



Foundation Document

Golden Spike National Historic Site

Utah

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Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Golden Spike National Historic Site can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

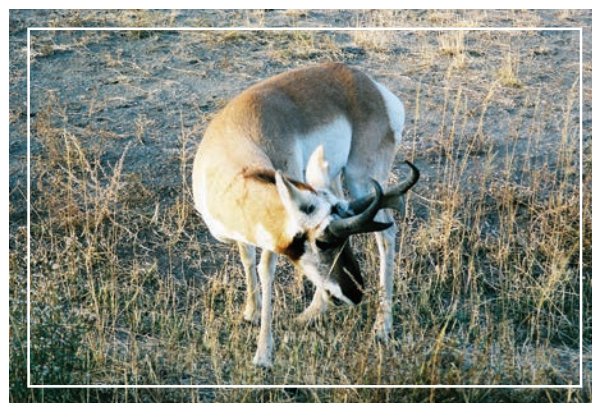
Brief Description of the Park

Golden Spike National Historic Site is in Box Elder County, Utah, 32 miles west of Brigham City and about 90 miles northwest of Salt Lake City. The current authorized boundary of the park contains 2,735.28 acres, of which 2,203.20 are in federal ownership and approximately 530 are privately held.

The park was designated to commemorate the location where the Union Pacific Railroad and the Central Pacific Railroad came together to form the first transcontinental railroad in the United States. The park's resources include the site where the railroad was completed in a "last spike" ceremony on May 10, 1869. In addition, the park incorporates the parallel railroad grades and associated archeological features that remain from the construction. These features include cuts and fills, drainage features, campsites of the workmen, and towns that sprang up around them. Additionally, the park's resources include the Mission 66 visitor center and replica locomotives that provide the main interpretation at the park.

Golden Spike National Historic Site is in the Eastern Great Basin Desert. The viewshed includes hillside and plains grasslands and ranges in elevation from about 5,000 to 6,500 feet above sea level. The scarcity of water in this semi-arid region accounts for its sparse population. Annual precipitation averages 8–12 inches, mostly in the form of snow. Snow depths vary considerably, but average less than 12–14 inches; occasionally, a single storm can produce 6–8 inches of snow. Temperatures range from daytime highs of 20 degrees Fahrenheit in the winter to an occasional 104 degrees in the summer. July and August are the hottest months, and the coldest weather is from late December through February. Winter nights are typically below 10 degrees Fahrenheit. Spring and autumn months are generally mild, although they can vary widely from day to day due to jet stream patterns and the fact that the area is desert.





Flash floods from occasional severe storms and spring runoff, aggravated in some places by adjacent agricultural land use, cause erosion of historic grades, cuts, fills, and trestles, and, as a result, some of the historic grades and associated features have been damaged. Damage also occurs more gradually from natural erosion processes.

During glacial times, the area was under the waters of ancient Lake Bonneville, and prominent old lake terraces are visible throughout the entire area. Today's surface materials consist of fine-grained lake sediments and alluvial detritus. Subsurface deposits consist primarily of Pennsylvanian sandstone, shale, and limestone and Tertiary extrusive materials. Numerous fault lines of Tertiary age run through the Promontory Range.

The region is included in the shadscale-kangaroo rat-sagebrush biome of the northern Great Basin. The major flora in the area consists of sagebrush, rabbit brush, broom snakeweed, Indian rice grass, and a variety of other grasses. A few Utah junipers and an occasional historic box-elder tree can be found. Nonnative vegetation includes Russian thistle (tumbleweeds), tumble mustard, cheatgrass, western crested wheatgrass, and other species. Even in undeveloped parts of the park, the vegetation differs from that in 1869 because of the greater concentration of nonnative species and noxious weeds; however, the visual aspect of these vegetation changes does not appear to have significantly altered the cultural landscape.

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

The surrounding landscape is relatively unchanged in appearance from 1869, and large undeveloped swaths of ranchland surround the park's 2,735 acres.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Golden Spike National Historic Site was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was designated a national historic site by the Secretary of the Interior on April 2, 1957, and was officially established when the enabling legislation adopted by Congress was signed into law on July 30, 1965 (see appendix A for enabling legislation and legislative acts). The purpose statement lays the foundation for understanding what is most important about the park.

The purpose of GOLDEN SPIKE NATIONAL HISTORIC SITE is to serve as a national memorial commemorating the completion of the first transcontinental railroad across the United States.



Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Golden Spike National Historic Site, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Golden Spike National Historic Site. (Please note that the sequence of the statements does not reflect the level of significance.)

