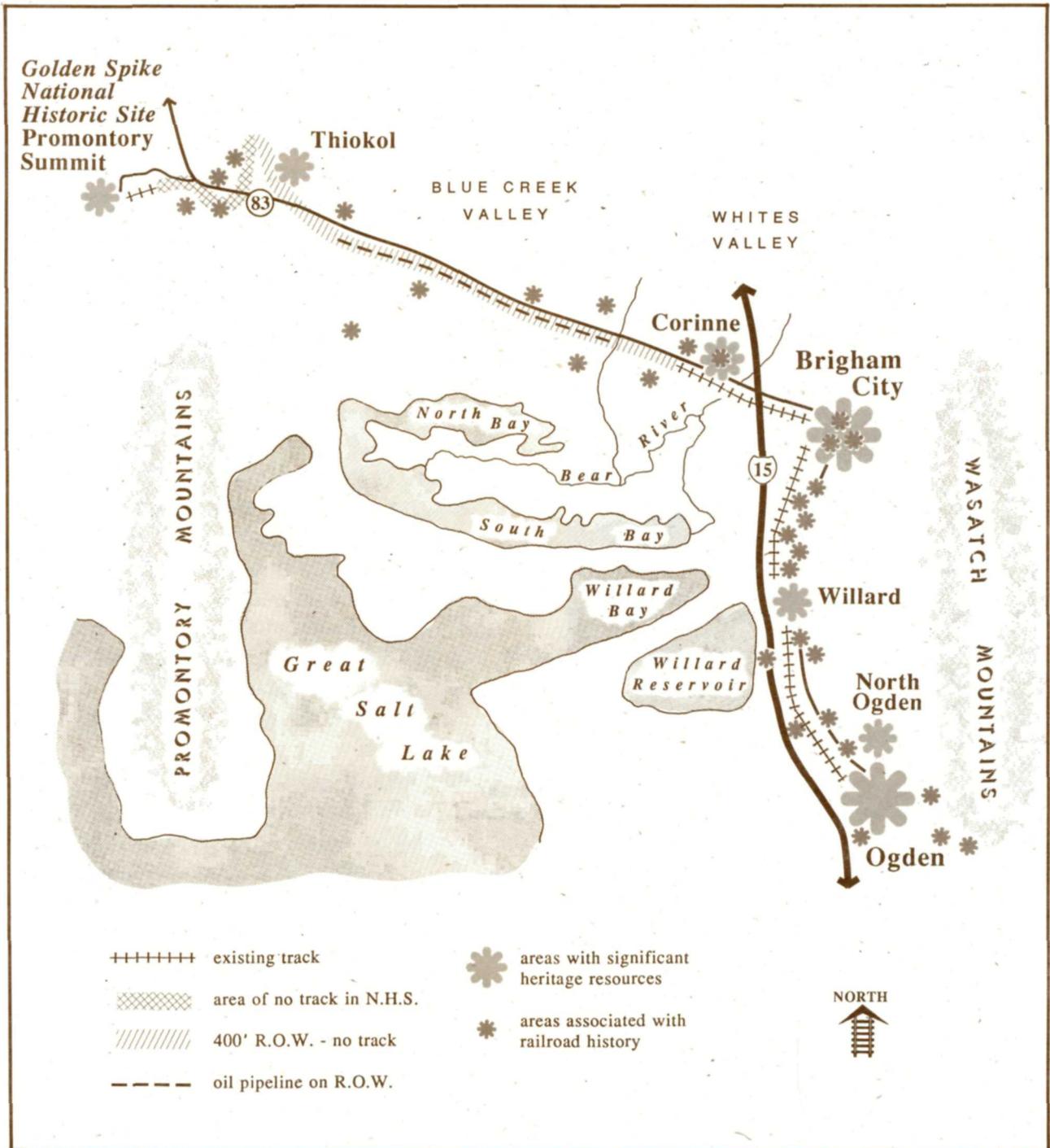


Street Festival
The Chamber - Ogden/Weber

**Table 1 - Existing Excursion Tourist Railroads
(Cross Section Sample)**

Rail Line Name	Description of Operations	Ticket Price Adult/Child	Number of Riders Annually	Round-Trip Miles/Time Round-Trip
Durango & Silverton Narrow Gauge, Durango, CO	Travel to remote wilderness area	\$37.15/\$18.65	200,000+	90 miles 9 hours
Cumbres and Toltec Scenic Railroad, Chama, NM	Travel to through scenic areas	\$29/\$11	50,000+	64 miles (return by bus) 6-7 hours
Grand Canyon Railway, Williams, AZ	Travel through forest, high desert, and canyon lands	\$47/\$23	96,000+	64 miles 3-5 hours
White Pass & Yukon Route, White Pass, AK	Travel through spectacular mountain scenery	\$69/\$34.50	100,000+	41 miles 3 hours
Royal Hudson, Vancouver, BC, Canada	Views of island-dotted sea and costal mountains	\$28.50/\$15	40,000+	80 miles 6 hours
Strassburg Rail Road Strassburg, PA	Tour through the Amish countryside	\$6/\$4	400,000+	4 miles 50 minutes
Nevada Northern, Ely, NV	Museum and excursion. Travel through desert landscape and canyons to mining district	\$12/\$4	10,000+	14 miles 1.5 hours
Nevada State Railroad Museum, NV	Museum-related ride	\$2.50/\$1	15,000+	Short distance less than 30 minutes
Heber Valley Historic Railroad, Heber City, UT	Travel through scenic Utah mountains	\$8/\$5.50	First Year	17 miles 2 hours
Wyoming-Colorado Railroad, Laramie, WY	Travel through the scenic Snow Range Mountains	\$32.95/\$17.95 (\$49.95/First Class)	20,000+	108 miles 7 hours
Arizona Central Railroad, Clarksdale, AZ	Excursions along the Verde River Canyon	\$29.95/\$17.95 (\$46.95 First Class)	5,500+	40 miles 4 hours
Virginia & Truckee Railroad, Virginia City, NV	Through historic mining district	\$3.50/\$1.75	75,000+	3.5 miles 30 minutes

Existing Conditions



Existing Railroad Infrastructure and Operations

The existing conditions of the corridor's railroad infrastructure and operations can be described using three general areas: Ogden to Corinne, Corinne to the Golden Spike National Historic Site boundary, and inside Golden Spike National Historic Site.

Ogden to Corinne. The Union Pacific Railroad Company (UP) owns about 30 miles of track from Ogden through Brigham City to Corinne. UP operates a main-line freight service between Ogden and Brigham City. Freight service operated along this trackage includes operations for up to 62 trains per day. The company also operates short haul freight service through Corinne to Brigham City. Union Pacific's existing policy is that "excursions, other than our own, cannot be permitted on Union Pacific trackage." (Farr, UP, 10/93.)

Amtrak has a contractual relationship with UP to operate long-distance passenger service on UP tracks through Ogden and Brigham City.

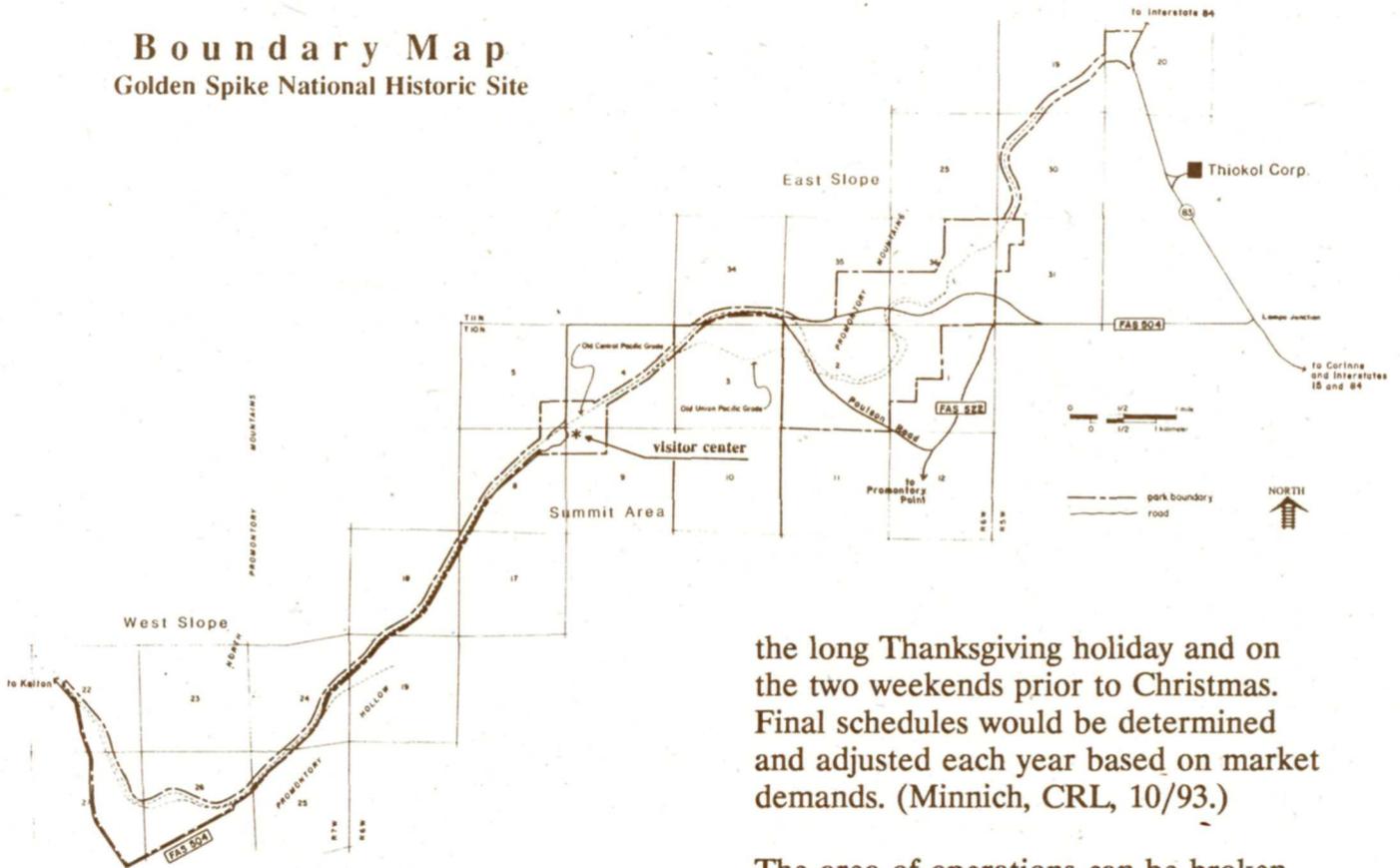
Corinne to Golden Spike NHS. A 19-mile strip of land, representing the old Central Pacific right-of-way links the park boundary with the existing railroad track at Corinne. This strip of land is 400 feet wide in most places. There is no operating railroad or railroad track in this part of the corridor. The track was removed in 1942 as part of a WWII material

salvage effort. The United States owns and the Bureau of Land Management (BLM) manages, a 13-mile segment of the 19-mile strip of land. Southern Pacific Railroad (SP) owns the other 6 miles. It has been indicated to the U.S. government that the remaining 6 miles could be obtained by donation or exchange. An earth prism that represents the old railroad bed, runs down the center of the 400-foot-wide land strip and remains intact, for the most part. The prism varies in elevation from a few feet to 10 feet above the ground elevation and is 17 to 24 feet wide at its top.

Lying just beneath the surface of the old railroad bed are approximately 11.3 miles of two 8-inch oil pipelines carrying volatile fuel products for the Chevron Oil Pipeline Company. Chevron has a right-of-way for pipeline use within this railroad bed.

Inside Golden Spike NHS. An 8-mile strip of land links the visitor center and the Golden Spike site to the park's eastern boundary, where the track from Corinne would connect. One mile of track exists near the visitor center to support the park's periodic Great Event reenactments. The park's boundary is linearly shaped, following the old Central Pacific right-of-way. This grade is in reasonably good shape with most of it being used for an auto tour. Approximately 7.3 miles of track would be needed to connect the track near the visitor center, to that entering the park's east boundary.

Boundary Map Golden Spike National Historic Site



Excursion Tourist Passenger Service Operations

Operation of the excursion tourist railroad would be on a year-round basis and could include special operations or charters. There would be daily service May through September and two weeks in October (summer vacation and fall color seasons) and weekend service in April and the remainder of October. The initial operation would be adjusted to meet tourism market demands. In addition, trains might be operated during

the long Thanksgiving holiday and on the two weekends prior to Christmas. Final schedules would be determined and adjusted each year based on market demands. (Minnich, CRL, 10/93.)

The area of operations can be broken down into two segments: Ogden to Corinne and Corinne to the Golden Spike National Historic Site. Two distinctly different types of trains would operate within these segments--a modern passenger train from Ogden to Corinne and a historic steam locomotive from Corinne to Golden Spike NHS. The railroad would be operated as an excursion passenger short line, based on passenger traffic potentials. Three main passenger service sites would connect all excursion train operations--Ogden, Brigham City, and Corinne.

The longest round-trip (106 miles) would be operated from Ogden to Golden

Spike NHS and would require approximately 5 to 6 hours, with a major transfer point at Corinne. This would include a trip through Brigham City to Corinne (30 minutes with a stop at Brigham City), a 30-minute layover in Corinne, a 1-hour and 30 minute ride to the Golden Spike, and a 1-hour celebration of the event and park experience. Train speed on Class IV track from Ogden to Corinne would be up to 65 miles per hour. Train speed on Class II track (Corinne to Brigham City) would be up to 29 miles per hour. High-frequency trains would provide for the option of staying longer in any one of the areas--sight-seeing in Corinne, going to the Golden Spike, going to Ogden or Brigham City. Steam operations would be confined to that part of the corridor west of Corinne.

Ogden to Corinne. It should be noted that main line railroads do not normally approve steam or diesel excursions, other than their own, over high-density main lines, such as the routes from Ogden to Brigham City. Service in this area could be operated by the following entities: Union Pacific Railroad, AMTRAK, a regional transportation district, or a qualified private sector operator. All operations most likely would be accomplished using a modern passenger train with operating speeds on Class IV track up to 65 miles per hour. Track from Brigham City to Corinne is considered Class II track and is used primarily for short-haul operations. If this were acquired by the management entity (see "Management Alternatives" section), the major junction point

for passenger transfer could occur at the Brigham City depot. This, however, is beyond the scope of this study because it would require a proprietary and confidential evaluation of the value of the existing railroad. For purposes of determination of feasibility, diesel passenger service is evaluated based on operations that extend from Ogden to Corinne.

The train used for this part of the corridor would be powered by a modern diesel locomotive and have modern, air-conditioned cars and minimal food service, encouraging food services off the train. Approximately four round-trips could be operated in one day, corresponding with steam train scheduling at Corinne. Souvenirs would be sold on the train and could account for as much as 40 percent of the revenue generated. Amusement and stories predicting upcoming opportunities to learn details of train-related heritage and resources would mark the passenger experience during this part of the ride. (Minnich, CRL, 10/93.)

Corinne to the Golden Spike NHS Boundary. Trips from Corinne would be provided every two hours during peak times of the year. This schedule would allow for up to five trips . . . one more than provided by the diesel operations mentioned above. There would be a reenactment of the Great Event with the arrival of each train at Golden Spike. This would require the operation of two steam trains on the track between Corinne and Golden Spike. Small sidings (short railroad tracks connected

to the main line) would be built at strategic locations to allow for simultaneous operations. Model schedules are not included in this study, but should be part of a business plan, once a decision to proceed has been made. Adequate insurance coverage would also be required by the railroad operator to meet the limits required by most common rail carriers and requirements of the Federal Railroad Administration.

The steam locomotive-powered trains used in this part of the corridor would have open-windowed, but not open-air cars. Trains would be equipped to provide both food service and rest room facilities adequate for passenger needs. Throughout the ride, story-telling interpreters wearing period costumes, experiencing historic events, and stops along the way would allow visitors to escape from modern times. The focus of the passenger experience here would be on the historic steam train ride, which would culminate with celebration of the reenactment of the Great Event. Fun, food, open air, stories, reenactments and an experience of the way it was, complemented by views of the Great Salt Lake and wildlife sightings would mark this portion of the journey.

Inside Golden Spike NHS.

Appreciation of the efforts of our forefathers in the construction of the transcontinental railroad, stories describing the importance of rail transportation, hands-on experiences, and celebration of the Great Event would be the interpretive thrusts within

the historic site. The National Park Service is responsible for interpretive programs inside the historic site and interpretation on the train would be coordinated through a memorandum of understanding with the organization responsible for train operations. Interpretive programs would be done tastefully, effectively, and without surrendering the ability of the NPS to care for Golden Spike NHS as a unit in the park system according to law, policy, and a decent respect for time-tested principles. An historic NPS engine may occasionally be used for demonstration purposes and would meet the train at Blue Creek, informing the visitors that they were now at the historic site in 1869. The use of the engine would meet all applicable Federal Railroad Administration requirements.