1. **The Transcontinental Railroad Links the Nation.** The transcontinental railroad was among the greatest technological achievements of the 19th century. Golden Spike National Historic Site preserves the location where this achievement, which linked the United States politically, economically, physically, as well as in the national psyche, was completed. Coupled with other western expansion migrations, the transcontinental railroad had profound negative impacts on the lifeways and cultures of the American Indians across the West.
2. **Preserving a Cultural Landscape.** Golden Spike National Historic Site, set in a vast open landscape mostly unchanged from 1869, retains an unparalleled concentration of historic transcontinental railroad engineering features, archeological sites, and associated cultural landscape elements. It is the only park unit set aside in perpetuity that preserves physical evidence of the technology and methods involved in construction, completion, and maintenance of the transcontinental railroad.
3. **Locomotives and Reenactment.** The park's replica locomotives, together with its long history of commemorative activities and reenactment ceremonies, provide visitors a unique opportunity to learn about and experience the transcontinental railroad and have contributed to etching the Last Spike Site into the national consciousness.
4. **Technological Feat.** The transcontinental railroad was among the greatest technological feats of the 19th century and represents one of the most ambitious and expensive projects ever undertaken by the federal government. The daunting task of construction across vast expanses of the country, within a relatively short time frame, required the government to forge creative partnerships with private corporations to accomplish this unprecedented construction feat. The legacy of this government-corporate partnership, and the fierce competition that it spawned between the rival railroad companies, is clearly reflected in the parallel grades and other features of Golden Spike National Historic Site.
5. **United Effort.** Thousands of American workers and immigrants (Civil War veterans including Buffalo Soldiers, Irish, Chinese, American Indians, Mormons, and others) were employed in the railroad's construction, often toiling under the harshest of conditions in some of the most remote and difficult landscapes of the West.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Golden Spike National Historic Site:

- Viewshed and Historic Landscape.** The landscape surrounding Golden Spike National Historic Site at the summit of the Promontory Range in the northern basin of Great Salt Lake contains relatively undisturbed hillsides, mountains, and plains that evoke the feeling and atmosphere of 1869. 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 celebrated the completion of the first transcontinental railroad, is the primary focal point. As the site where the Central Pacific and 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. The historic landscape includes a portion of the parallel grade constructed by rival railroad companies during the race to complete the nation's first transcontinental railroad. In addition, the landscape includes archeological remains of worker and supply camps, temporary railroad towns, infrastructure and remnants of railroad construction and operation, and remnants of a telegraph system.
- Archeological Features.** Golden Spike National Historic Site is the only National Park Service unit set aside in perpetuity to preserve the physical evidence of the technology and methods involved in construction, completion, and maintenance of the transcontinental railroad. Original historical land use and activity areas currently manifested as archeological sites include the Last Spike Site, Promontory Station, the town of Dead Fall, workers' campsites, Hall's camp, remnants of the historic telegraph line, and a number of smaller isolated features. Information from archeological investigations contributes to a greater understanding of the construction and operation of the transcontinental railroad and the cultural traditions of the railroad workers who helped complete it.
- Last Spike Site, May 10th Event, and Reenactments.** The park is best known for protecting and preserving Promontory Summit, where the final spike was driven to complete the nation's first transcontinental railroad on May 10, 1869, and for interpreting the importance of the transcontinental railroad for today's visitors. An important component of the Last Spike Site is its authenticity. Evidence remaining from the rails and research over time provided verification that the location currently used to interpret the driving of the last spike is accurate. The historic setting of the Last Spike Site, with the exclusion of Promontory Station, remains almost unchanged from how it looked on May 10, 1869. The May 10th event and other reenactments are a critical component of the interpretive story and visitor experience at the park. Reenactments occurred before the site became a unit of the National Park Service and that legacy, along with the notoriety it brought, contributed to the creation of the historic site. The Golden Spike Association provides monetary and physical support for a variety of events throughout the year in addition to the May 10th event including the Railroaders Festival, Winter Steam Festival, and weekly and special request historic reenactments. Volunteer participation is a critical component of reenactments.



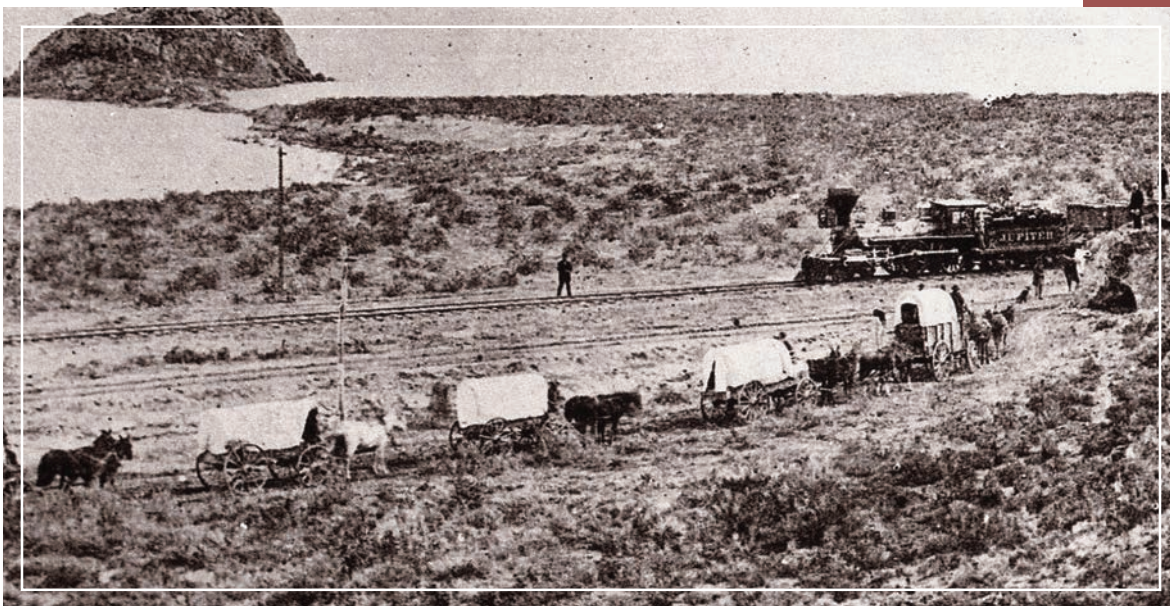
- **Replica Locomotives.** The Jupiter and 119 are two of our nation's most renowned, readily recognized locomotives. Each, by a mere stroke of fate, represented their respective companies in the "Golden Spike" and continues to help re-create the historic and symbolic atmosphere of May 10, 1869. These working replicas of the 1868 steam locomotives provide a tangible link to the legacy of the railroad that tied a nation together. The construction of the locomotives was congressionally mandated and signifies the importance of these resources in telling the story of Golden Spike and the transcontinental railroad.
- **Step Back in Time.** A variety of visitor opportunities at the park allow visitors to experience the site in a manner similar to when the transcontinental railroad was completed and began operating. Watching, hearing, and smelling the replica locomotives in a relatively unaltered landscape as part of regular demonstrations or reenactments provide a sensory experience that has the ability to transport visitors so they feel as if they stepped back in time. The visitor center, demonstrations, and Engine House tours, along with regular interpretive programs, comprehensive research, and displays, are key parts of the visitor experience at the park. In addition, the self-guided East and West Auto Tour brochures and the Big Fill interpretive trail cell phone tour provide a means for visitors to gain a greater understanding of the historic site while exploring it on their own.

Other Important Resources and Values

Golden Spike National Historic Site contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Golden Spike National Historic Site:

- Natural Resources.** The preservation of natural resources is essential to maintaining a landscape reminiscent of 1869. The NPS Northern Colorado Plateau Inventory and Monitoring Network indicates that 273 vascular plant species are present in the park. Major flora consists of high plains species such as sagebrush, rabbit brush, broom snakeweed, Indian rice grass, and a variety of other grasses. Nonnative vegetation includes tumble mustard, cheatgrass, and western crested wheatgrass, among other species. Sagebrush predominates at the summit area and contemporary descriptions, along with historical photographs of the summit, indicate that the vegetation in the area today differs from that in 1869. Native vegetation on the summit consisted primarily of mixed stands of grasses and shrubby plants, and, although a concentration of nonnative species and noxious weeds predominate today, the visual appearance of this vegetation does not significantly alter the appearance of the cultural landscape. Wildlife is varied and includes larger mammals such as the coyote, mule deer, bobcat, badger, and jackrabbit. Smaller mammals in the area include reptiles, insects, and numerous bird species. Monitoring by the NPS Northern Colorado Plateau Inventory and Monitoring Network suggests that 59 mammal, 98 bird, and 19 reptile species are present or likely present in the park. The viewshed remains relatively unchanged from 1869.
- Museum Collections and Archives.** Museum collections are extensive and are concentrated in three categories—history, archives, and archeology—representing the mid-19th century through the mid-20th century. The collections range from photographs, documents, and blueprints, to maintenance of railway equipment, material molds, and tools, to everyday objects associated with life on the railroad. Museum collections are housed at the park, the NPS Western Archeological and Conservation Center, and Utah State University under an agreement with the park.



Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Golden Spike National Historic Site:

- **Last Spike.** The driving of the last spike at Promontory Summit on May 10, 1869, symbolized the unification of east and west. It was the culmination of a young, newly industrialized nation's vision for greater presence on the world stage by constructing a modern transportation artery across its vast continent.