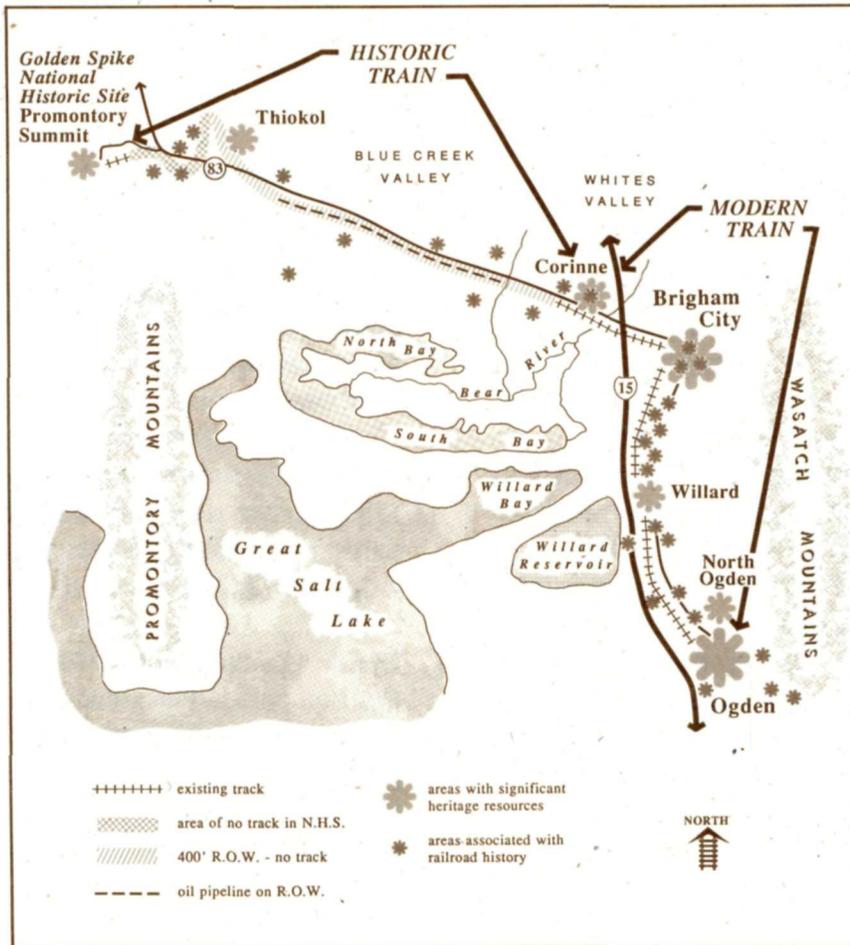
NPS interpreters and the train's staff, wearing historic period dress, would provide visitors with a sense of celebration of the Great Event. Food, rest rooms, and waste-disposal provisions on the train would accommodate increased visitation. No train stops for passengers to disembark, would occur in-park, except at the final destination of the visitor center.

Most importantly, visitors arriving by train would experience the celebration of the Great Event. The focus of the trip and its high point would be realized at the historic site. Visitors would see the Great Event of 1869 through a living history program. Reconstruction of any structures would be in compliance with NPS policies, which may preclude

reconstruction of buildings. This issue would be further explored in a general management planning process for the park. Some supporting development corresponding to documentation of the old Promontory town site might be used to hide the modern visitor center and parking, which currently intrude on the historic scene. These improvements may include structures and platforms, which would provide additional space for visitors coming to the park by train. The current experience would also be maintained or enhanced for persons accessing the visitor center by auto.

Other Considerations. During the course of the study, it was suggested that steam operations might connect in Brigham City. This could be accomplished through the purchase of the short line freight operations and associated railroad infrastructure starting at Brigham City and extending through Corinne. This is considered beyond the scope of this study because it would require a full economic evaluation of a proprietary business. It could also represent increased cost to the project. Were this short line railroad to be acquired, however, steam operation could extend to Brigham City, making

Modern to Historic Rail Link



Brigham City the logical hub and transfer point (from diesel to steam) for excursion tourist railroad passengers.

Supporting Development and Infrastructure Needs Within the Corridor

Trackage Needs. Much of the supporting development already exists within the corridor. However, trackage in the area of Corinne to the Golden Spike is missing as referenced in the previous section. Approximately 26.3 miles of track would need to be relaid; 19 miles from Corinne to the Golden Spike National Historic Site boundary and 7.3 miles within the historic site itself. Additional work is also needed on 11.3 miles to ensure the safety of railroad operations near the existing Chevron pipelines. In talking with Chevron officials, it appears the best way to handle this and minimize the effects on the wetland environment would be to move and bury the existing pipelines 5 feet below ground. The pipelines would be moved a sufficiently safe distance from the nearest track, meeting all regulatory standards and minimizing an increase to the earth prism width. Preliminary estimates indicate that this action could affect 6 acres of wetlands.

Outside Golden Spike NHS. In general, supporting developments in all areas would include people comforts--food service and rest rooms. The guiding thought for supporting developments from Ogden to Corinne would be to maintain a sense of history. Primary emphasis from Corinne to the Golden

Spike site would be on the scenery, open air, and the way it was when rail travelers first crossed the open plains of the United States.

Corinne would become a major staging and transition area for rail passengers. Additional facility requirements at Corinne would include a maintenance base, a transfer depot and parking area. At Corinne other areas of associated history could be explained. If the short line railroad from Corinne to Brigham City were eventually acquired, the switch from the diesel to the steam train could take place at Brigham City.

Some additions to the railroad museum in Ogden and Brigham City would be required for passenger comforts and depot logistics. At Ogden, additional loading space would be required. Better traffic flow and an improved 25th Street could substantially add to the attractiveness of the Ogden hub. At Brigham City, the link between the depot and the downtown area would need to be improved for better pedestrian flow and to encourage tourists to spend time seeing the sights there. The parking area at the depot would need to be made more attractive and improved to accommodate visitors exiting I-15 and boarding the train at Brigham City.

Inside Golden Spike NHS. At the Golden Spike National Historic Site, the ambiance and scene surrounding the park would be maintained. To maintain the historic scene and discourage development incompatible with park

uses, no train stops for passengers to disembark would be allowed, except at the visitor center. In cooperation with Box Elder County, zoning that discourages incompatible development also would be sought.

Improvements may include structures and platforms that would accommodate visitors arriving by train for the Great Event celebration. Other supporting development may be used to hide the intrusion of the modern visitor center and would be coordinated with the old Promontory town site. Existing information about the site is sufficient for plans to be made with minimal conjecture about the way things were.

Additional rest rooms would be provided on the train and a small increase in rest room capacity would be provided at the visitor center. Two additional water tanks (one at Promontory and one at Blue Creek) would be required to service steam locomotives. Additional solid waste facilities would be provided on the train. Some additional supporting interpretation for train participants riding from Blue Creek to Promontory may be included at the park. Replicas of trestles over Blue Creek and two other drainage crossings in the park would be required. All at-grade crossings would be designed to provide safe crossing and to maintain a sense of historic 1869. Limited numbers of automobiles and wide open views in the area would ensure ample sight distance for safe operation. A siding and engine shop would need to be built to house an additional historic engine.

Rolling Stock and Capacity

Initial service to the route would be provided by diesel from Ogden to Corinne, with steam service, on a limited basis, from Corinne to Golden Spike National Historic Site.

Ogden to Corinne. Diesel passenger service would be provided from Ogden to Corinne. Two diesels and ten eighty-passenger coaches would be required, with additional storage track at Ogden. Up to four round-trips per day running at 74 percent of theoretical capacity (the average of a well-merchandised excursion railroad--Minnich 10/93), would yield a peak-period passenger capacity of between 2,300 and 2,400, or a capacity of approximately 240,000 passengers for a 100-day summer season. Passengers would ride in modern, air-conditioned cars. Equipment would be owned by the enterprise but operations would be dependent on Union Pacific or AMTRAK.

Corinne to the Golden Spike NHS.

Service from Corinne to Golden Spike National Historic Site would be provided by a steam train. To support the steam train service, three steam locomotives with ten eighty-passenger coaches would be required. Storage and maintenance would be accommodated at Corinne with the addition of a maintenance facility and support equipment. A full line of maintenance equipment would support maintenance of all track between Corinne and Golden Spike NHS.

Up to five full trips per day running at 74 percent of theoretical capacity would yield a passenger capacity during peak periods of between 2,900 and 3,000 and a capacity of approximately 300,000 passengers for this portion of the railroad for a 100-day summer season. Passenger cars could be of either the open-window variety manufactured in the 1920s and 1930s (still available in limited quantities) or heavyweight cars built before 1945. Equipment would be owned by the management enterprise.

Inside Golden Spike NHS. One additional engine replica (1869 vintage) would be required for the purpose of supporting the substantial increase in daily reenactments. In addition, an engine may occasionally be used to meet the excursion tourist train at Blue Creek, indicating to train passengers that they had arrived at the Golden Spike National Historic Site in 1869.

Additional passenger cars (1869 vintage) could also be used to support the five daily reenactments. Both the engine and cars would be used for demonstration purposes only and would meet all Federal Railroad Administration requirements.

Costs

Development costs, including estimates for the initial railroad infrastructure necessary to support operations are shown in the table below. Also shown are estimated costs of rolling stock necessary for train operations from Ogden to Corinne and from Corinne to Golden Spike National Historic Site.

Development. Development costs are shown for three areas--from Ogden to Corinne, from Corinne to Golden Spike NHS, and inside the park. The total estimate for initial development is just under \$16 million. Also \$5 million for improvements to the Ogden Union Station Museum (railroad equipment display and other improvements) were identified, but viewed as outside the scope of this project, and are not a part of the estimate.

From Ogden to Corinne

• Storage track Ogden	\$ 50,000
Subtotal	\$ 50,000

From Corinne to Golden Spike NHS

• Track and structures*	\$ 9,200,000
• Site Work	\$ 100,000
• Pipeline/move-bury**	\$ 900,000
• Maintenance facility	\$ 500,000
Subtotal	\$ 10,700,000

Inside Golden Spike NHS***

• Track/rail facilities	\$ 3,900,000
• Site Work	\$ 50,000
• Maintenance facility	\$ 500,000
• Water Tanks	\$ 200,000
• Rest room Mod.	\$ 100,000
Subtotal	\$ 4,750,000
Planning Costs****	\$ 350,000
Total	\$ 15,850,000

*Costs for relaying the rail are based on installing 90 lb. relay rail, ties, and an 8-10' ballast on a prepared subgrade. Estimates for this type of work ranged from \$50-\$65 per line foot of track installed. High estimate of \$65/lf was used.

** 1) This assumes that the two existing pipelines could be moved to one side of the existing rail prism and buried to a depth of 5' without disrupting Chevron product flow; and the railroad prism could be expanded to accommodate rail operations safely. Both pipelines would be buried to a depth of 5 feet and meet industry standards. If new pipe were required when the pipeline was moved and buried, an

The Feasibility of Constructing a Tourist Rail Link Between Ogden and Golden Spike National Historic Site

estimated additional \$2,000,000 would be added to this part of the estimate.

2) Additional costs also could be incurred if special designs were required to ensure the safety of pipeline operations. If this could not be accomplished and the construction of a parallel prism within the existing 400' strip of land were required, an additional \$2,000,000 would be added to this part of the estimate.

***Preliminary costs are given for work in the National Historic Site in the interest of projecting total costs for the project. These costs would need to be reaffirmed at the time of project design. At this time it has not been determined who would be responsible for these costs.

**** Additional planning costs include \$100,000 for a plan amendment, interpretive prospectus, and environmental document for the Golden Spike National Historic Site. \$250,000 would be included for a project plan and environmental document for the project on BLM lands.

Rolling Stock. Rolling stock needs are related to initial service of the two rail operations previously described--diesel excursion passenger service from Ogden to Corinne and steam excursion passenger service from Corinne to Golden Spike National Historic Site. Total cost for rolling stock and equipment is \$13,500,000 and is broken down as follows:

From Ogden to Corinne

• 2 diesels	\$ 1,100,000
• 10 coaches	\$ 4,000,000
Subtotal	\$ 5,100,000

From Corinne to Golden Spike NHS

• 3 steam locomotives	\$ 2,800,000
• 10 coaches	\$ 4,000,000
Support equipment	\$ 100,000
Subtotal	\$ 6,900,000

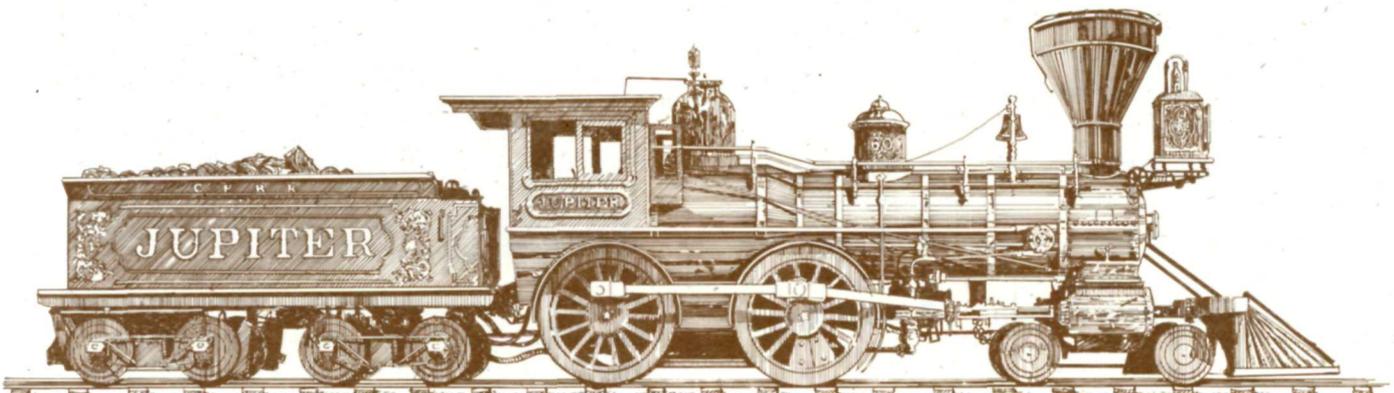
Within Golden Spike NHS

• 1 steam locomotive	\$ 1,500,000
Subtotal	\$ 1,500,000

Total **\$ 13,500,000**

Operations and Staff Costs

Operations and staff costs include those associated with both excursion tourist railroad operations and additional federal staff needed to support the Great Event reenactments at Golden Spike NHS.



NPS DSC/Graphics

Excursion Tourist Railroad Staff.

Staffing requirements for the railroad would include a general manager, general passenger agent/assistant general manager, eight engineers, eight conductors, eight train crew members, eight ticket agents, six gift shop clerks, a six-character cast (for reenactments), a two-person track and mechanical crew, four fire fighters, and a part-time staff. This would be in addition to support depot staff in Corinne, Brigham City, and Ogden, whose salaries would be paid by other sources. A total of fifty-two private-sector and part-time positions would be directly associated with the railroad operations. At Golden Spike NHS, six additional full-time-equivalent employees (FTEs) would be required. The following is an estimate of staff costs for the excursion tourist rail service.



Tunneling Through the Wasatch Mountains
NPS

Railroad Operation

General Manager	\$ 65,000
General Passenger Agent	\$ 40,000
8 Engineers	\$ 160,000
8 Conductors	\$ 160,000
8 Train crew members	\$ 90,000
8 Ticket Agents	\$ 90,000
6 Gift Shop Clerks	\$ 50,000
6-character Cast	\$ 90,000
4 Fire fighters*	\$ 60,000
2 Mechanic Crew	\$ 50,000
Part-time Staff	\$ 100,000

Total Suggested Payroll \$ 955,000

Golden Spike NHS*

Training and Equipment Staff	
Shop Mechanics (2)	\$ 50,000
Fire fighter (.5)	\$ 12,500
Engineer (.5)	\$ 12,500
Ranger/Interpretive Services	
Ranger (1.5)	\$ 37,500
Interpreters (1.5)	\$ 37,500
Operations/Maintenance	\$ 102,000
Total	\$ 252,000

* Cost for salary shown is based on the FTE cost for a GS-5 plus the costs to the government for FERS and other employee benefits. Additional operations and maintenance costs are based on projections of costs required to sponsor the Great Event celebration.

Ridership and Revenue Projections

This section discusses the economic viability of the excursion tourist railroad business. Total annual revenues from excursion rail operations could be as much as \$10 to \$11 million during the first year of operation, based on a best-case scenario. The following are estimates and projections from data obtained from similar tourist railroad operations.

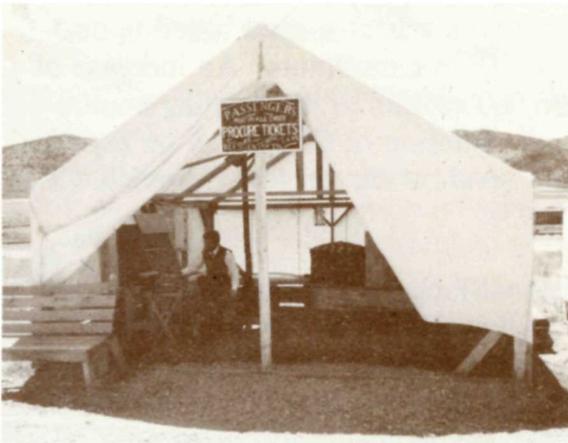
Best-case Scenario. If tickets were priced at \$13.95 for the trips from Ogden to Corinne and at \$13.95 from Corinne to Golden Spike NHS, revenues from ticket sales would approach \$6 million annually during the first years of operations. Combination price would be set at \$24.95. (This assumes that all

296,000 visitors would take both trips). Up to \$3.8 million in revenue could be expected from the souvenir, food service, and gift shop sales. In addition, growth rates in the industry of 3 to 7 percent a year allow for an initial annual growth of \$310,000 to \$730,000.

Average-case Scenario. Ticket prices would be approximately the same. Fifty percent of the visitors would take the full trip to Golden Spike NHS. In this case ticket sales would approach \$4 million annually during the first years of operations. Another \$2.4 to \$3.8 million in revenues could be expected from souvenir, food service, and gift shop sales. In addition, growth rates in the industry of 3 to 7 percent a year allow for initial annual growth of \$260,000 to \$610,000.

Worst-case Scenario. In a situation where income projections contained in this study are not met and/or the costs of ownership are higher than projected, the rail line could become unattractive to private sector operators. In this case and depending on the management alternative selected from this study, the organizational entity may be required to subsidize operations.

Model Income and Expense Example for Railroad Operations. Following is an estimate of the business operations of the railroad based on an average-case scenario:



Union Pacific Ticket Office
NPS

Income

Ticket Revenue	\$ 4,939,000
Gift Shop Sales*	\$ 1,800,000
Food and Beverage Sales*	\$ 1,800,000
Movie Receipts	\$ 200,000
Total Income	\$ 8,739,000

Expense

Personnel	\$ 955,000
Park Entrance Fee (\$2)	\$ 296,000
Debt Service -	\$ 1,796,000
Development (7.5% bonds/15 years)	
Debt Service -	\$ 1,577,000
Equipment (8% bonds/15 years)	
Depreciation Allowance	(\$ 900,000)
Track Maintenance	\$ 213,000
Insurance	\$ 692,000
Promotion/Tickets	\$ 494,000
Office expense	\$ 15,000
Fuel and Oil	\$ 150,000
Equipment Maintenance	\$ 300,000
Utilities	\$ 15,000
Legal and Accounting	\$ 30,000
Taxes and Miscellaneous	\$ 20,000
Gift Shop Stock	\$ 720,000
Food Service Materials	\$ 540,000
Contingency	\$ 494,000
Cooperator Share**	\$ 1,082,000
(Estimated-UP/AMTRAK)	

Total Expense \$8,489,000

Net difference of \$250,000 for reinvestment

*Sales based on a projected expenditure of \$6 per person

**Expenses for main line carrier's profit is estimated. This assumes operations from Ogden to Corinne would be controlled by either UP or AMTRAK with railroad operator's equipment,

since current UP policy is not to allow excursion passenger service "other than their own."