- **Building the Railroad.** The transcontinental railroad represented a significant technological and political achievement and was completed as a result of creative partnerships between government and private interests that revealed a wide range of human attributes including optimism, ingenuity, vision, courage, intelligence, endurance, and pride, but also corruption, jealousy, racism, and greed.
- **National Impacts.** The dramatic increase in speed and access provided by the new transcontinental railroad had significant social, political, technological, and economic implications for the nation and for many individuals, for both good and ill.
- **Indigenous Cultures.** The history preserved at Golden Spike National Historic Site provides a poignant reminder of the ways in which the transcontinental railroad changed traditional lives and cultures and contributed to the widespread slaughter of the once vast buffalo herds—increasing the pace of European-American settlement in the West and accelerating the subjugation of American Indian peoples across the West.
- **Contributions of Workers.** The preserved cultural landscape at Golden Spike National Historic Site provides outstanding opportunities to step back in time and understand the lives and hardships of the thousands of railroad workers—including recent Civil War veterans, former slaves, Irish, Chinese, American Indians, Mormons, and others—who labored in harsh and unforgiving landscapes and left a permanent imprint on the nation.
- **Cultural Landscape.** The parallel grades, culverts, fills, cuts, telegraph poles, and other constructed features, set in their stark landscape relatively unchanged from 1869, represent complex and stunning human efforts and exemplify the history of the creation of the transcontinental railroad.
- **Bringing History to Life.** The park's replica locomotives, along with the reenactments performed at the location where the original Golden Spike ceremony was held, serve to immerse visitors in experiences that bring the site's history to life, strengthen visitors' understanding of American history and values, and encourage civic engagement and stewardship of the park.
- **Establishment of the Historic Site.** Bernice Gibbs Anderson and other supporters contributed to establishment of Golden Spike National Historic Site on April 2, 1957. Reenactments developed and supported by the Golden Spike Association and other volunteers play an important continuing role in the historic site's interpretive efforts.

Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Golden Spike National Historic Site.

Special Mandates

The enabling legislation authorized expenditure of not more than \$1,168,000 for land acquisition and development. The National Park Service subsequently received additional authorization to purchase replica locomotives, tenders, and appurtenant structures and to preserve historic features relating to construction of the transcontinental railroad, through enactment of Public Law 94-578 on October 21, 1976, which increased the development ceiling from \$1,168,000 to \$5,422,000.

The development ceiling was amended again on September 8, 1980, when Public Law 96-344 was enacted. The \$5,422,000 was reduced to \$5,324,000; however, \$348,000 was authorized for acquisition of land. This legislation, amended in March 1982, also authorized the expenditure of \$100,000 to study the feasibility of providing passenger rail service from Ogden, Utah, to the historic site.

Administrative Commitments

For information about the existing administrative commitments for Golden Spike National Historic Site, please see appendix B.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.



Fundamental Resource or Value	Viewshed and Historic Landscape
Related Significance Statements	Significance statements 2, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Overall, the viewshed is relatively unchanged since the 1860s and in good condition. • The railroad grade constitutes an important feature because it is one of the few locations along 1,776 miles where the grade is preserved. • Currently, the park does not own all of the land within its authorized boundary. There are approximately 530 acres of land in private ownership that was authorized for inclusion in the park. This land includes parts of the historic railroad grades and some archeological features that are well represented elsewhere on the site. • Active railroad grade (used for reenactments) is in good condition. • Roadway atop grade is in good condition. • Trail on grade is in good condition. • Other grade (maintained as is) is in fair condition. • Last Spike Site (County Road to west end of existing track) is restored to 1869 time period; to extent restored, it is in good condition. • Rest of the national historic site is maintained to 1869–1942 period (with exception of Mission 66 Visitor Center) and is in good condition. • Plant life is not characteristic of 1869, and, because of abundance of cheatgrass over sagebrush, its condition is fair. • Landscape is maintained such that the view closely replicates historic photographs and the landscape is in good condition. • East and West auto tours are both in good condition. • Big Fill view is intact and in good condition. <p>Trends</p> <ul style="list-style-type: none"> • Visitation increased 34% in 2015, but it is unclear whether this represents a sustained increase or is related to the NPS Centennial. • Development surrounding the park has been minimal to date, in part due to the difficulty of obtaining a viable water source.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Deterioration of landscape and/or historic features due to natural processes. • Potential for outside/boundary development (likely). • Unauthorized use by hunters, metal detectors, vandals, cattle, ATVs, and vehicles. • Erosion caused by weather and natural events, likely to be exacerbated by climate change. • Fire altering historic landscape / viewshed / vegetation by removing remaining native vegetation and favoring dominance by invasive species. • Fires/firefighting methods. • Invasive species including, but not limited to, cheatgrass, dyer's woad, rush skeleton, and scotch thistle. • Slight but negligible increases in light pollution from nearby development. • During the development of this document (spring 2017), staff from the historic site met with managers from the U.S. Bureau of Land Management regarding a solar farm potentially being located within 5 miles of the east boundary of the national historic site. The location is one of several under consideration.

Fundamental Resource or Value	Viewshed and Historic Landscape
Threats and Opportunities	<p>Opportunities</p> <ul style="list-style-type: none"> • Pursue purchase of existing privately owned tracts within legislative boundary. • Increase public understanding and appreciation of the significance of the park's historic landscape. • Partner with nearby public and private land owners to increase awareness about the importance of the site's historic landscape views, sounds, and night sky protection.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Visual resource inventory. • Remote sensing of the grounds (LiDAR). • Collect complete series of aerial photography, georeference imagery and include in park atlas. • Document land use adjacent to boundary. • Cultural resource stewardship assessment. • Natural resource condition assessment. • Administrative history (ongoing). • Cultural landscape inventory.
Planning Needs	<ul style="list-style-type: none"> • Cultural landscape report (update). • Geological hazard assessment.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Archaeological Resources Protection Act of 1979 • Archeological and Historic Preservation Act of 1974 • Clean Air Act (42 USC 7401 et seq.) • Federal Noxious Weed Act of 1974, as amended • National Historic Preservation Act of 1966, as amended • Paleontological Resources Preservation Act of 2009 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Executive Order 13007, "Indian Sacred Sites" • Executive Order 13112, "Invasive Species" • Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments" • "Protection of Historic Properties" (36 CFR 800) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§1.4) "Park Management" • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§4.7) "Air Resource Management" • NPS Management Policies 2006 (§4.9) "Soundscape Management" • NPS Management Policies 2006 (§4.10) "Lightscape Management" • NPS Management Policies 2006 (§5.3.1.7) "Cultural Soundscape Management" • NPS Management Policies 2006 (§8.2.3) "Use of Motorized Equipment" • Director's Order 47: <i>Soundscape Preservation and Noise Management</i> • Director's Policy Memorandum 12-02, "Applying National Park Service Management Policies in the Context of Climate Change" • Director's Policy Memorandum 14-02, "Climate Change and Stewardship of Cultural Resources"

Fundamental Resource or Value	Archeological Features
Related Significance Statements	Significance statements 1, 2, 4, and 5.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Cuts, fills, culverts, and trestles are maintained, stable, and in acceptable but varying condition. • Promontory Station (the town) is a stable archeological site. • The site of the former Roundhouse is in stable condition. • What remains of the workers' camps are in stable condition. • Remnants of original telegraph poles exist and are stable archeological sites. • The "Ten Miles of Track Laid in One Day" sign is on permanent display in the visitor center and is in good condition. • Overall, 75% of the historic site is in good condition according to the List of Classified Structures and Archeological Sites Management Information System databases. <p>Trends</p> <ul style="list-style-type: none"> • Ongoing stabilization is needed at many locations and for many features due to impacts from erosion. • Condition assessments for Archeological Sites Management Information System are ongoing.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Unauthorized use by hunters, metal detectors, vandals, cattle, ATVs, and vehicles threatens preservation of archeological sites. • Erosion (caused by weather, vehicles, illegal visitation [e.g., ATVs]) may disturb the stability of archeological features. • Climate change is likely to increase the frequency of severe weather events, which may impact archeological sites. • Fires and methods used to fight fires could negatively impact archeological resources. • Lack of stabilization and structural decay could impact preservation of sites. • Landscape and/or historic features could be affected by deterioration due to natural processes. <p>Opportunities</p> <ul style="list-style-type: none"> • Outreach to universities / researchers to support archeological documentation and preservation efforts. • Continue to coordinate and work with the NPS Vanishing Treasures Program. • Develop interpretive opportunities for archeological sites. • Continue to work with the State Historic Preservation Office and interagency archeological experts.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Climate change vulnerability assessment. • Cultural resource stewardship assessment. • Collect ongoing archeological research and analysis. • Ethnographic overview and assessment.
Planning Needs	<ul style="list-style-type: none"> • Geological hazard assessment. • Planning for adaptation to climate change.