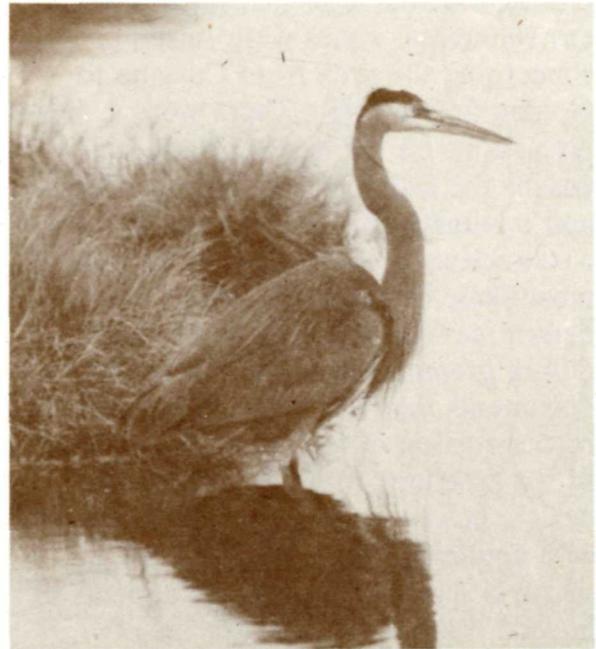
Economic Impacts

An excursion tourist rail link could substantially impact the tourist-related economy and provide a focus for heritage tourism in the area, not just from the link, itself, but from the spin-offs it might create. Expanded visitor services could result in increases in the visitors' lengths-of-stay from one to two or three days. To maintain a conservative approach, an average 12-hour length-of-stay was used in the NPS Money Generation Model (*Money Generation Model, Socioeconomic Study Division, Office of Social Science, National Park Service, Denver, CO*) for determining the effect this project could have on the local economy. A projection that 95 percent of the visitors to this market would be coming from the excursion tourist market outside the local area was also used based upon input from consultants. An increase of 236,000 visitors to the existing annual park visitation of 60,000 can be expected as a result of the project (Minnich, CRL, 10/93).

Annual long-term effects on the local economy from this project could be considerable. Total sales revenues from tourism generated by the project could result in direct sales of about \$15 million. An estimated annual increase to the park budget of \$252,000 could result in total sales, considering indirect and induced multipliers, of about \$504,000. Expected revenues of \$8.7

million from railroad operations substantially affected model projections. Total combined sales from this venture should exceed \$48 million and probably would net over \$3.8 million in tax revenue to local and state governments. This is based on a sales tax rate of 6.25 percent and a 5 percent corporate income tax rate. The project could positively impact the local economy if growth projections maintain their 3 to 7 percent increase over the next couple of years.

Annual short-term effects from initial capital used for construction could provide an added positive impact. This effect, however, is not limited to the local area. Implementation of development could result in an annual short-term gain of over \$33 million in total sales and \$2.7 million in tax revenue (providing all transactions were made in the state of Utah), and provide 993 jobs in this and other areas for the duration of the project.



Great Blue Heron
NPS

Further Environmental Analysis

The purpose of this section is to highlight any foreseeable site-specific environmental issues that will require further environmental documentation. Before any action can be taken on a project of this nature, all necessary environmental compliance work, including considerations for the Endangered Species Act of 1973, Executive Order 11988--Floodplain Management, Executive Order 11990--Protection of Wetlands, and Section 106 of the National Historic Preservation Act involving the State Historic Preservation Office will need to be completed. Preliminary costs for known analysis requirements have been included in the project estimates.



Colorado Railroad Museum
Union Pacific Railroad

During the course of this study, several environmental issues were raised concerning the area from Corinne to Golden Spike NHS. There were some discussions on the best way to both ensure the safety of pipeline operations and minimize effects on wetlands from construction. Section 404 permits would most likely be required. Final determinations will need to be made during preparation of the environmental documents that will be required prior to reconstruction of the track. Movement of the pipelines could require special design, however all actions must comply with applicable regulations. The scenario discussed previously appears to include the best possible means of minimizing potential project effects on 6 acres of wetlands. Under this scenario, the track would be placed on one side of the prism and the existing pipeline relocated and buried on the other. This would minimize the impact on wetlands, although there would be an increase in prism width.

In addition, the Bureau of Land Management has a peregrine falcon tower approximately ½-mile from the rail line. Possible effects to the falcons need to be evaluated.

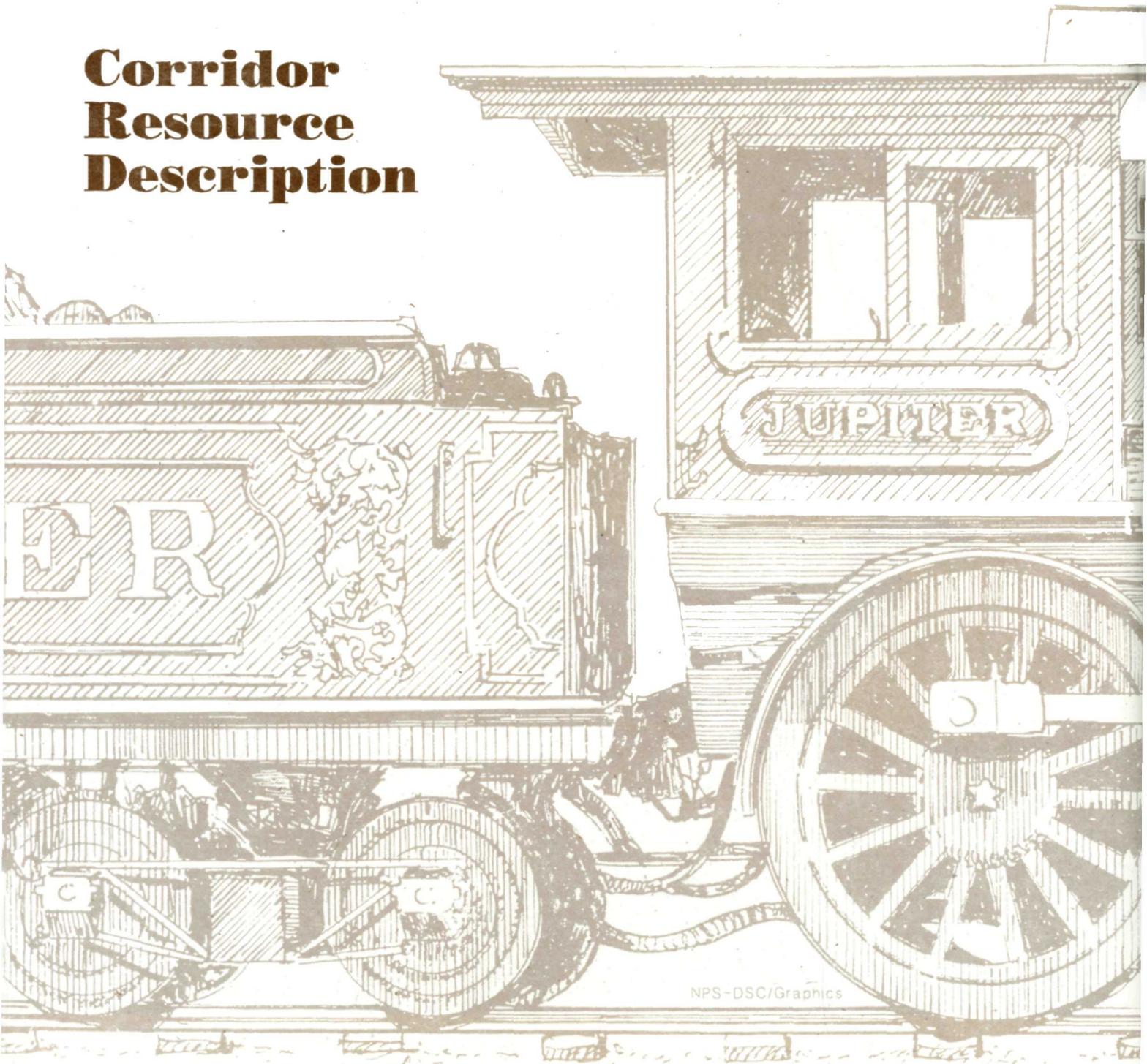
Previous studies of the rail corridor route have indicated that there are approximately 45 historic sites in the corridor from Corrine to the Golden Spike National Historic Site. Most, if not all of these sites, would be avoided by the rail line because the rail would be built on one side of the prism. Effects of train operations on wildlife and bird

populations would probably be minimal because of the short time the train would be in the area. Because no stops are anticipated along the way, disruption to wildlife areas are expected to be minimal. Sidings for steam operations would be carefully located away from any sensitive bird areas. Positive effects include educational opportunities for train passengers to view wildlife in a nonintrusive way.



Mule Deer
NPS

Corridor Resource Description



NPS-DSC/Graphics

➔ GREAT EVENT ➔ GREAT EVENT ➔ GREAT EVENT ➔

As the study progressed, it became increasingly evident to the task force participants that the immediate study corridor represented a coherent and identifiable region with many outstanding natural, cultural, scenic, aesthetic, and recreational resources. Many of these resources are directly attributable to the railroad and are themselves special places, which exhibit significant and valued qualities of the American experience. The railroad is the connective fiber that has linked many of these areas together through more than a century of history. The resources found here provide important recreational, educational, and economic opportunities that define aspects of our local and national heritage. The discussion that follows is as much a reflection on the link the rail corridor provided through time as it is an assessment of the area's resources.

Historical Background and the Golden Spike National Historic Site

It has been said of the Golden Spike National Historic Site--that this is the area, 690 miles east of Sacramento and 1,086 miles west of Omaha--that is the place to tell the story commemorating the completion of the first transcontinental rail system in 1869. The valley provides an abundant opportunity to illustrate in some detail the social, economic, and political implications of driving the last spike on May 10, 1869, as well as the growth and westward development of the United States of America. Here the story of how the

country was held together by this vital transportation link of steel can be told.

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. (*The Iron Trail to Golden Spike*, John J. Stewart, 1969.)

When the Union Pacific tracks reached Ogden, on March 8, 1869, the city staged a noisy celebration. 'Hail to the Highway of Nations!' shouted the banner. . . . It was a moment of triumph for Union Pacific, for Ogden was the destination that both companies had been aiming at, it being the only city of any size on the whole route from either starting point--Omaha, Nebraska, on the east and Sacramento on the west . . . But there was no stopping in Ogden. North past Brigham City the railroad ran, thence west across the Bear River, on the shores of which sprang another railroad town. . . 'five miles west of Brigham City is situated the new town of Corinne, built of canvas and board shanties. Sloan, a reporter for the *Deseret News* at the time, noted that "from Corinne west thirty miles, the grading camps present the appearance of a mighty army. (*The Iron Trail to Golden Spike*, John J. Stewart, 1969.)



Artist's Rendition of A.H. Hart Photo
NPS

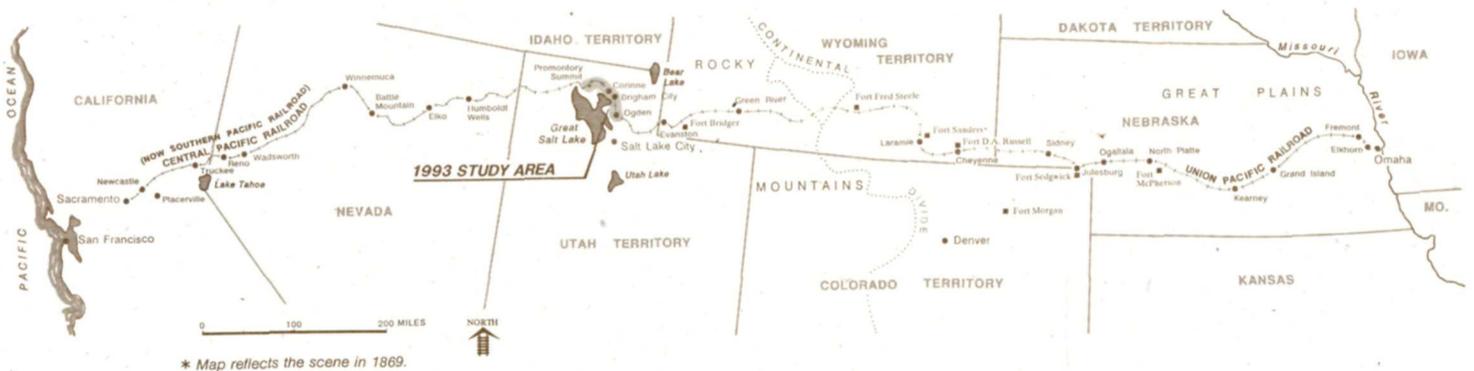
It is most important to ensure that the more easily exhibitable story of *how* does not eclipse the deeper and more significant story of *why*.

During several decades of debate on the subject, a railroad network spread over the East and the Midwest to the Mississippi River. A railroad to connect this network with the West Coast became a great public issue in the mid-19th century. Those who advocated the road appreciated its necessity and clearly foresaw its immediate benefits to the nation. But only a few and they but vaguely, understood the vast influence the Pacific Railroad would have upon the continental development of the United States. . . . In 1850 the Committee on Roads and Canals of the House of Representatives succinctly stated the motives of the great segment of public opinion that championed the building of a railroad to the Pacific Coast. Such a road, said the Committee would 'cement the commercial, social, and political relations of East and West,' and would be a 'highway over which will pass the commerce of Europe and Asia.'" (*Special Report on Promontory Summit, Utah, Utley, 1960*)

Heritage in this area relating to those events that took place over a century ago can be seen as a catalyst for the future as well a remembrance of the past:

Golden Spike National Historic Site. The original "Spike Site" consisted of approximately 7 acres and was designated a National Historic Site in nonfederal ownership by the Secretary of the Interior on April 2, 1957. The site now extends over 15½ miles of original railroad grades and consists of 2,735.28 acres (523.08 acres is in private ownership), much of which is contained within a 400-foot-wide right-of-way obtained from the Southern Pacific Railroad.

The national historic site contains hillsides, mountains, and plains at the summit of the Promontory Range in the northern basin of the Great Salt Lake and ancient Lake Bonneville, and is in the Upper Sonoran Life Zone.



The park is divided into three major areas of interest--the east slope, the summit, and the west slope. The summit area, where the symbolic driving of the Golden Spike celebrates the completion of the first transcontinental railroad, is the focal point. As the site where the Central Pacific and the Union Pacific united to inaugurate cross-country travel, Promontory Summit best illustrates the historical meaning, as well as the dramatic construction story, of the first transcontinental railroad, for it was here the two lines met on May 10, 1869.

Legislation. Legislative actions or presidential proclamations lay down guidelines for management of the park. Golden Spike National Historic Site was established by Public Law 89-102, July 30, 1965, for the ". . . purpose of establishing a national historic site commemorating the completion of the first continental railroad across the United States. . . . The property acquired under the provisions of the first section of this Act shall be designated as 'Golden Spike National Historic Site' and shall be set aside as a public national memorial." The act directs the National Park Service to administer the site in accordance with the NPS Organic Act of 1916 and the Historic Sites, Buildings, Objects, and Antiquities Act of 1935. The act also authorizes ". . . the Secretary of the Interior to construct and maintain therein such markers, buildings, and other improvements, and such facilities for care and accommodation of visitors, as he may deem necessary."

In Public Law 96-344 of September 8, 1980, An Act to improve the administration of Historic Sites, Buildings, Objects, and Antiquities Act of 1935, 94 Stat. 1134, Congress further authorized ". . . the Secretary of the Interior to acquire lands for, and develop, operate, and maintain, the Golden Spike National Historic Site . . .". 94 Stat. 1135 asked the Secretary of the Interior to ". . . complete and submit, in writing, to the Committee on Interior and Insular Affairs . . . a report of feasibility of providing passenger rail service from the city of Ogden, Utah, to Golden Spike National Historic Site. Said report shall include an assessment of existing rail facilities and rolling stock, additional development as might be required, as well as alternatives with respective costs for the operation of passenger rail service."



NPS Interpreter in Period Costume
NPS

The purpose of Golden Spike National Historic Site. When defining the purpose of Golden Spike National Historic Site, the question that needs to be answered is why was the area established as a unit in the National Park System? The *purpose* of Golden Spike National Historic Site is:

- the commemoration and celebration of the Great Event that took place on May 10, 1869--the driving of the Golden Spike, symbolizing the union of east and west and the completion of the first transcontinental railroad.
- the preservation of objects and antiquities of national significance related to the first transcontinental railroad.
- providing opportunities for visitors to experience and enjoy the social commemorative value of the Great Event.

The significance of Golden Spike National Historic Site. The significance of a unit in the park system addresses what makes the area special--why it is important to the natural and/or cultural heritage of the nation. These statements are basic to all assumptions about the area and the ways in which it should be used and managed. Golden Spike National Historic Site and the Great Event that the site represents is *significant* because it:

- symbolizes the completion of the first transcontinental railroad.

- symbolizes the joining of the United States--the union of the east and west.
- symbolizes a change in the pattern and speed of settlement in the west.
- established a mode of transcontinental transportation by which the "Frontier of the American West" was changed forever.
- symbolizes the start of the development of the industrial age of a nation.

The park and the railroad. As of 1991, the park estimates that about 225,000 persons pass by the park each year. Most of this is rural traffic not associated with the park. Actual recreational visitation has varied between 40,000 and 60,000 annually, during the last 10 years. Existing park facilities can accommodate current visitation. If visitation were to increase, however, existing infrastructure would be inadequate to handle traffic loads and maintain a quality visitor experience. In addition, provisions would need to be made to the park's existing infrastructure and interpretive facilities to ensure the existing quality continues. In most parks, this would mean the construction of more parking areas to accommodate automobiles. In this case, the notion of an excursion tourist railroad seems to provide a means of increasing visitation without substantially impacting the historic fiber and ambiance of the park. In addition, the case can be also made that such development and associated transportation actually enhances park values and is in support of, and

consistent with, the park's purpose and significance. While over 90 percent of the rail link trackage is outside of the park, the focus of passenger experience is Golden Spike. This could provide an avenue for this national historic site to reach its full potential as a unit in the National Park System.

Natural Resources

The study area lies between the North Promontory and the Promontory Mountains in the northern part of the Great Salt Lake basin. During glacial times the summit was under the water of ancient Lake Bonneville, and old lake terraces form prominent features visible throughout the entire area. As a result of their Quaternary geologic history, today's surface materials consist of fine-grained lake sediments and alluvial detritus. Subsurface deposits consist primarily of Pennsylvania sandstones, shales, and limestones, and Tertiary extrusive materials.

The urban corridor from Ogden to Brigham City lies nestled in the west facing foothills of the Wasatch Range. The entire study area offers a spectacular scenic picture of the Ogden Valley contrasting views of the Wasatch Front and the clear wide open spaces of the Great Salt Lake. The floor of the valley is rich and fertile while the area around the shores of the Great Salt Lake provide prime wetlands habitat for migratory and indigenous fowl.

The flat rural corridor from Corinne to Golden Spike provides a setting full of

both upland wildlife and a marsh wetland environment. In the uplands, wildlife is varied and consists of the 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. Accipiters, falcons, hawks, and golden and bald eagles are common during winter months near Golden Spike NHS.

In the marsh wetland environment, the Bear River Migratory Bird Refuge, operated by the U.S. Fish and Wildlife Service, lies in the fresh water marshes at the north end of the Great Salt Lake, just south of the rail corridor. Flooding of the Great Salt Lake in the mid-1980s submerged much of the marshlands managed for ducks, geese, and swans. During recent years of drought (1987 - 1990) and with better controls on the Great Salt Lake levels, the lake has dropped to normal levels, allowing vegetation to recover.

Wetlands associated with marshes of the Bear River delta have high invertebrate populations. Nesting waterfowl, waterfowl broods, and shorebirds are highly dependent on these protein food sources for healthy and vigorous growth. Invertebrates associated with the wetlands include worms, crustaceans, snails, and insects. The most obvious invertebrates in the area are populations of midges, *Chironomidae sp.*, and shore flies, *Ephydriidae sp.*, which at times, darken the air or cover the shorelines. (Huener, 1984)



25th Street, Ogden
Utah State Historical Society

The fishery in the area of the Bear River Refuge can be classified as warm water with low numbers of game fish and catfish, and high numbers of species such as carp and suckers. Five species of reptiles and amphibians have been documented in the Bear River Refuge area: Northern Leopard frog (*Rana pipiens pipiens*), Chorus frog (*Pseudacris nigrita*), Northern side-blotched lizard (*Uta stansburiana stansburiana*) Great Basin Garter snake (*Thamnophis*

ordinoides vagrant), and the Red-sided garter snake (*Thamnophis sirtalis parielis*). (*Restoration and Expansion of the Bear River Migratory Bird Refuge, Environmental Assessment, 10/91 USFWS.*)

Linkages between the natural and cultural environments have been strong throughout time. Natural resources of wetland habitats along the eastern margin of the Great Salt Lake, including

waterfowl, fish, mammals, and numerous plant resources, combined with access to upland resources nearby, contributed to the development of a life-style different from the inland and more arid portions of the larger geographic region of the Great Basin. The difference has long been recognized as being favorable for prehistoric development. Historical records of the interface of early inhabitants of the region show strong linkages to natural resources of the area. The Shoshone were the principal inhabitants, along with the occasional visits of the Ute, Blackfeet, and Flathead Indians. Shoshone groups who occupied the Promontory Mountains included the Hukunduka ("seed eaters") and the Cumumbahs ("Weber Utes").

The first historical reference to the Great Salt Lake region comes from the journal of the Dominguez-Escalante expedition of 1776. They observed Ute groups, without horses, living in villages near Spanish Fork in Utah County. At that time the Utes were afraid to hunt the lands to the north because of horse-mounted Shoshone living in little houses of canes and earth around the Great Salt Lake. This report was followed by the 1813 journal of Astorian Robert Stuart, who reported that the Shoshone in the Bear River delta had few horses and firearms and were terrorized by Crow and Blackfeet raiders pushed from their normal area by Euro-American expansion. These groups plagued the Shoshone in the Great Salt Lake area until the Shoshone joined forces with trappers in the 1820s. French, British, and American trappers all competed for

the rich yield of fur-bearing animals in the area until the late 1830s. (Simms and Stuart, 1989.)

The abundance of wildlife in the Great Salt Lake wetlands invoked this comment from the explorer John C. Fremont in 1843:

The whole morass was animated with multitudes of waterfowl, which appeared to be very wild rising for space a mile round about at the sound of a gun, with a noise like distant thunder. Several of the people waded out into the marsh and we had tonight a delicious supper of ducks, geese and plover.

Fremont also observed a family of Shoshone fishing at the mouth of the Bear River with "several weirs or nets which had been rudely made of canes and rushes." (Fremont, 1845.)



NPS

Cultural Resources

Cities in Weber and Box Elder Counties have a strong sense and appreciation of the rich history of the area. An active program of historic preservation seeks to maintain and rehabilitate those structures that best reflect the past. In addition to attractive buildings and mansions, the preservation program seeks those warehouses, forts, simple pioneer homes, workmen's houses, and others that convey the historical background of the area. An integral part of this historic preservation is to ensure that the buildings continue to contribute to the functions, vitality and meaning of the neighborhoods of the community.



NPS

Completion of the transcontinental railroad at Promontory, Utah, in 1869 was one of the most significant events in U.S. history. The brief ceremony at the site on May 10, 1869, marked the culmination of an unparalleled national effort and signaled only the beginning of something that would change the West

and America forever. While the accomplishment of constructing the railroad--a ten-year job that took less than four--was certainly noteworthy and significant, its *effect* on the settlement of the West, played out in the decades that followed, is a better measurement of its impact.

The following historic contexts provide a framework for understanding the history and significance of the Utah rail corridor itself and the associated buildings and structures adjacent to it. Each theme is described in the main body of this document, and sites associated with them are listed under their respective headings toward the end of the document.

- Railroad Construction from Ogden to Promontory, 1869
- Utah Community Life Before the Railroad, 1850-1869
- Utah Community Life After the Railroad, 1869-1890s
- Railroad Expansion, 1869-1910s
- Industrial and Agricultural Expansion, 1869-1940s
- Military and Federal Government Influences, 1920-1945

Railroad Construction from Ogden to Promontory, 1869. Competing railroad companies, the Central Pacific and the Union Pacific, were authorized by the federal government to construct the transcontinental railroad. The Central Pacific started in Sacramento, California, and worked its way eastward, while the Union Pacific extended rails west from Omaha, Nebraska. They met in Utah at a point north of the Great Salt Lake in

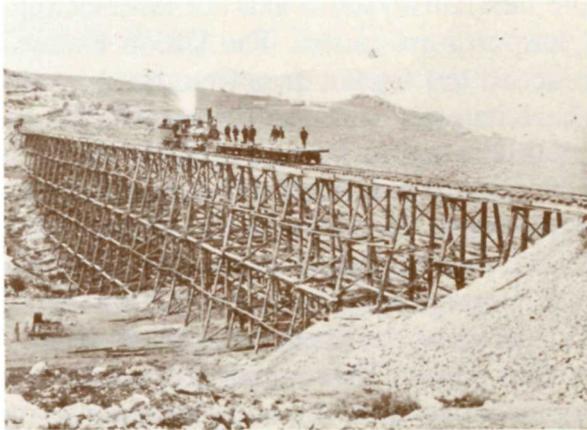
May 1869, having taken only four years to complete the estimated ten-year project. They accomplished this remarkable feat through a combination of federal government subsidies, skilled engineering (developed in large part during the Civil War), relentless pushing of the construction crews, organizational and business expertise, and free-wheeling capitalism.

Competition between the two railroad companies was fierce on two key points. First was the length of track each company would build. The federal government's formula for allocating subsidy bonds and land grants was based on miles of track laid. Even initial grading of a route brought some financial benefits, so crews for each railroad were surveying and grading routes up to 300 miles ahead of their end-of-track. Overlapping was inevitable as the rail heads came closer together. Each company hoped its grade would win approval as the final route. Perhaps the best example of this duplicative work was the Central Pacific's "Big Fill" and the Union Pacific's "Big Trestle," which both spanned the same ravine near Promontory. The site of these structures and other parallel grades are visible in the Golden Spike Rails Corridor. The second and most important key point of dispute between the railroads was over which would reach Ogden, Utah, first and thereby control access to all of the traffic within the Great Basin. Utah, settled in 1847 by Mormon pioneers, was the only previously populated area along the new route, and the Wasatch Front, where that

population was concentrated, provided the best north/south axis for intersecting transportation routes. The Union Pacific reached the Ogden area first, but had to share its prize with the Central Pacific. In an attempt at fairness, the federal government mediated. A compromise was worked out wherein the Central Pacific would gain access to the junction city by purchasing from the Union Pacific all of the track it had built west of that point. That segment of track, representing both the completion and compromise of this epic venture, is entirely within the Golden Spike Rails Corridor.

Many different ethnic groups of laborers worked on the transcontinental railroad in Utah. The Central Pacific employed almost exclusively Chinese men. Many Union Pacific laborers were Irish. Both railroads also employed Mormon men from nearby Utah settlements to help push the project to its conclusion. Construction camps for these workers were established at intervals along the route.

Though some camps persisted for a time as small towns, all eventually died out, with the exception of Corinne, which had been designated as the terminus or junction city. Though Corinne was quickly supplanted by Ogden, it has continued to the present as a small agricultural community. No above-ground structures remain at any of the other construction campsites.



NPS

Railroad Expansion, 1869-1920s. Shortly after completion of the transcontinental railroad, branch lines were pushed north and south, penetrating the population centers of Utah and mining areas throughout the region. The first branch line was the Utah Central Railroad, which was begun a week after the driving of the Golden Spike. It was owned and built by the Mormons to connect their capital city, Salt Lake City, with the railroad at Ogden. The Utah Central was completed in January of 1870 and was both an immediate and long-term success. Other lines followed closely on its heels--the Utah Southern (1871-1879), extending some 90 miles south of Salt Lake City; the Utah Northern, later known as the Utah and Northern (1871-1880), running north from Ogden over 250 miles into Montana; and miscellaneous branch lines in the northern Utah area. Stations were established in virtually every town along these routes, and a local railroad industry emerged, commensurate with each town's size and importance.

These feeder lines were mutually beneficial to the cities and regions they penetrated and to the Union Pacific, which obtained ownership of them within a few years of their completion. Local economies benefitted by having access to new markets for their products and by having new industries stimulated in their midst. The revenue these lines generated for the Union Pacific was substantial, especially that of the Utah and Northern Railroad, which reached the rich Montana mining region. In 1884 it was reportedly the "best paying road of the Union Pacific." The Utah Territory was the only populated area along the nearly 2,000-mile Union Pacific/Central Pacific line. Therefore, it was the only important source of railroad traffic other than the business from the east to California. This offset somewhat the unfulfilled expectations of the Union Pacific for transporting Asian goods to the east; the Asian trade never materialized.

The expansion of the railroad further enhanced Ogden's role as the crossroads of the west. At its peak in the 1940s, the Ogden rail yard had seventeen tracks and ran 120 trains each day. The city and the region benefitted immensely from this booming industry.

A major shift in the transcontinental line occurred in 1904 with the completion of the Ogden-Lucin Cutoff, which consisted of a combination of trestles and fill built across some 30 miles of the shallow Great Salt Lake. The cutoff eliminated over 40 miles of extreme grades on the original route north of the lake, and

bypassed the entire area within the Golden Spike Rails Corridor. Thereafter the abandoned route served only local purposes and occasional transcontinental traffic routed that way because of bad weather on the lake. The line was discontinued entirely in 1942 when the tracks were removed to aid the war effort. The Lucin Cutoff trestle was reduced to secondary use in the 1950s after the construction of a parallel dirt causeway, and currently this historic structure is being disassembled for salvage (1993).

Another significant railroad that passed through the area was the "interurban," a local line consisting of three distinct segments, two of which are within the corridor. These were the Bamberger Line, which extended from Salt Lake City to Ogden (completed in 1908), and the Ogden, Logan, and Idaho Railroad Company (later Utah Idaho Central Railroad), which was built in 1914. They were part of an interconnected electrified railroad system known as the "interurban" that extended from Payson, Utah, on the south (approximately 95 miles south of Ogden) to Preston, Idaho, just across the border. The segment north of Ogden ceased operation in 1946, and the entire line was shut down in 1959. Many of the old "interurban" structures are still standing, but little is currently known about the status of the associated structures, except that the right-of-way was abandoned in many, if not all, locations.

Utah Community Life Before the Railroad, 1850-1869. In 1841, the Bartleson-Bidwell party, attempted a wagon journey west, inaugurating overland emigration to California and becoming the first known transcontinental travelers to traverse the Promontory. During the winter of 1868-1869, Wells Fargo coaches provided transportation across the Promontory between the two ends of track, bridging the gap for transcontinental travelers, and serving the rough-and-tumble railroad camps along the way.



NPS

Mormon pioneers established the first permanent Anglo settlements in Utah beginning in 1847. Under the direction of church president Brigham Young, the Mormon church (also known as the Church of Jesus Christ of Latter-day Saints) relocated to Utah from the midwest, hoping to establish a sanctuary for themselves far away from their antagonists. The Mormons established Salt Lake City as their headquarters and immediately began settling other towns. They eventually established over 300

communities in the region, claiming most of the arable land for themselves and, as a result, making it more difficult for "outsiders" to move into the area. The Mormon ideal was a religious commonwealth consisting of self-sufficient agrarian communities sharing common religious beliefs and operating under a spirit of cooperation rather than individualism. Mormon leaders directed the settlement of new towns, often "calling" individuals to move to the new areas and assist in their development. A steady stream of new converts, most from Scandinavia and Great Britain, prompted ongoing settlement of new areas to make room for the new arrivals.

The overwhelming majority of residents in Mormon towns were, predictably, Mormons. Non-Mormons consisted primarily of either disaffected Mormons who, despite their disagreements with the church, chose to remain in the area, or outside merchants who sensed business opportunities. These merchants tended to locate primarily in the larger cities--Salt Lake City, Ogden, Provo, Logan--where business opportunities were more promising.

Most Mormon towns consisted of a nucleated village built on a grid and surrounded by irrigated farmland. Civic, religious, and commercial buildings occupied a central location in a traditional "Main Street" arrangement. Surrounding residential blocks were divided into lots large enough for a house, garden, and a few outbuildings, but not for farming. Most houses were built of adobe, brick, or stone in

vernacular forms and architectural styles common in other parts of the country. Early local industries, besides agriculture, consisted of flour and saw mills, tanneries, woolen mills, and so forth, as well as a limited number of retail establishments. Though Mormon village life changed in many ways after the railroad, the basic pattern of the community on the land was not substantially altered in most cases. This pattern is evident within the Golden Spike Rails Corridor primarily in the towns of Willard and Brigham City.



Oregon Shortline RR Depot, Brigham City
Utah State Historical Society

Utah Community Life After the Railroad, 1869-1890s. The railroad brought both challenges and opportunities to the Mormons. They benefitted economically through construction contracts for building portions of the railroad, and, after the line was built, they enjoyed cheaper prices and an increased quantity and variety of goods. This softened the harshness of frontier life and provided new and expanded business opportunities for Mormon entrepreneurs, boosting the

local economy that had never fully achieved its ideal of self-sufficiency. The railroad also made it much easier for new converts to "gather with the Saints" in Utah. An arduous overland journey that used to take several weeks could now be made in a matter of days. Railroads also provided an efficient means of exporting local products (primarily agricultural products), which generated much-needed cash in the territory.

While embracing some of the benefits of the railroad, Mormon leaders feared that the influx of non-Mormons and outside influences brought by the railroad would disrupt, if not obliterate the life-style they had been working to build for over twenty years. Their response to these outside threats was a series of cooperative programs designed to protect their own economic interests and, at the same time, reinforce their religious and social goals of cooperation. The principal cooperative programs were Zion's Cooperative Mercantile Institution (ZCMI, 1868-1880s), the



Merrell's Planing Mill (Brigham City Coop Mill), Brigham City
Utah State Historical Society



First National Bank (Brigham City Coop Mercantile Store), Brigham City
Utah State Historical Society

United Order (1874-1877), and Zion's Board of Trade (1878-1880s). All were directed from church headquarters with local organizations in each community. One of the most successful Mormon cooperatives was in Brigham City, which is within the Golden Spike Rails Corridor. It actually served as the model after which the church's United Order program was fashioned. Numerous industries and businesses were established and operated successfully by the Brigham City Coop for a number of years, the last one closing down in 1895. Many of the Brigham City cooperative buildings are still standing and have been listed in the National Register of Historic Places.

Overall, the Mormon church's cooperative programs were successful in protecting and strengthening Mormon interests. During the fifteen-year period after the coming of the railroad, most Mormon communities achieved new levels of prosperity and cooperation, much beyond those of their earlier years

of isolation. New homes, churches, commercial buildings, and industrial enterprises were constructed during that period, many of which have survived to the present.

Ultimately, however, the Mormon's efforts to preserve their commonwealth failed. Their practice of polygamy brought upon them federal sanctions and pressures that eventually forced church leaders to abandon many of their old ideals. By the turn of the century Utah had achieved statehood and Mormon society was well on its way to becoming Americanized. Unlike the smaller Mormon towns which only felt "outside" influences due to the railroad, Ogden was transformed from a small Mormon village to a major urban area by the presence and growth of the railroad.

Though it maintained a Mormon flavor, and a substantial population of Mormons continued to reside there, its major influence was the outside world and not the Mormon commonwealth.

In the middle of the corridor lies the town of Corinne, rich in historic significance. At one time Corinne was proclaimed the future "Chicago of the West"; being the northernmost point on the railroad route, making it closest to the newly opened mines in Idaho and Montana, and it was near a "navigable" river--the Bear. Corrine also provided a stage connection to Virginia City, a major commercial and transportation hub, before the railroads were build north to Montana.



Box Elder County Courthouse
Utah State Historical Society



Union Depot, Ogden
Utah State Historical Society

Industrial and Agricultural Expansion, 1869-1940s. The railroads' promise of stimulating new industry and business was realized more fully in Ogden than at any other location in the west. The railroads transformed the city from a small town of Mormon farmers to a large, diverse urban center. Major new industries were established and flourished, nourished by the easy access to raw materials and markets that Ogden's network of railroads provided. A vast array of smaller support industries and businesses also sprang up, contributing to and feeding off of the expanding economy.