Fundamental Resource or Value	Archeological Features
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> American Indian Religious Freedom Act of 1978 Antiquities Act of 1906 Archaeological Resources Protection Act of 1979 Archeological and Historic Preservation Act of 1974 Historic Sites Act of 1935 Museum Properties Management Act of 1955, as amended National Historic Preservation Act of 1966, as amended Native American Graves Protection and Repatriation Act of 1990 Executive Order 11593, "Protection and Enhancement of the Cultural Environment" Executive Order 13007, "Indian Sacred Sites" Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments" "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) "Protection of Historic Properties" (36 CFR 800) Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> NPS <i>Management Policies</i> 2006 (§1.10) "Partnerships" NPS <i>Management Policies</i> 2006 (chapter 5) "Cultural Resource Management" Director's Order 24: <i>NPS Museum Collections Management</i> Director's Order 28: <i>Cultural Resource Management</i> Director's Order 28A: <i>Archeology</i> NPS <i>Museum Handbook</i>, parts I, II, and III "Department of the Interior Policy on Consultation with Indian Tribes" <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> Director's Policy Memorandum 12-02, "Applying National Park Service Management Policies in the Context of Climate Change" Director's Policy Memorandum 14-02, "Climate Change and Stewardship of Cultural Resources"





Fundamental Resource or Value	Last Spike Site, May 10th Event, and Reenactments
Related Significance Statements	Significance statements 1, 2, 3, 4, and 5.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none">• Last Spike Site is in good condition and is mostly historically accurate.• Actual location of 1869 spike is surveyed within one foot accuracy.• Laurel wood replica (last tie) is in good condition.• Replica telegraph pole at Last Spike Site is in good condition.• Setting is historically accurate with the exception of minimal modern additions for interpretation and visitor use.• Locomotives continue to contribute to the reenactments.• Reenactments (30-minute sessions) occur twice on Saturdays and holidays from May through September and annually on the May 10th anniversary. Special requests for reenactments can be made at any time during the operating season.• Golden Spike Association provides support for events.• The portions of railroad track, features, and locomotives used for reenactments are restored to 1860s era.• Visitor seating is not ADA compliant. <p>Trends</p> <ul style="list-style-type: none">• Reenactments continue to be a popular part of the visitor experience.• May 10th anniversary event continues to be highest visitor day of year and is supported by partners and volunteers.• Annual volunteer hours are noticeably decreasing.• Visitor safety around locomotives is an ongoing area of consideration.

Fundamental Resource or Value	Last Spike Site, May 10th Event, and Reenactments
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Having fewer volunteers / reenactors jeopardizes continuation of historic reenactments. <p>Opportunities</p> <ul style="list-style-type: none"> • Ongoing opportunities exist for volunteer and visitor participation in reenactments. • Expand outreach and interpretive programming. • Use historic site events to advertise/solicit for volunteers. • Bring visitor seating into ADA compliance (fee-funded project). • Review park volunteer program. • Use volunteer.gov to recruit more volunteers.
Data and/or GIS Needs	<ul style="list-style-type: none"> • None identified.
Planning Needs	<ul style="list-style-type: none"> • Volunteer strategy. • Seating accessibility plan at Last Spike Site.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations that Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act of 1990 • Archeological and Historic Preservation Act of 1974 • Architectural Barriers Act of 1968 • Historic Sites Act of 1935 • National Historic Preservation Act of 1966, as amended • NPS Concessions Management Improvement Act of 1998 • Paleontological Resources Preservation Act of 2009 • Rehabilitation Act of 1973 • "Protection of Historic Properties" (36 CFR 800) • "Accessibility Guidelines" (36 CFR 1191.1) • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006 (§1.10) "Partnerships" • NPS <i>Management Policies</i> 2006 (§5.1) "Research" • NPS <i>Management Policies</i> 2006 (chapter 5) "Cultural Resource Management" • NPS <i>Management Policies</i> 2006 (chapter 7) "Interpretation and Education" • NPS <i>Management Policies</i> 2006 (chapter 8) "Use of the Parks" • NPS <i>Management Policies</i> 2006 (chapter 9) "Park Facilities" • NPS <i>Management Policies</i> 2006 (chapter 10) "Commercial Visitor Services" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>