Though mining became immensely important in Utah with the coming of the railroad, there were no facilities directly related to mining built in the Ogden area. Ogden served the mining industry only as a shipping point. Most of the major mines were some 40 miles south in the Salt Lake and Park City areas, and smelters and other processing plants were there, connected to their markets by railroads that passed through Ogden.

Agricultural-based industries were the primary focus of the growth galvanized by the railroad. Utah farmers found ready markets for their crops in the newly developed mining districts of Utah, Nevada, Idaho, and Montana. The Montana mines were especially important to northern Utah farmers. The Utah and Northern Railroad provided a direct link between Ogden and the Montana mining regions. The access to outside markets such as these

stimulated a shift among Utah farmers toward cash-crop farming. The fruit industry is the most evident example of this within the Golden Spike Rails Corridor, represented by the vast orchards along the "Fruitway" between Hot Springs and Brigham City. The Knudson brothers of Brigham City were especially successful with their fruit and produce business. Numerous historic buildings in that city were constructed for them and their expanding business interests. Many survive today, contributing to the city's historic scene.

Processing agricultural products became a major industry in the Ogden area, primarily in the early decades of the twentieth century. The first commercial cannery was built in 1888, and by 1897 there were still only three in the area.



Pillsbury Company, Ogden
Utah State Historical Society

By the end of World War I, however, forty-six canneries were operating in Ogden. Other plants were built in some of the smaller towns in the area as well. Support industries rose commensurately, such as can and paper box manufacturers. Other facilities included warehouses, grain elevators, farm implement factories, feed and flour mills,

sugar factories, and the largest livestock yard in the intermountain west.



Willard House
Utah State Historical Society

Commercial activity in Ogden paralleled the industrial growth. Scores of two- and three-story commercial buildings sprang up in the area east of the railroad depot, providing the full range of services and products for travelers, railroad workers, and permanent residents of the city. Twenty-fifth Street, which extends east from the railroad depot, is the best known and best preserved of the commercial areas. It was listed in the National Register of Historic Places in 1978.

The railroad brought a much more diverse population to Ogden than existed in the general population of Utah as a whole. Among this heterogeneous mix were Chinese laborers who stayed in the area, Italians, Greeks, and the state's largest population of African-Americans, most of whom worked as porters, cooks, and waiters with the railroad. Their homes, businesses, and other associated

buildings are found within the older commercial and residential districts of the city.

The end of World War II brought dramatic changes to the Ogden area. The food processing industries dropped off dramatically, unable to compete with the larger-scale operations in California. This and other shifts in the economy, coupled with the emergence of a competing trucking industry, threw the railroad industry, and Ogden, into a severe decline. This was offset somewhat by the emergence of a local military industry (described below), but Ogden's role as the crossroads of the West was forever changed.

The smaller towns within the Golden Spike Rails Corridor enjoyed fewer benefits from the railroad and endured less of a decline than Ogden, which had virtually its entire economy based on the railroad. The processing plants in these towns all closed their doors just as the Ogden plants had done. Their other industries--farming and local commercial activity--continued on a more even keel.



Merrell's Planing Mill (Brigham City Coop Mill), Brigham City
Utah State Historical Society

Military and Federal Government Influences, 1920-1945. Military and federal government activities greatly expanded in the area, especially in and around Ogden, after 1920 and became a major economic factor in the area. Eventually they would replace railroad-based commerce and industry as the dominant element in the local economy. Three of the five major military facilities are several miles south of Ogden in areas that have experienced considerable post-war growth and are therefore not considered within the Golden Spike Rails Corridor.

Ogden's position as a major transportation crossroads made it an attractive location for the storage and shipment of military equipment and supplies. Ogden's inland location was also attractive especially after the Japanese attack on Pearl Harbor highlighted the vulnerability of west coast facilities. The first military installation, the Ogden Arsenal, was built in 1920, followed by three other major facilities constructed between 1938 and 1942. These facilities cost over \$100 million and employed over 52,000 people. By comparison, that was as many as in all of Utah's agricultural industries and 50 percent more than in all of Utah's manufacturing at the time. The population of the Ogden area doubled as a result of this influx. According to historians Leonard Arrington and Thomas Alexander, the impact of these military facilities on the local and state economy can hardly be overestimated.



Union Pacific RR Museum Collection

Union Army General Grenville Dodge,
Chief Engineer of the Union Pacific RR

The two military complexes within the corridor are the Bushnell Military Hospital in Brigham City and the Utah General Depot (currently known as the Ogden Defense Depot), 2 miles northwest of Ogden. The Bushnell Hospital was built in 1942 as an inland hospital for the Army. It was built on over 150 acres of prime orchard land south of the city, indicating the shift in local economic priorities. At its peak the facility consisted of over 115 permanent buildings and 75 temporary structures. In 1949 it was converted for use as a boarding school for Indian children (Intermountain Indian School). Though the school was closed in the 1980s, most of the buildings are still on the site.

The Ogden Defense Depot was built for the U.S. Army in 1941 on 1,600 acres of land adjacent to the original transcontinental railroad grade. Its



Casement's Work Train at end of Track, Wyoming
NPS

purpose was for storage of general supplies and equipment for 500,000 men. Upon its completion it was the largest quartermaster depot in the United States, containing 45 miles of railroad, 57 miles of roads, and 69 storage buildings, the largest of which housed 6½ acres of covered storage. Though a cultural resource survey of the depot has not yet been completed, preliminary indications are that the facility retains a high degree of its original integrity.

The three other major military facilities in the area are the Ogden Arsenal, Hill Air Force Base (formerly Ogden Air Depot), and the Clearfield Naval Supply Depot. Presumably, many of their original buildings and structures are intact, though surveys of those facilities have not been completed. As mentioned

previously, however, these installations are several miles south of Ogden in areas that have experienced considerable post-war growth.

Nonmilitary federal government involvement in the area also expanded during the early twentieth century, though to a much lesser degree than the military. The two major facilities were the 1903 federal courts/post office building and the 1933 U.S. Forest Service Building. The federal courts building and its companion building in Salt Lake City were the first federally owned buildings constructed in Utah. The U.S. Forest Service established its regional headquarters in Ogden in 1908 and reinforced its presence in 1933 with the construction of a four-story brick headquarters building.



Two Views of Union Depot, Ogden
Utah State Historical Society

Historic Sites Along the Railroad Corridor. Scores of railroad-related historic sites are located within the Golden Spike Rails Corridor. Over 70 of these sites have already been listed in the National Register of Historic Places. Summarized below are the various types of sites (not all of the individual sites), arranged under the historic contexts with which they are most closely associated. In addition, over 90 archeological sites have been recorded within the corridor; many more are known to exist, especially near the mouth of the Bear River. Though significant in their own right, they are not associated with the central theme of this study, the railroad.

Some state-owned railroad resources are displayed and housed in the Union Station in Ogden, designated in 1988 by the Utah State Legislature as the Utah State Railroad Museum. Along with the Golden Spike National Historic Site, resources at Union Station have long been recognized by many experts in heritage preservation (including reputable sources at the Smithsonian Institute) as containing the essence of early western railroad. Union Station along with the 25th Street rehabilitation program reflect the flavor of 19th century railroading.

Railroad Construction from Ogden to Promontory, 1869

- The railroad grade itself and other features integral to the structure--culverts, trestles, the "Big Fill." Though altered by the removal of the tracks and other modifications over the years, the grade is still clearly visible.



Chinamen's Arch, Box Elder County
Utah State Historical Society

The abandoned segments, which have not been continually upgraded over the years, likely retain the most integrity.

- Parallel grades built by the two competing railroads. Though only one grade was eventually used by the railroad, the presence of both offers a revealing insight into the competitive nature of the construction process.
- Construction campsites adjacent to the railroad grade. Though no known above-ground structures are still intact, archeological investigation would likely yield the presence of important artifacts and below-ground structures or remnants of structures. These might include dugouts for Chinese laborers, especially at the Blue Creek campsite.
- Chinamen's Arch, a natural feature adjacent to the railroad grade dedicated as a memorial to the hundreds of Chinese laborers who died of smallpox in 1868-1869.



Ogden Union Station
Ogden Union Station

- Historic buildings in Corinne, the intended "junction city" for north/south transportation routes. Though Corinne was quickly supplanted by Ogden and never blossomed as originally planned, it retains a number of nineteenth-century buildings, including the National Register Corinne Methodist Episcopal Church. A comprehensive survey of other buildings in the town is needed.



Methodist Episcopal Church, Corinne
Utah State Historical Society

Utah Community Life Before and After the Railroad, 1850-1890s (combined)

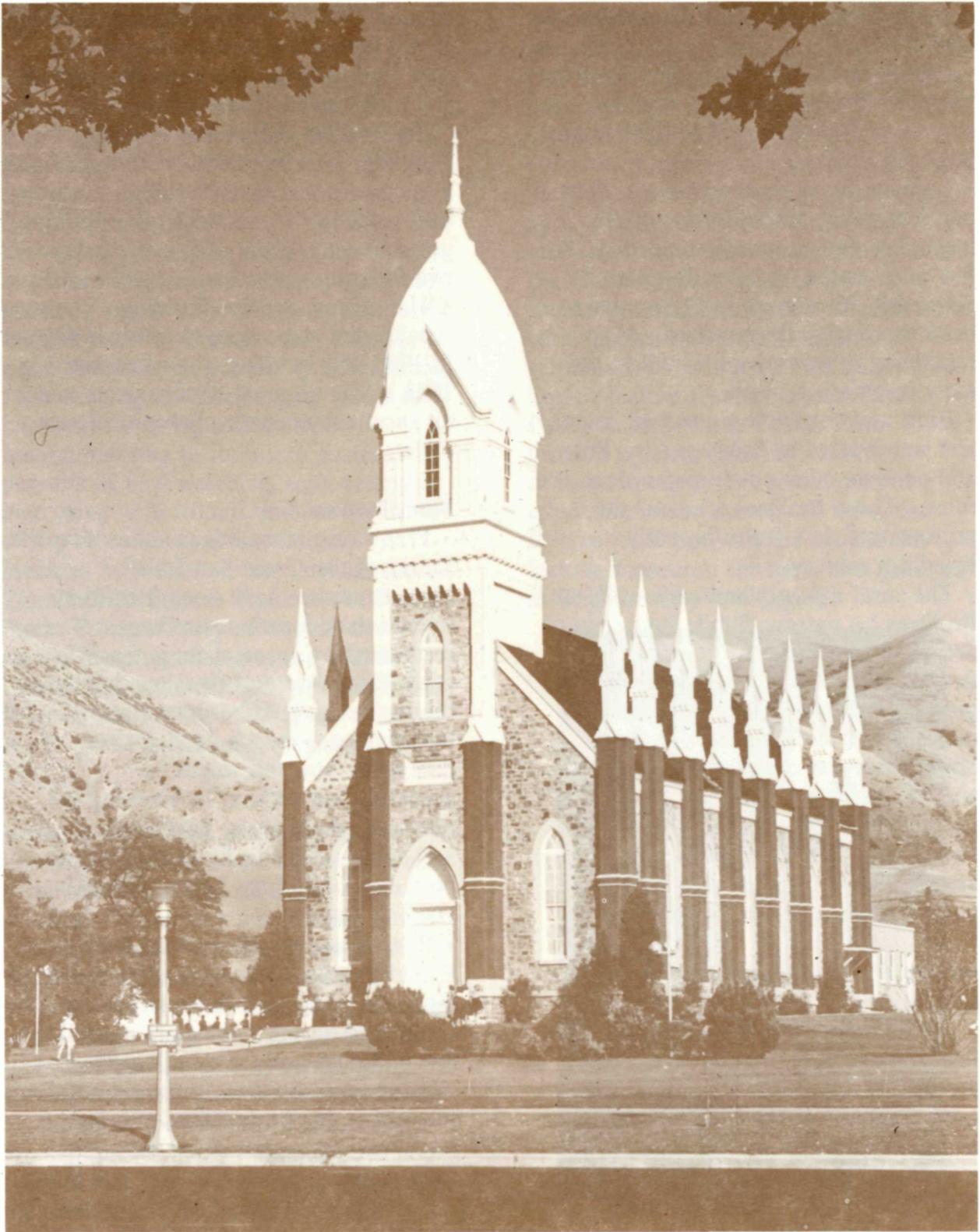
- Residential, institutional, and religious buildings in nearby Mormon towns that document both the "before" and "after" appearance of these communities. Brigham City and Willard are probably the two best examples, with substantial numbers of National Register buildings in each. Willard's are primarily houses (many built of stone), while Brigham City's represent a full range of buildings, including the magnificent Gothic

Revival style Box Elder Stake Tabernacle.

- Private commercial and industrial buildings that document the pervasive and ultimately victorious influence of the American economic system over Mormon cooperative programs.
- ZCMI, United Order, and other Mormon cooperative structures built to reinforce the economic and social goals of the Mormon church in the face of increased "outside" influences. The structures in Brigham City are the best known of this type. Several of them have already been listed in the National Register, including the Planing Mill, which contains much of its original equipment.

Railroad Expansion, 1869-1920s

- The Oregon Shortline Railroad Depot in Brigham City (National Register) and other railroad-related structures near the depot. The north/south line as well as some east/west lines through Brigham City were laid in the 1870s and eventually extended into Montana.
- The 1926 Ogden Union Station, which replaced an earlier depot that burned. Ogden had achieved the full measure of its "junction city" status as the result of north/south lines that passed through it as part of the expansion of railroads in the region.
- Ogden's 25th Street Historic District, which extends approximately three blocks east from the depot. The commercial buildings in this area housed the full range of services and goods for railroad workers and customers. The district developed and grew with the expansion of Ogden's railroad industry.



Brigham City Tabernacle
Utah State Historical Society

Industrial and Agricultural Expansion, 1869-1941

- Ogden Stock Yards. Numerous early twentieth century buildings and structures that were part of this major livestock facility.
- Canning factories, warehouses, flour and feed mills, and other factories located in Ogden near the railroad. A few, such as the National Register Scowcroft Warehouse in Ogden, have been thoroughly documented. Most remaining structures were built in the early twentieth century.
- Fruit and vegetable processing plants and warehouses in Brigham City, Perry, and perhaps other small towns along the route. These facilities are near the railroad and date from the early twentieth century.
- The rural historic landscape of "Utah's Fruitway," a narrow, 9-mile long strip of orchards, farmsteads, and other structures associated with the fruit growing industry. It is between the railroad and the mountains in the Hot Springs-to-Perry area between Ogden and Brigham City. This area has a distinct character that appears to be rooted in a historic past. Further investigation will determine its qualifications as a historic landscape.

Military and Federal Government Influence, 1920-1945

- Ogden Defense Depot. Built in 1941, this depot is the largest quartermaster depot in the United States. Spanning 1,600 acres, it stores military supplies and equipment.
- Bushnell General Hospital in Brigham City. This large complex was built

around 1941 as a major military hospital. It was connected to the railroad by a spur line in 1942, due to the volume of rail traffic needed at the hospital.

- Ogden Post Office and Federal Building. This Neoclassical Style building was constructed in 1903 to house a post office, federal courts, and other federal government offices. It is one the first two federally owned buildings in Utah.
- U.S. Forest Service Building. Established as a regional office in Ogden in 1908, this building was constructed in 1933 as the regional headquarters and is an excellent example of the Art Deco Style.

Miscellaneous Sites

- Prehistoric archeological sites near the shores of the Great Salt Lake. Numerous sites have been identified, though their locations are kept confidential to protect them from vandalism. Some of the sites may lend themselves to public interpretation, though more study is needed to determine how this might be accomplished without threatening the resources themselves. Historic archeological sites also exist within the boundary of Golden Spike National Historic Site.
- Bear River Migratory Bird Refuge. Established in 1928, the first refuge of its kind, the refuge has many structures completed during the historic period. A few buildings and CCC-built dikes and canals were destroyed in the floods along the lake in the early 1980s. Further investigation is needed to determine their status.

Recreation Resources

The Ogden Valley is a favorite year-round recreational area of Wasatch Front residents and visitors alike. Both Box Elder and Weber Counties provide one of the finest recreational menus in the Intermountain West. Due in part to the varied geography and in part to a moderate four-season climate, the area provides ample opportunity to escape the harried pace of modern life. Almost every recreational possibility is available, from exciting and challenging resort and backcountry skiing to technical mountaineering to the more pastoral pursuits of bird watching, sight-seeing or picnicking with friends and family. Some of the more unusual recreational facilities in Weber County include the Thunderbird Bicycle Track at the Fourth Street Pioneer Park, an equine cross-country jumping course at the Weber County Fairgrounds, and para-gliding at Willard Bay. (1992-1993 Weber County Profile [WCP], Chamber Ogden/Weber, 1992.)

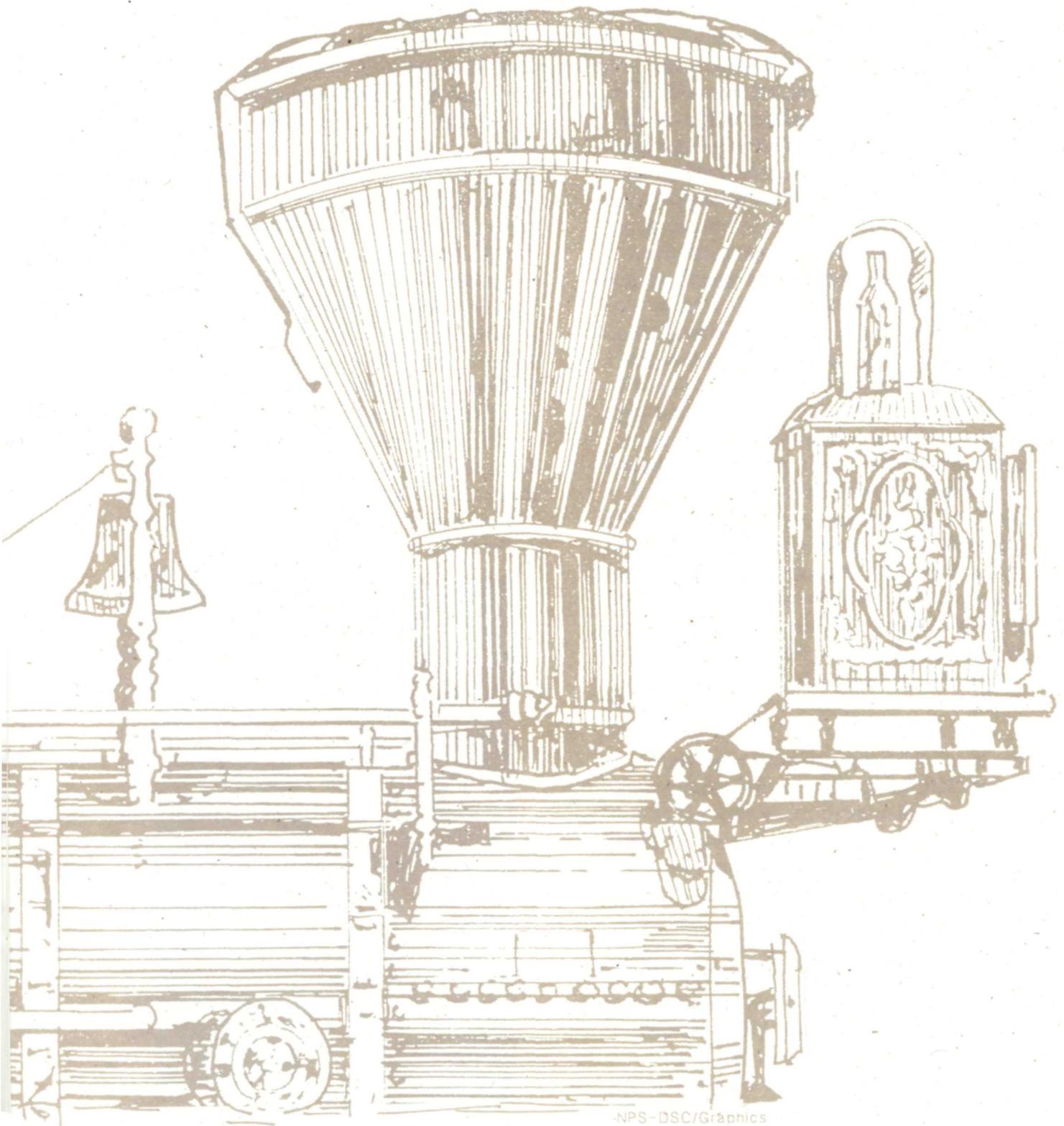
Because of its close proximity to the Great Salt Lake, visitors to the area are within easy access to all of the lake's wonders. Whether it's swimming in the Great Salt Lake--a body of water with salt levels eight times those of the oceans, skiing in the mountains, camping in the area's more than the 33 federal, state, and private campgrounds, or viewing the area from Inspiration Point on the 9,764-foot Willard Peak, visitors are exposed to many forms of recreational activities. Scenic wonders of the surrounding National Forests--

Wasatch-Cache, Caribou, and Sawtooth are within easy driving distance. Willard Bay State Park, a 10,000-acre freshwater impoundment on the floodplain of the Great Salt Lake, is just west of the corridor. Opportunities to view wildlife and the scenic attributes of the Great Salt Lake are provided in the rural section of the corridor from Corinne to the Golden Spike NHS. Fort Buenaventura State Park in Ogden commemorates the first Anglo settlement of the Great Salt Lake. The Ogden Nature Center, Ogden River Parkway, and North Ogden Trout Farm provide opportunities for visitors to combine interests in recreation and education in the ecology of the area. Recreational and cultural attractions include museums, theaters, and galleries in Brigham City and Ogden.



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Management Alternatives



NPS-DSC/Graphics

☞ GREAT EVENT ☞ GREAT EVENT ☞ GREAT EVENT ☞

A management framework is necessary to coordinate efforts of corridor partners and provide a forum where different interests can express their views. Four management alternatives are evaluated in this section. Several possibilities exist for a framework that helps fulfill the goals of (1) allowing communities to control their own destinies by incorporating their visions of the use and protection of resources and the pursuit of economic opportunities; and (2) retaining and enhancing those quality-of-life places that can survive economically, grow, and change, while keeping their unique sense of place. Each alternative has a role for both private and public interests, whether they be individual citizens, organizations, or government entities.

Potential roles for partners include ownership, jurisdiction/authority, management of resources, fund-raising, and responsibility for developing plans that impact the corridor. This analysis defines management framework options. In a 1992 "Partnership in Parks" paper, the NPS Director of Planning and Development suggested that any management framework must accomplish the following:

- Protect important corridor resources through local stewardship;
- Facilitate an effective regional partnership;
- Interpret the themes of the corridor;
- Balance resource protection with economic growth; and
- Enhance the quality of life in corridor communities.

Any management organization should have the authority necessary to achieve legislated objectives, including:

- hire staff;
- meet at least quarterly;
- contract for experts and consultants;
- accept personnel detailed from state and federal agencies on a reimbursable basis;
- hold hearings;
- use federally appropriated funds;
- accept donations;
- acquire real property by gift, with funds designated for that purpose, or from a willing seller; transfer any lands to a public/private land-managing agency for public purposes;
- plan or modify a plan;
- enter into cooperative agreements to carry out a plan;
- implement a plan;
- make loans and grants to protect resources on a matching basis; and
- assist in the preparation of grant applications to other federal and non-federal sources.

Alternative 1 - No Action

No action means that no attempt would be made to construct the rail link or to consolidate interest for a unified Golden Spike Corridor. Local initiatives would continue to recognize, protect, and develop community resources.

Advantages and Disadvantages. Natural resources, such as wetland and wildlife values would probably not be decreased because of the efforts of agencies like the Utah State Department of Natural Resources, the U.S. Bureau of Land Management, and the U.S. Fish and Wildlife Service and their management roles on lands surrounding the corridor. Without a unifying theme, however, there would be no common vision or coordinated effort to realize it. Values associated with natural, cultural, and recreational resources probably would diminish in the corridor. With no focus on the aspects of recreational tourism, recreational opportunities for quality-of-life experiences would remain unchanged.

Each community's individual potential for natural, cultural, and recreational resource conservation and economic enhancement might not be realized, although Golden Spike National Historic Site would remain protected. Most of all, the collective potential of all of the communities would not be realized. The loss of natural, cultural, and recreational resource values could result in a decline of community quality of life. Lastly, this alternative would provide no additional

mechanism for resource recognition and protection.

No additional federal expenditures would be required with the no-action alternative. This could be considered an advantage.

Alternative 2 - Non-Profit Foundation

This alternative would rely on communities themselves and their respective public and private interests to establish a regional framework and implement the corridor vision. Resource protection, management, and economic enhancement activities would occur through local action. A regional authority would be responsible for coordination of planning and providing the vehicle for a unified marketing effort and fund-raising activity.

This alternative would be a partnership with a majority of private sector participation--for profit and non-profit interests--in concert and in cooperation with public sector organizations. In this alternative, the framework for partnership would be forged with the leading elements coming from the private sector. Private, non-profit organizations such as the National Trust for Historic Preservation could be used for both staff assistance and fund-raising. Cooperation and guidance on land uses for units affected under the jurisdiction of the public sector agencies, such as the National Park Service and the Bureau of Land Management would also be provided. The framework for partnership administration, operation,

and maintenance of the excursion tourist railroad business and major fund-raising responsibilities would be the private sector's.

Public sector organizations providing guidance on conservation ethics and management within their own units of jurisdiction would be affiliated with the formal organizational structure. A non-profit foundation would be formed that assumes the responsibility of coordination. The organization would be responsible for the identification of corporate sponsors, fund-raising activities, multi-jurisdictional funding requests, and assistance to other groups. The organization would also provide a framework for the various, now factionalized, local planning organizations to coordinate policies for conservation, preservation, and economic development.

Advantages and Disadvantages. This alternative would minimize state or federal influence while creating a regional identity that could formalize the relationship between communities working toward common goals. The energy and momentum of the effort that it would take to make the vision a reality would be created by the private sector and its alliance of non-profit and for-profit organizations. This alternative would require that the non-profit foundation be well funded and able to obtain the necessary staff expertise to balance preservation of heritage resources with wise and tasteful economic development. This would be accomplished either by efforts of the

organization's own staff or through cooperative arrangements with public sector organizations.

If these requirements were met, the biggest advantage for this type of partnership framework would be speed of implementation and ability to tap the creative energies of both the local community and private entrepreneurs. The two counties, Box Elder and Weber, as well as the city of Ogden and Brigham City have worked well together in the past. Counties and cities, however, traditionally view each other as competitors for the ever smaller piece of public sector funding available for economic development. This framework would forge a united effort in a short time with most of the fund-raising efforts being left to the private sector through creative financing, marketing ideas, and corporate sponsorships. It allows for the combination of non-profit, for-profit, and public-sector funds to work in areas where each does its job best and each has the ability to succeed. The organization acting as a regional coordinating body could also improve the consistency of natural resource planning--conservation and preservation--throughout the participating jurisdictions. However, individual natural resource unit planning would continue to be done by public units responsible for their respective areas of land.

The communities and counties have their own zoning and local preservation ordinances. Faced with development pressures that a project of this magnitude might create, the organization

could be used to highlight the importance of many local preservation initiatives and protection efforts for historical structures, archeological sites, and cultural landscapes.

The biggest disadvantage of this type of partnership framework is in its ability to sustain efforts over the long haul. While this may not be significant in the beginning, it would be an obstacle over the long term. The lack of state or federal designation would also be a disadvantage for this approach, however this could easily be overcome via cooperative arrangements between the public sector and the non-profit foundation. The ease of formation and affiliation with the nationally significant resources described in this document *would not* preclude the eventual assimilation of this type of organization into a state initiative or a heritage corridor, should legislation be passed.

While this approach may not be able to sustain efforts over the long haul, its use in the early stages of developing a framework for partnership could be critical to the project's success. The primary obstacle for this project is the question of funding. A private-sector lead is viewed as the best way to overcome this obstacle.

Initial seed funding for this foundation would come from the local communities. Federal expense associated with this option would include increased expenses for operations within the Golden Spike National Historic Site of \$252,000. This would be more than offset by the

\$296,000 expected to be generated by entrance fees from railroad operations. Federal participation in foundation interests could involve staff time associated with providing guidance and technical assistance related to planning, resource management, and interpretation. Funds for technical expertise could be arranged with the non-profit foundation. These funds would be in addition to costs required to build, operate, and maintain the excursion tourist railroad, which are outlined in the "Costs" section of this document. The approximate cost, with the possible assignment of development within Golden Spike NHS to the NPS, would be \$4,750,000. This does not mean that through creative financing, corporate sponsorships, and marketing strategies, private funds could not be used to enhance park resources. These are shown as a cost to the railroad operator in the previous section and probably would not require federal funding. As indicated in the previous section, the railroad operation would be profitable including the complete financing of development, rolling stock, and staff.

Alternative 3 - A State Initiative

State legislation could create a heritage commission or other mechanism to coordinate the management of the Golden Spike Rails Corridor. A commission could consist of representatives from each corridor community, appropriate local, state, and federal agencies, and the private sector. In this scenario, the NPS could be offered a seat on the commission.

This alternative would be a partnership with a majority of public sector participation in concert and in cooperation with private sector organizations. In this alternative, the framework for partnership would be forged with the leading elements coming from the public state sector. The framework for partnership administration and major fund-raising responsibilities would be the public sector's, with private sector participation in operation and maintenance of the excursion tourist railroad.

Advantages and Disadvantages. State designation would give high visibility to the corridor at the state level. State leadership would bring experience and expertise in managing the complex regional resources. A state commission might be able to overcome obstacles to intergovernmental cooperation through incentives and staff mediation. Professional support staff assigned to the commission would be required for technical assistance and to obtain the necessary funding through state and federal programs. Federal programs

such as Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and the Land and Water Conservation Fund, are being administered on a state level, and state enabling legislation for the commission could direct state administrators to provide assistance.

The greatest advantage of a partnership framework led by the public sector would be in its ability to sustain efforts over the long haul. A state initiative could have a positive effect on natural and cultural resources. Communities may benefit from the increased state's role in linking its recreation resources to the rail corridor and in expanding and linking local recreation facilities. However, a formal state designation, if not sensitive to local community visions, could invoke more stringent criteria on permit requests and grant proposals. This might eventually fracture the fragile local partnership framework that has already emerged during this study process. Organizations within state government often compete in much the same way communities compete for limited state funds. The strength of state government organizations, such as the State Historic Preservation Office, the Department of Natural Resources--Division of Wildlife and the Division of Parks, is in their professional staffs. Organizations, such as the Utah Department of Transportation, may play a larger role because of administrative linkages to ISTEA programs. The Division of Economic Development and the Utah Travel Council would be more likely to promote the corridor regionally

and nationally. Non-profit organizations such as the National Trust for Historic Preservation could be used to assist in fund-raising efforts.

The ability of the state government to increase its role in this new program would be hampered by the general lack of state funds. Support for new state programs may not be adequate to implement the plans of the corridor communities. Increased state government presence might not be necessary or desired by local communities where state goals may conflict with the visions of local communities. Conflicts such as these could reduce the overall coordination within the corridor.

State initiatives for heritage preservation are working in other states: Pennsylvania and New York, for example. The state of Utah has budgetary constraints as do most other states. Because of the expense associated with this project, fund-raising efforts would be key to the project's successful implementation. It is unlikely that money for implementation could come solely from state funds or be raised by a public sector state lead.

Federal expense associated with this option would include \$252,000 of increased expenses for operations within the Golden Spike National Historic Site. This would be more than offset by the \$296,000 expected to be generated by additional visitation, and which would be directly available to the park. Federal participation would involve staff time

associated with providing guidance and technical assistance related to planning, resource management, and interpretation for the commission, at a cost. These funds would be in addition to costs required to build, operate, and maintain the excursion tourist railroad, which are outlined in the "Costs" section of this document. The approximate cost, with the possible assignment for development within Golden Spike NHS to the NPS, would be \$4,750,000.

Alternative 4 - A National Heritage Corridor

Federal legislation could designate the Golden Spike Rails National Heritage Corridor. Enabling legislation would establish a federal commission, outlining commission composition, staffing, powers, authorities, and duties. Provisions defining the roles of the Department of the Interior and other federal entities, and authorizing appropriations to be matched by local funds would be included. The commission would have a life of 10 to 15 years.

This alternative would be a partnership with a majority of public sector participation (federal, state, and local government) in concert and in cooperation with private sector organizations (corporations and local citizens). The framework for partnership administration and major fund-raising responsibilities would be the public federal sector's, with private sector participation in operation and

maintenance of the excursion tourist railroad.

A mix of federal, state, and local government, and private sector representatives would make up the commission, and would create a distinct partnership designed to share the responsibilities of both protecting and properly developing important resources in an economically sound manner. Commission responsibility, other than determining the private sector mechanisms for running the railroad, would include planning for both recreational and regional economic development. The commission would create the forum for resource users, landowners, the tourist industry, and communities to work together to identify, protect, and appropriately develop corridor resources. Non-profit organizations such as the National Trust for Historic Preservation using ideas like the "Main Street Program" could also be used to assist in fund-raising efforts.

Advantages and Disadvantages. Golden Spike NHS represents a nationally significant resource. Additional federal designation of a national heritage corridor from Ogden to Golden Spike NHS would result in further national recognition of the area's importance. A federal commission would help focus regional attention on the historic resources and their preservation, recreation, and tourism/economic development. The commission goals would also be designed to allow communities to control their own destinies by incorporating their visions of

the use and protection of resources and their pursuit of economic opportunities. The commission would provide an oversight non-management function. Thus the commission would provide a forum where federal, state, and local communities could share their combined visions on issues relating to the natural, cultural, and recreational environment and resolve differences. Technical assistance from the NPS would be available to landowners and private organizations interested in managing resources on private lands. The commission would become an information clearinghouse, coordinating efforts that would increase public awareness and stewardship of local resources. Lastly, the commission could act as a catalyst, stimulating long-term cooperation between public agencies and the private sector and spurring tasteful development.

The greatest advantage of a partnership framework led by the public sector would be in its ability to sustain efforts over the long haul and the commitment it gains from local citizens and local government in working toward a shared goal. Federal commissions with a small professional staff have proven successful in protecting and managing large complex resources where professional staff needs to be supplied over a long period of time. By having leadership at the federal level, commissions are able to build broad geographic support. In the past, commissions have evolved into institutions as a result of their successful implementation of planning efforts.

Average time to get a public/private partnership designation in the public sector, whether it be from a state or federally sponsored initiative, is between two and three years. This is a disadvantage in the short term as momentum and support may fade during a protracted legislative effort.

A federal commission requires operating funds. Establishment of a national heritage corridor can allow for federal funding to operate the commission. The three existing NHCs have been funded at \$250,000 to \$350,000 per year. Funding for the NHC would involve staff time associated with providing guidance and technical assistance related to planning, resource management, and interpretation for the commission. If, in addition to the NHC, a tourist rail link is developed, NPS participation could require additional funding to build, operate, and maintain the excursion tourist railroad inside the park. Under this alternative increased costs associated with the rail link include a reoccurring NPS operating cost of approximately \$252,000, \$100,000 for planning, and possibly \$4,750,000 for development. Operating costs would be offset by park entrance fees. Development costs in Golden Spike NHS include funds for track/rail facilities, site work, a maintenance facility, water tanks, and rest room modifications.



**Assessment
of the Area's
National
Significance and
Qualification as a
Heritage Corridor**

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National Heritage Corridors (NHC) are considered "affiliated areas" of the National Park System. Only three national heritage corridors have been established. These areas are neither federally owned nor directly administered by the National Park Service, but use NPS assistance. All draw on technical or financial aid from the National Park Service.

All NHCs have in common the intent of integrating preservation and use through planned development that would enhance the area's local or regional economy. Another feature in all heritage corridors is an emphasis on the development of cooperative planning between various levels of governments and government agencies and the private sector. Private sector involvement in all aspects of NHCs is crucial. The federal government, through the National Park Service, is a partner in these projects.

Each of the heritage corridors has established commissions to guide planning, provide public forums, accept donations (of land, money, etc.) and in general, provide a focus for the projects. Each has been established for a five-year or ten-year period. The commission may be extended for an additional five years. Funding (ranging from \$250,000 to \$350,000) has been provided through the NPS budget each fiscal year for the operation of each commission.