Fundamental Resource or Value	Replica Locomotives
Related Significance Statements	Significance statements 1, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Locomotives are in good condition. Locomotives are eligible for listing in the National Register of Historic Places. Sights, sounds, and smells of locomotives provide ambience for interpretation. Locomotive demonstrations occur daily from May through October. The locomotives are kept in the Engine House for repairs and maintenance from mid-October to early May. NPS locomotive engineers provide routine maintenance and safety inspections. Engine House has a fire suppression system and an alarm system. Engine House tours are conducted three days a week from October through April. <p>Trends</p> <ul style="list-style-type: none"> Ongoing efforts to improve authenticity of locomotives based on historical research.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Life cycle (cannot last indefinitely). Increasing difficulty getting materials and parts to keep the locomotives operating. Fire (including wildland). Vandalism. Cost of maintenance. Safety (maintenance, visitor operations, repairs). <p>Opportunities</p> <ul style="list-style-type: none"> Partnership with Union Pacific to provide historical information and ongoing support and technical assistance. Assess potential for additional rolling stock, and identify corresponding costs/funding for maintenance and storage.
Data and/or GIS Needs	<ul style="list-style-type: none"> Convert locomotive construction drawings to digital format (e.g., AutoCad). Locomotive color survey (to document color schemes).
Planning Needs	<ul style="list-style-type: none"> Long-term storage solution for locomotive casting patterns.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations that Apply to the FRV</p> <ul style="list-style-type: none"> National Historic Preservation Act of 1966, as amended Museum Properties Management Act of 1955, as amended Executive Order 11593, "Protection and Enhancement of the Cultural Environment" "Protection of Historic Properties" (36 CFR 800) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" NPS Management Policies 2006 (§5.1) "Research" NPS Management Policies 2006 (§8.10) "Natural and Cultural Studies, Research, and Collection Activities" Director's Order 24: NPS Museum Collections Management Director's Order 28: Cultural Resource Management NPS Museum Handbook, parts I, II, and III

Fundamental Resource or Value	Step Back in Time
Related Significance Statements	Significance statements 1, 2, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Locomotive demonstrations and Engine House tours are ongoing. • Interpretive staff conducts research to support interpretive programs. • Informal interpretation through staff contact with visitors is ongoing. • Sights, smells, and sounds of locomotives enhance visitor experience and ambience by creating a historic scene. • Weekly reenactments are ongoing and special requests can be made at any time during the operating season. • East and West auto tours require ongoing maintenance and are currently in good condition. • Interpretive waysides are in varying conditions. • Cell phone tour is a popular feature of the Big Fill hiking trail. • Daily interpretive programs (May–September) and Engine House tours (October–April) are ongoing. • Locomotive demonstrations are given from May to October. <p>Trends</p> <ul style="list-style-type: none"> • Increasing visitor interest and expectations for interpretation through technology (e.g., QR codes, social media, Wi-Fi, virtual tours, role-based interpretation). • Interest in expanding visitor diversity and relevance.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Aging corps of reenactors jeopardizes continuation of historic reenactments. • Issues of visitor safety around locomotives are ongoing. • The site is within the U.S. Environmental Protection Agency designated Salt Lake City particulate matter nonattainment area where air pollutants reach levels that can be a risk to the health of sensitive groups including children, the elderly, people with existing health problems, and active adults. <p>Opportunities</p> <ul style="list-style-type: none"> • In concert with the Long-Range Interpretive Plan of 2014, broaden interpretation to include more cultural diversity, providing information about groups currently underrepresented in the park's programming, displays, and media. • Continue efforts to increase historical accuracy at site. • Outreach to universities/researchers to support education and interpretation and as a possible source of volunteers. • Expand recreational opportunities (e.g., biking, birding, sightseeing, hiking) to connect visitors with place/historic setting. • Provide local air quality conditions and forecast to staff and visitors.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Research and planning for update of visitor center interpretive exhibits.
Planning Needs	<ul style="list-style-type: none"> • Wayside exhibit plan.

Fundamental Resource or Value	Step Back in Time
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations that Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act of 1990 • Archeological and Historic Preservation Act of 1974 • Architectural Barriers Act of 1968 • Clean Air Act (42 USC 7401 et seq.) • Museum Properties Management Act of 1955, as amended • National Historic Preservation Act of 1966, as amended • Rehabilitation Act of 1973 • "Closures and Public Use Limits" (36 CFR 1.5(a)) • "Audio Disturbances" (36 CFR 2.12) • "What is the Maximum Noise Level for the Operation of a Vessel?" (36 CFR 3.15) • "Accessibility Guidelines" (36 CFR 1191.1) • "Nondiscrimination in Federally Assisted Programs of the Department of the Interior" (43 CFR 17) • Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006 (§1.4) "Park Management" • NPS <i>Management Policies</i> 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS <i>Management Policies</i> 2006 (§1.10) "Partnerships" • NPS <i>Management Policies</i> 2006 (§3.1) "General" • NPS <i>Management Policies</i> 2006 (§4.7) "Air Resource Management" • NPS <i>Management Policies</i> 2006 (§4.9) "Soundscape Management" • NPS <i>Management Policies</i> 2006 (§5.3.1.7) "Cultural Soundscape Management" • NPS <i>Management Policies</i> 2006 (chapter 7) "Interpretation and Education" • NPS <i>Management Policies</i> 2006 (§8.2.3) "Use of Motorized Equipment" • NPS <i>Management Policies</i> 2006 (chapter 8) "Use of the Parks" • NPS <i>Management Policies</i> 2006 (chapter 9) "Park Facilities" • NPS <i>Natural Resource Management Reference Manual</i> 77 • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • Director's Order 47: <i>Soundscape Preservation and Noise Management</i> • "Department of the Interior Policy on Consultation with Indian Tribes"