For existing heritage corridors, membership on the commission is composed primarily of individuals nominated by the governor of the state

and appointed by the Secretary of the Interior, who represent interests in the following categories: state and local governments, business and industry, history, archeology, historic preservation, recreation, and conservation, and the appropriate county boards or planning agencies. A representative of the National Park Service serves as a member of the commission. The commissions that have been established have been composed of nineteen to twenty-one members.

National Heritage Corridors must contain nationally significant resources. The analysis for the corridor between Ogden, Utah, and Golden Spike NHS is provided below.

Evaluation of National Significance

Integrity. The Golden Spike Rails Corridor consists of several key components, most of which retain their integrity. The overall setting of the 40-mile corridor has not changed dramatically since the 1940s, which marks the end of the corridor's period of significance. (The period of significance extends from the completion of the transcontinental railroad in 1869 to World War II.) The railroad begins in the urban commercial and industrial section of Ogden, passes north through sparsely settled farmland between the Great Salt Lake and the Wasatch Mountains, intersects a few small towns along the way, then traverses west through open farm and rangeland to Promontory. Changes over the past 50 years include the demolition or

alteration of a number of historic structures and new construction in some areas, most notably the freeway between Ogden and Brigham City and the urban growth around Ogden. Overall, however, the corridor has much the same appearance and character it did during the historic period.

The four principal cities along the route--Corinne, Brigham City, Willard, and Ogden--have retained their historic scale and character, and, with the possible exception of Corinne, they have significant numbers of extant historic buildings. Ogden and Willard each have National Register historic districts, and Brigham City has numerous individually listed National Register buildings, including its railroad depot, which are closely associated with the significant themes outlined in this report. Ogden also has a substantial number of railroad-related industrial buildings that have not yet been documented for National Register designation. Corinne has only a few *known* historic buildings, though it has not yet been intensively surveyed.

The railroad grade itself, which serves as the backbone of the corridor, also retains its integrity, though it has been altered or destroyed in places, especially the southern half of its length. This southern segment, which extends from Corinne to Ogden, is an active railroad that closely follows the historic Utah Northern Railroad line. The extent of historic features remaining on it (culverts, bridges, etc.) is not fully known at this time. The original

transcontinental railroad grade, abandoned in 1942, roughly parallels the active line, but freeway construction and other development have obscured it in many places south of Brigham City. The northern segment of the grade, from Corinne to Promontory, is largely intact. Like the 90-mile segment that extends west of Promontory (National Register, 1988), this segment too has had the rails and ties removed as part of the war effort in the early 1940s.

Significance. National significance of the corridor is based on four points. First, the corridor includes the Golden Spike National Historic Site, which celebrates the completion of the nation's first transcontinental railroad.

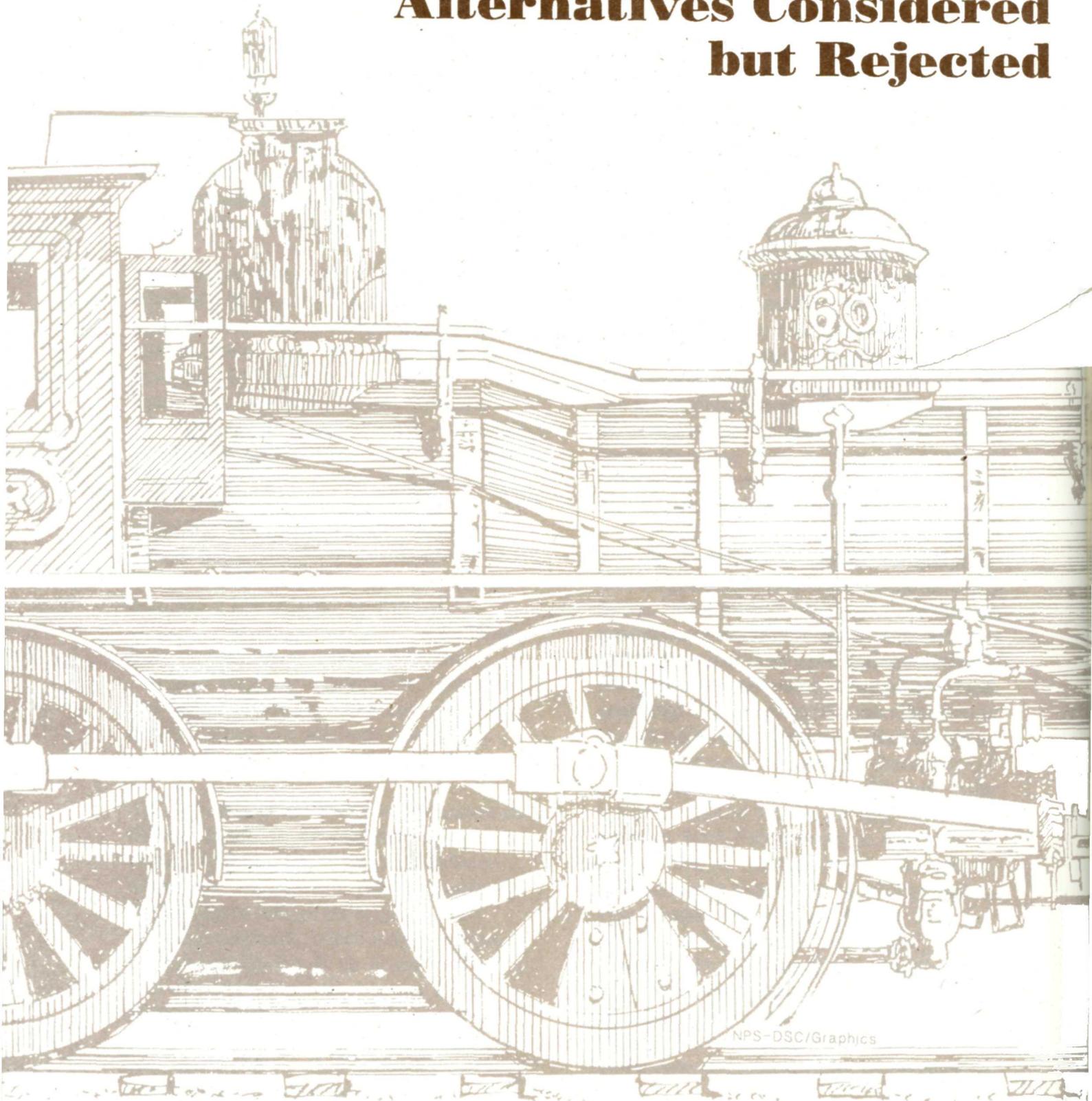
Second, it contains the segment of that railroad that best illustrates both the fierce, laissez-faire competition and government-imposed compromises characteristic of this epic endeavor. The competitive nature of the two railroads is explicitly illustrated by the parallel grades within the corridor. The entire 40-mile segment 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.

Third, the corridor 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 all of 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).

Fourth, the Mormon experience with the railroad 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. Their experience also reflects the homogenizing and Americanizing influence the railroad had on isolated western settlements that were suddenly linked to the outside world.

Alternatives Considered but Rejected



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Several alternatives were considered and rejected. They were not evaluated in detail. A brief description of each alternative is provided below along with rationale for dismissing it from further consideration.

Expansion of Golden Spike NHS Boundary

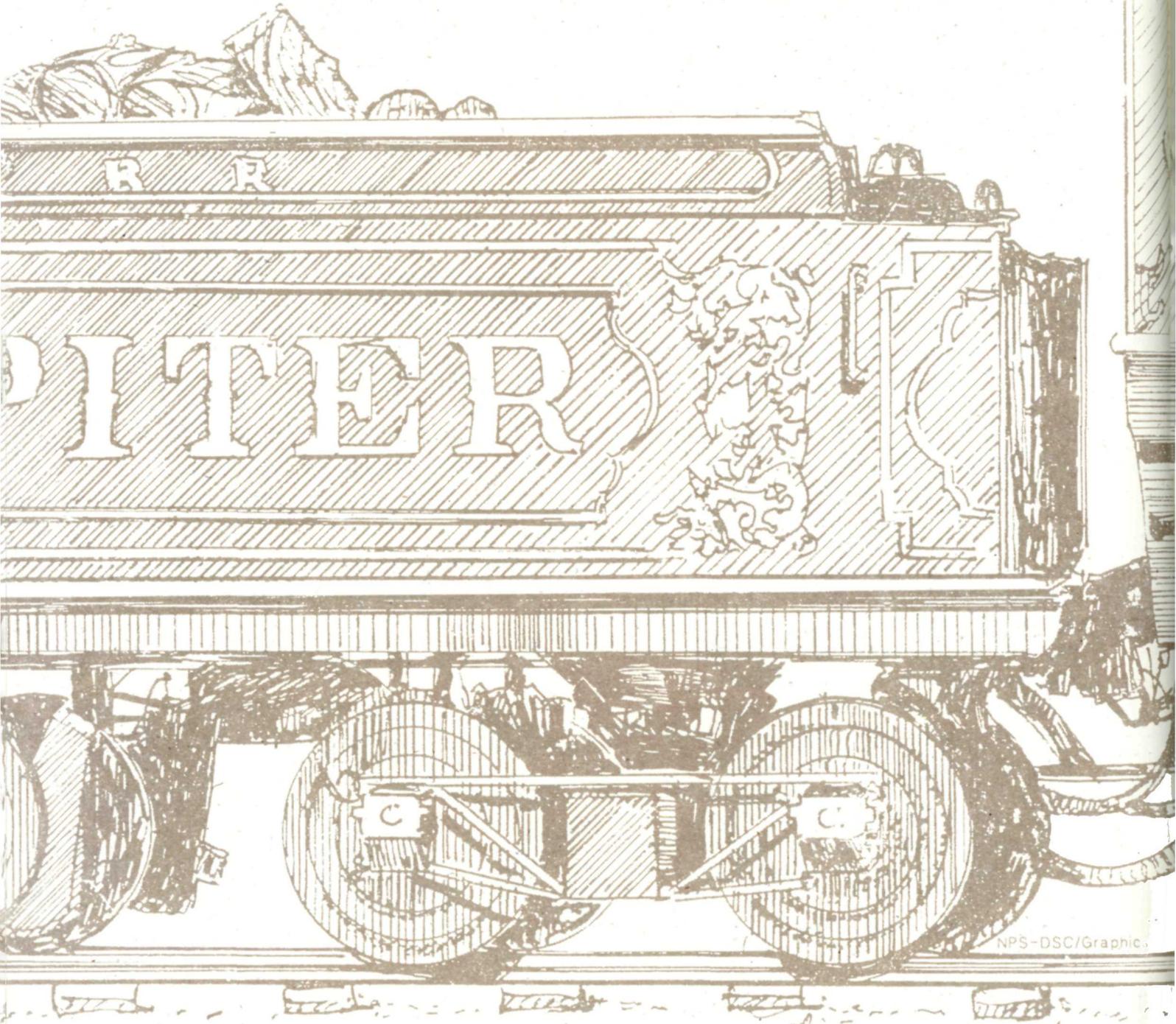
An alternative to expand the boundary of Golden Spike NHS to include all lands along a narrow 400-foot strip between the boundary of the historic site and Ogden was examined. A GMP amendment would be required to fully evaluate this alternative. A preliminary assessment was made as part of this study. This alternative was rejected because the added lands were not considered to be feasible to administer considering size, configuration, ownership, and costs. The 53-plus mile corridor has a disjointed ownership pattern, business interests, and an existing operating railroad. The protection measures that would be required and necessary to protect the new park boundary were deemed infeasible because of the new narrow boundary configuration that would have been required. In addition, it was concluded that the alternatives included in this document were adequate for management and resource protection both within and outside of the park.

Commuter Rail Link/Thiokol and Ogden

Several participants suggested the possibility of a link with Thiokol for both

passenger and freight service. Thiokol officials were contacted during the course of the study and expressed no interest in pursuing this idea. This was subsequently dropped from further study.

Public Involvement/ List of Preparers/ Task Force Members and Participants/Bibliography



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Public Involvement

Over the course of the study, the public was invited to participate in sharing their visions of the future and in determining what tourist rail operations would look like. The study was initiated with a mailing of a study informational brochure to over 1,000 persons and organizations previously identified as possibly having an interest in the project. The comment period opened on August 15 and closed on October 15. The study brochure identified the general corridor, its resources, and included a mailback comment section. One hundred and twenty-three responses to this mailing were received. Of those respondents, 89 were excited about the prospects of the rail link. Major thoughts from the respondents included the ideas of encouraging economic development of the area (23) and highlight its historical importance (18). Some were concerned over costs (14), while others thought AMTRAK should play a major role in the project (10). There was also a strong interest in riding a steam train.

Two public workshops, one in Brigham City--September 29, 1993, and one in Ogden--September 30, 1993, were held to solicit input on the rails feasibility study and examine visions of the public consistent with the goals of the study. The following is a brief synthesis of the input received at the two workshops. The results were later combined with the dynamics of the resources to develop both the feasibility analysis of constructing the tourist rail link and management alternatives.

Participants generally wanted

- a journey to 1869 and the driving of the golden spike
- daily reenactments
- a theme supporting development associated with story lines
- family, kids, grandchildren's experience
- a great ride and a taste of history
- fun, food, stories of later rail opportunities for associated heritage resources along the way (from Ogden to Corinne)
- fun, food, open air, stories, reenactments of the way it was (from Corinne to Golden Spike)
- an appreciation of the efforts of our forefathers, construction, stories regarding the importance of rail transportation, hands-on experience of the Great Event of 1869.

Participants generally wanted to see the train operate with

- daily trips, convenient schedules, and special excursions
- storytelling by persons wearing period costumes, reenactments of historic events, and stops along the way
- fun and food on and off the train route
- rest rooms and other human comforts
- connection to other areas and uses
- a link to local and national heritage (from Ogden to Corinne)
- a fun-filled/seasonal, open-air ride (from Corinne to Golden Spike)
- historic and period dress/event-driven (at Golden Spike).

Participants wanted development that provided for

- people comforts--food and rest rooms
- a unifying theme
- an interface with the train and developments along the route
- maintenance of a sense of history (from Ogden to Corinne)
- enjoyment of scenery/open-air/supporting development--experience of the way it was (from Corinne to Golden Spike)
- historic 1869 (at Golden Spike).

In addition, the following federal, state, and local government organizations and private interests were contacted during the course of the study to solicit their input.

Federal Government

Department of Agriculture
U.S. Forest Service
Department of Defense
Hill Air Force Base
Department of Interior
Bureau of Land Management
National Park Service
Southwestern Pennsylvania Heritage
Preservation Commission
U.S. Fish and Wildlife Service
Smithsonian Institute
National Museum of American History
U.S. Army Corps of Engineers

Utah State Agencies

Department of Community and Economic
Development
Utah Travel Council
Division of State History
State Historic Preservation Office
Department of Natural Resources
Division of Parks and Recreation
Division of Wildlife Resources
Department of Transportation

Counties

Box Elder County
Weber County

Municipalities

City of Brigham City
City of Ogden

Business and Industry Groups

AmCor
American Association of Railroads
AMTRAK
Burlington Northern Railroad
Castleberry Railroad Maintenance and
Construction
Chevron Pipeline Company
Delta Airlines
Downtown Ogden, Inc.
Ewing Company
Knudson Construction
MH Cook Company
Midwest Railroad
Northwestern Rail Services
Parson Construction
Rupp Trucking and Excavation
Southern Pacific Railroad
Thiokol, Inc.
Union Pacific Railroad
United Rail Services
Western Rail Road Builders
W.R. White
Excursion Railroad Companies (interviewed and
listed in the study)

Non-Profit Organizations

National Trust for Historic Preservation
Ogden Parkway Partnerships
Utah Heritage Foundation

Tourism

Box Elder County Economic Development
The Convention and Visitors Bureau, Ogden
County Visitor Bureau, Ogden

Educational Institutions

Stanford University
Standford Museum of Art
Weber State University

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Max Evans, Utah State Historic Preservation Officer
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Teddy Griffith, Former Ogden Union Station Manager
Bob Geier, Ogden Union Station Manager
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Bruce Heard, Director, Special Projects, Public Affairs Dept., AMTRAK
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Bill Jasper, Products Systems Team Leader, Chevron Pipeline Company
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Jack McDonald, Manager Forest Service, Ogden, Member--National Railway and Locomotive Historical Society
Glenn J. Mecham, Mayor of Ogden City
Ken Miller, Ogden City Community Services Director
Spencer Stokes, Weber County Commissioner
Correy Wood, Office of Senator Bennett
Bob Valentine, Box Elder County Economic Development
William L. Withuhn, Curator of Transportation and Special Assistant of Corporate Liaison, National Museum of American History, Smithsonian Institute

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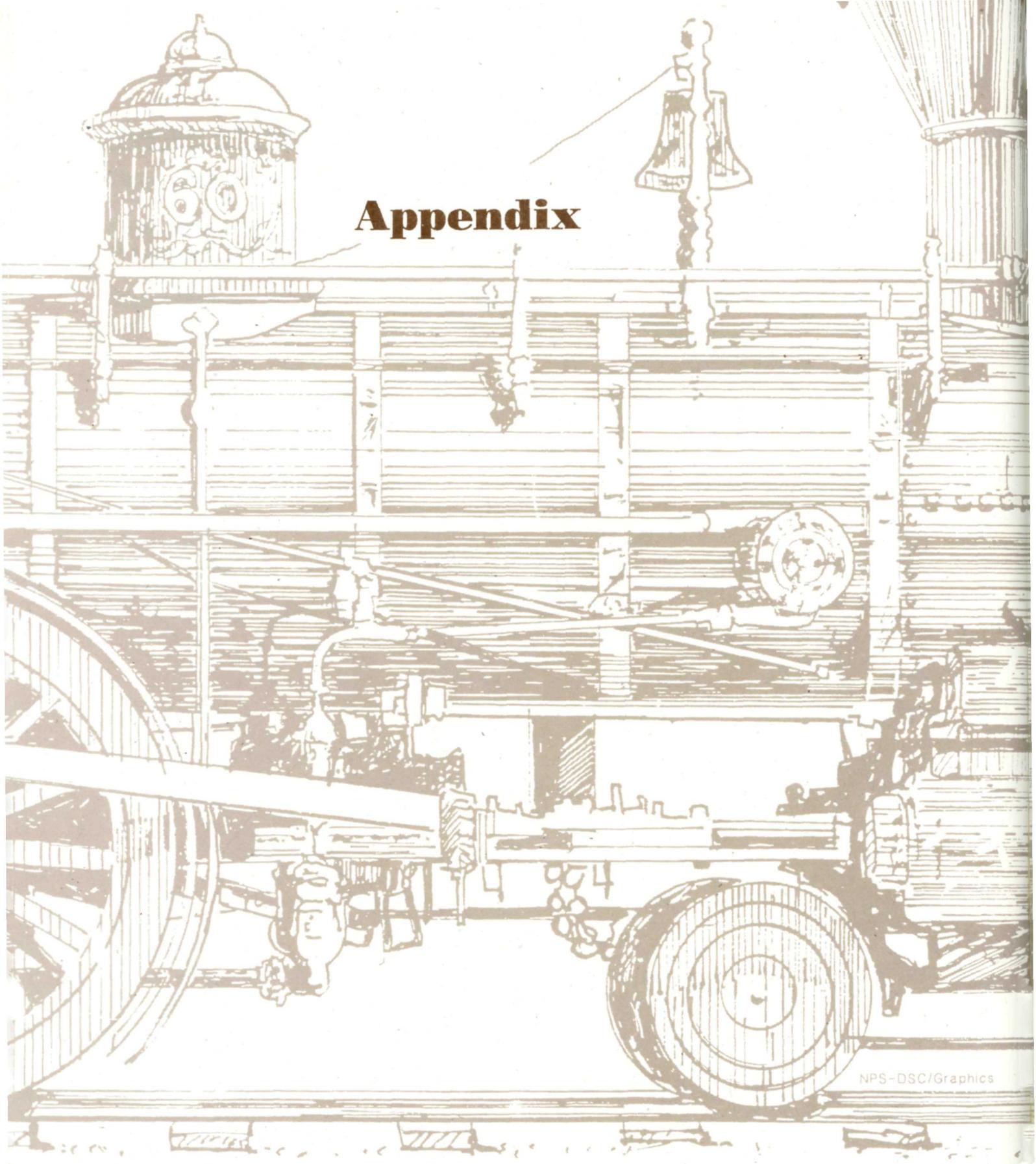
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Appendix



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12. Golden Spike

An Act to authorize the Secretary of the Interior to acquire lands for, and to develop, operate, and maintain, the Golden Spike National Historic Site. (79 Stat. 426)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior shall acquire on behalf of the United States by gift, purchase, condemnation, or otherwise, such lands and interest in land, together with any improvements thereon, as the Secretary may deem necessary for the purpose of establishing a national historic site commemorating the completion of the first transcontinental railroad across the United States on the site described on a map entitled "Proposed Golden Spike National Historic Site, Utah", prepared by the National Park Service, Southwest Region, dated February 1965. In exercising his authority to acquire property by exchange, the Secretary may accept title to any non-Federal property within the area depicted on such drawing, and in exchange therefor he may convey to the grantor of such property any federally owned property in the State of Utah under his jurisdiction which he classifies as suitable for exchange or other disposal. The properties so exchanged shall be of approximately equal value, but the Secretary may accept cash from, or pay cash to, the grantor in order to equalize the values of the properties exchanged.

SEC. 2. (a) The property acquired under the provisions of the first section of this Act shall be designated as the "Golden Spike National Historic Site" and shall be set aside as a public national memorial. The National Park Service, under the direction of the Secretary of the Interior, shall administer, protect, and develop such historic site, subject to the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 525), as amended and supplemented, and the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes", approved August 21, 1935 (49 Stat. 666), as amended.

(b) In order to provide for the proper development and maintenance of such national historic site, the Secretary of the Interior is authorized to construct and maintain therein such markers, buildings, and other improvements, and such facilities for the care and accommodation of visitors, as he may deem necessary.

SEC. 3. There are hereby authorized to be appropriated such sums, but not more than \$1,168,000, as may be necessary for the acquisition of land and interests in land and for the development of the Golden Spike National Historic Site pursuant to this Act.

Approved July 30, 1965.

Legislative History

House Report No. 569 accompanying H.R. 6280 (Committee on Interior and Insular Affairs).

Senate Report No. 329 (Committee on Interior and Insular Affairs).

Congressional Record, Vol. 111 (1965):

June 16: Considered and passed Senate.

July 12: Considered and passed House, amended, in lieu of H.R. 6280.

July 21: Senate concurred in House amendment.

Public Law 94-578
94th Congress

An Act

Oct. 21, 1976
[H.R. 13713]

To provide for increases in appropriation ceilings and boundary changes in certain units of the National Park System, and for other purposes.

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

National Park
System.
Appropriation
ceilings increase;
boundary
changes.

TITLE I—ACQUISITION CEILING INCREASES

SEC. 101. The limitations on appropriations for the acquisition of lands and interests therein within units of the National Park System contained in the following Acts are amended as follows:

- 16 USC 272f. (1) Arches National Park, Utah: section 7 of the Act of November 12, 1971 (85 Stat. 422), is amended by changing "\$125,000" to "\$275,000";
- 16 USC 459f-10. (2) Assateague Island National Seashore, Maryland and Virginia: section 11 of the Act of September 21, 1965 (79 Stat. 824), as amended (16 U.S.C. 459f), is further amended by changing "\$21,050,000" to "\$22,400,000";
- 16 USC 460m-14. (3) Buffalo National River, Arkansas: section 7 of the Act of March 1, 1972 (86 Stat. 44), is amended by changing "\$16,115,000" to "\$30,071,500";
- 16 USC 273f. (4) Capitol Reef National Park, Utah: section 7 of the Act of December 18, 1971 (85 Stat. 739), is amended by changing "\$423,000" to "\$2,173,000";
- 16 USC 459e-9. (5) Fire Island National Seashore, New York: section 10 of the Act of September 11, 1964 (78 Stat. 928), is amended by changing "\$16,000,000" to "\$18,000,000";
- 16 USC 459h-10. (6) Gulf Islands National Seashore, Florida and Mississippi: section 11 of the Act of January 8, 1971 (84 Stat. 1967), is amended by changing "\$3,462,000" to "\$22,162,000";
- 16 USC 461 note. (7) Lincoln Home National Historic Site, Illinois: section 3 of the Act of August 18, 1971 (85 Stat. 347), is amended by changing "\$2,003,000" to "\$3,059,000";
- 16 USC 111e. (8) Mesa Verde National Park, Colorado: section 3 of the Act of December 23, 1963 (77 Stat. 473), is amended by changing "\$125,000" to "\$193,233";
- 16 USC 90d-5. (9) North Cascades National Park and Lake Chelan National Recreation Area, Washington: section 506 of the Act of October 2, 1968 (82 Stat. 926), is amended by changing "\$3,500,000" to "\$4,500,000";
- 16 USC 461 note. (10) Saint-Gaudens National Historic Site, New Hampshire: section 6 of the Act of August 31, 1964 (78 Stat. 749), is amended by adding a new sentence as follows: "For the acquisition of lands or interest therein, there is authorized to be appropriated not to exceed \$80,000.";
- 16 USC 271g. (11) Scotts Bluff National Monument, Nebraska: section 3 of the Act of June 30, 1961 (75 Stat. 148), is amended by changing "\$15,000" to "\$145,000";
- (12) Canyonlands National Park, Utah: section 8 of the Act of September 12, 1964 (78 Stat. 934) as amended (85 Stat. 421) is further amended by changing "\$16,000" to "\$104,500"; and

(13) Padre Island National Seashore, Texas: section 8 of the Act of September 28, 1962 (76 Stat. 650) is amended by changing "\$5,000,000" to "\$5,350,000". 16 USC 459d-7.

TITLE II—DEVELOPMENT CEILING INCREASES

SEC. 201. The limitations on appropriations for development of units of the National Park System contained in the following Acts are amended as follows:

(1) Andrew Johnson National Historic Site, Tennessee: section 3 of the Act of December 11, 1963 (77 Stat. 850), is amended by changing "\$66,000" to "\$266,000"; 16 USC 461 note.

(2) Arkansas Post National Memorial, Arkansas: section 8 of the Act of July 6, 1960 (74 Stat. 834), as amended (80 Stat. 339), is further amended by changing "\$550,000" to "\$2,750,000"; 16 USC 431 note.

(3) Chamizal National Memorial, Texas: section 5 of the Act of June 30, 1966 (80 Stat. 232), is amended by changing "\$2,060,000" to "\$5,063,000"; 16 USC 431 note.

(4) Fort Larned National Historic Site, Kansas: section 8 of the Act of August 31, 1964 (78 Stat. 748), is amended by changing "\$1,273,000" to "\$4,273,000"; 16 USC 461 note.

(5) Golden Spike National Historic Site, Utah: section 8 of the Act of July 30, 1965 (79 Stat. 426), is amended by changing "\$1,168,000" to "\$5,422,000"; 16 USC 461 note.

(6) Jefferson National Expansion Memorial National Historic Site, Missouri: section 4 of the Act of May 17, 1954 (68 Stat. 98), as amended (16 U.S.C. 450jj), is further amended by changing "\$23,250,000" to "\$32,750,000"; 16 USC 450jj note.

(7) Saint Gaudens National Historic Site, New Hampshire: section 6 of the Act of August 31, 1964 (78 Stat. 749), is amended by changing "\$210,000" to "\$2,677,000"; 16 USC 461 note.

(8) Vicksburg National Military Park, Mississippi: section 8 of the Act of June 4, 1963 (77 Stat. 55), is amended by changing "\$2,050,000" to "\$3,850,000"; 16 USC 430b-5.

(9) Channel Islands National Monument, California: paragraph (1) of section 201 of the Act of October 26, 1974 (88 Stat. 1445, 1446), is amended by changing "\$2,936,000" to "\$5,452,000"; and

(10) Nez Perce National Historical Park, Idaho: section 7 of the Act of May 15, 1965 (79 Stat. 110) is amended by changing "\$1,337,000" to "\$4,100,000". 16 USC 281f.

TITLE III—MISCELLANEOUS PROVISIONS

SEC. 301. The Act of September 21, 1965 (79 Stat. 824), as amended (16 U.S.C. 459f), providing for the establishment of the Assateague Island National Seashore in the States of Maryland and Virginia, is further amended by repealing sections 7 and 9 in their entirety, and by adding the following new section 12: Repeal. 16 USC 459f-6, 459f-8.

"SEC. 12. (a) Within two years of the date of enactment of this section, the Secretary shall develop and transmit to the Committees on Interior and Insular Affairs of the Senate and the House of Representatives a comprehensive plan for the protection, management, and use of the seashore, to include but not be limited to the following considerations: Comprehensive plan, transmittal to congressional committees. 16 USC 459f-11.

"(1) measures for the full protection and management of the natural resources and natural ecosystems of the seashore;

Public Law 96-344
96th Congress

An Act

To improve the administration of the Historic Sites, Buildings and Antiquities Act of 1935 (49 Stat. 666).

Sept. 8, 1980.
[S. 2680]

* * * * *

SEC. 7. (a) Section 1 of the Act entitled "An Act to authorize the Secretary of the Interior to acquire lands for, and to develop, operate, and maintain, the Golden Spike National Historic Site", approved July 30, 1965 (79 Stat. 426) is amended by striking out "Proposed Golden Spike National Historic Site, Utah, prepared by the National Park Service, Southwest Region, dated February 1963" and inserting in lieu thereof "Boundary Map, Golden Spike National Historic Site, Utah, numbered 431-80,026, and dated December 6, 1978".

(b) Section 8 of such Act is amended by striking out "\$5,422,000, as may be necessary for the acquisition of land and interests in land and for the development" and inserting in lieu thereof "\$348,000 for the acquisition of land and interests in land and \$5,324,000 for development".

(c) Within two years from the effective date of this section, the Secretary shall complete and submit, in writing, to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate, a report on the feasibility of providing passenger rail service from the city of Ogden, Utah, to the Golden Spike National Historic Site. Said report shall include an assessment of existing rail facilities and rolling stock, additional development as might be required, as well as alternatives with respective costs for the operation of passenger rail service. There is hereby authorized to be appropriated not to exceed \$100,000 to carry out the provisions of this subsection.

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94 STAT. 1134

Golden Spike
National
Historic Site.
16 USC 461 note.

79 Stat. 426.

Report to
congressional
committees.

94 STAT. 1135

Appropriation
authorization.

LEGISLATIVE HISTORY:

SENATE REPORT No. 96-754 (Comm. on Energy and Natural Resources).
CONGRESSIONAL RECORD, Vol. 126 (1980):

- May 22, considered and passed Senate.
- July 31, considered and passed House, amended.
- Aug. 18, Senate concurred in House amendments.



Plan, transmittal to congressional committees.

(d) Within three complete fiscal years from the effective date of this Act, the Secretary shall submit to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate, a comprehensive general management plan for the historic site, pursuant to the provisions of section 12(b) of the Act of August 18, 1970 (84 Stat. 825; 16 U.S.C. 1a-1 et seq.).

Sec. 4. The Act of October 27, 1972 (86 Stat. 1299; 16 U.S.C. 460bb) is amended as follows:

16 USC 460bb-1.

(1) in subsection 2(a), at the end thereof, add the following: "For the purposes of this Act, the southern end of the town of Marshall shall be considered to be the Marshall Boat Works. The following additional lands are also hereby included within the boundaries of the recreation area: Marin County Assessor's parcel numbered 119-040-04, 119-040-05, 119-040-18, 166-202-03, 166-010-06, 166-010-07, 166-010-24, 166-010-25, 119-240-19, 166-010-10, 166-010-22, 119-240-03, 119-240-51, 119-240-52, 119-240-54, 166-010-12, 166-010-13, and 119-235-10."

16 USC 460bb-4.

(2) in subsection 5(b), change "three" to "five" and add at the end thereof: "Provided, That the terms of those members who have been either appointed or reappointed subsequent to January 1, 1979, shall be extended so as to expire not before June 1, 1985."; and

(3) in subsection 5(g), change "ten" to "twenty".

16 USC 410c note.

16 USC 410c.

Sec. 5. The Boston National Historical Park Act of 1974 (88 Stat. 1184) is amended by inserting the following after the first sentence of subsection 2(d): "As used in this section, the Charlestown Navy Yard shall also include the properties known as the Ropewalk and Tar House and the Chain Forge and Round House, designated on such map as buildings numbered 58, 60, and 105."

Sec. 6. Subsection 4(b) of the Act entitled "An Act to designate certain lands within units of the National Park System as wilderness; to revise the boundaries of certain of those units; and for other purposes", approved October 20, 1978 (90 Stat. 2692, 2694), is amended by revising the proviso to the first sentence in paragraph (2) to read as follows: "Provided, however, That, except for not more than approximately three and thirty-five one-hundredths acres designated herein as wilderness and approximately eleven and thirteen one-hundredths acres designated herein as potential wilderness additions, which may be excluded pursuant to an exchange consummated in accordance with paragraph (3) of this subsection, lands designated as wilderness pursuant to this Act may not be excluded from the monument."

Golden Spike National Historic Site.

16 USC 461 note.

Sec. 7. (a) Section 1 of the Act entitled "An Act to authorize the Secretary of the Interior to acquire lands for, and to develop, operate, and maintain, the Golden Spike National Historic Site", approved July 30, 1965 (79 Stat. 426) is amended by striking out "Proposed Golden Spike National Historic Site, Utah, prepared by the National Park Service, Southwest Region, dated February 1963" and inserting in lieu thereof "Boundary Map, Golden Spike National Historic Site, Utah, numbered 431-80,026, and dated December 6, 1978".

79 Stat. 426.

(b) Section 3 of such Act is amended by striking out "\$5,422,000, as may be necessary for the acquisition of land and interests in land and for the development" and inserting in lieu thereof "\$348,000 for the acquisition of land and interests in land and \$5,324,000 for development".

Report to congressional committees.

(c) Within two years from the effective date of this section, the Secretary shall complete and submit, in writing, to the Committee on

Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate, a report on the feasibility of providing passenger rail service from the city of Ogden, Utah, to the Golden Spike National Historic Site. Said report shall include an assessment of existing rail facilities and rolling stock, additional development as might be required, as well as alternatives with respective costs for the operation of passenger rail service. There is hereby authorized to be appropriated not to exceed \$100,000 to carry out the provisions of this subsection.

Appropriation authorization.

16 USC 1a-5.

Sec. 8. Section 8 of the Act entitled "An Act to improve the administration of the national park system by the Secretary of the Interior, and to clarify the authorities applicable to the system, and for other purposes", approved August 18, 1970 (84 Stat. 825; 16 U.S.C. 1a-1 et seq.), is amended as follows—

(1) at the end of the second sentence, insert the following new sentence: "Each such report shall indicate and elaborate on the theme(s) which the area represents as indicated in the National Park System Plan."; and

(2) at the end of the fifth sentence, insert the following new sentence: "Accompanying the annual listing of areas shall be a synopsis, for each report previously submitted, of the current and changed condition of the resource integrity of the area and other relevant factors, compiled as a result of continual periodic monitoring and embracing the period since the previous such submission or initial report submission one year earlier."

Sec. 9. The Land and Water Conservation Fund Act of 1965 (78 Stat. 987; 16 U.S.C. 4601) is amended—

78 Stat. 987.

16 USC 4601-4.

"Single visit

16 USC 4601

(1) in subsection 4(n) by deleting the second sentence of paragraph (2) and substituting the following: "A 'single visit' means a more or less continuous stay within a designated area. Payment of a single visit admission fee shall authorize exits from and reentries to a single designated area for a period of from one to fifteen days, such period to be defined for each designated area by the administering Secretary based upon a determination of the period of time reasonably and ordinarily necessary for such a single visit.";

(2) by adding at the end of section 4(a) the following new paragraph:

Lifetime admission permit.

16 USC 4601

"(5) The Secretary of the Interior and the Secretary of Agriculture shall establish procedures providing for the issuance of a lifetime admission permit to any citizen of, or person domiciled in, the United States, if such citizen or person applies for such permit, and is blind or permanently disabled. Such procedures shall assure that such permit shall be issued only to persons who have been medically determined to be blind or permanently disabled for purposes of receiving benefits under Federal law as a result of said blindness or permanent disability as determined by the Secretaries. Such permit shall be nontransferable, shall be issued without charge, and shall entitle the permittee and any person accompanying him in a single, private, noncommercial vehicle, or alternatively, the permittee and his spouse and children accompanying him where entry to the area is by any means other than private, noncommercial vehicle, to general admission into any area designated pursuant to this subsection."; and

(3) by amending the last sentence of section 4(b) to read as follows: "Any Golden Age Passport permittee, or permittee

16 USC 460

NPS D-24