Analysis of Other Important Resources and Values

Other Important Resource or Value	Natural Resources
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The major flora consists of sagebrush, rabbit brush, broom snakeweed, Indian rice grass, and a variety of other grasses. Nonnative vegetation includes tumble mustard, cheatgrass, and western crested wheat. Soil condition is generally stable. Overall air quality is a significant concern based on NPS Air Resources Division methods and benchmarks. Air quality is affected by elevated levels of ozone, nitrogen deposition, and particulate matter. The degree of confidence is medium because conditions are based on interpolated data from more distant air quality monitors. Night sky is good, and light pollution from surrounding development and uses is minimal. Soundscape is very good, with no impacts from surrounding development and uses. Natural viewshed is intact and in good condition. Habitat for sage grouse is protected. <p>Trends</p> <ul style="list-style-type: none"> Ongoing coordination between the NPS Exotic Plant Management Team and Box Elder County invasive species program. Ongoing monitoring done by the NPS Northern Colorado Plateau Inventory and Monitoring program. Ongoing monitoring by the NPS Northern Rocky Mountain Exotic Plant Management Team.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Unauthorized use by hunters, metal detectors, vandals, cattle, ATVs, and vehicles. Erosion (caused by weather, vehicles, illegal visitation, and ATVs). Fires and methods used to fight fires possibly impacting natural resources. Invasive species. Fire altering the historic landscape / viewshed / vegetation by removing remaining native vegetation and favoring dominance by invasive species. Flash floods from occasional severe storms and spring runoff, aggravated by adjacent agricultural land use, increasing erosion of historic grades, cuts, fills, and trestles. Air pollution from coal-fired power plants, vehicle exhaust, oil and gas production, dust, fires, urban development, and agriculture. Climate change possibly increasing average annual temperature, extreme heat and storm events, drought, flooding, erosion, invasive species, and a northward shift in native species ranges. <p>Opportunities</p> <ul style="list-style-type: none"> Work with local universities for research/monitoring support. Use volunteers to support natural resource monitoring. Interagency partnerships for natural resource issues/management (e.g., Bureau of Land Management, U.S. Fish and Wildlife Service).
Data and/or GIS Needs	<ul style="list-style-type: none"> Baseline for night skies. Natural resource condition assessment. Catalog specimens and archives (field records).

Other Important Resource or Value	Natural Resources
Planning Needs	<ul style="list-style-type: none"> • Resource stewardship strategy. • Geological hazard assessment. • Planning for adaptation to climate change.
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • Bald and Golden Eagle Protection Act of 1940, as amended • Clean Air Act (42 USC 7401 et seq.) • Clean Water Act • Endangered Species Act of 1973, as amended • Federal Noxious Weed Act of 1974, as amended • Lacey Act, as amended • Migratory Bird Treaty Act • Museum Properties Management Act of 1955, as amended • National Environmental Policy Act of 1969 • National Invasive Species Act • Executive Order 12088, "Federal Compliance with Pollution Control Standards" • Executive Order 13112, "Invasive Species" • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS <i>Management Policies</i> 2006 (chapter 4) "Natural Resource Management" • NPS <i>Natural Resource Management Reference Manual</i> 77 • NPS <i>Reference Manual 18: Wildland Fire Management</i> • Director's Order 18: <i>Wildland Fire Management</i> • Director's Order 24: <i>NPS Museum Collections Management</i> • "Department of the Interior Policy on Consultation with Indian Tribes" • Director's Policy Memorandum 12-02, "Applying National Park Service Management Policies in the Context of Climate Change"





Other Important Resource or Value	Museum Collections and Archives
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The park's 2016 Collection Management Report indicated a total collection of 94,051, of which 91,632 are archives and the remainder distributed among archeology, ethnology, history, art, and biology. The scope of collections statement was revised in mid 2000s. The park maintains both artifacts and archives. The NPS Western Archeological and Conservation Center maintains both artifacts and archives for the park. Artifacts consist of material culture from workers' camps and other items collected along the grade. The Bernice Gibbs Anderson collection of archives contains information gathered as part of the advocacy effort to establish the site as a park unit. Specimen collection is at Utah State University. <p>Trends</p> <ul style="list-style-type: none"> Continuing transfer of on-site museum collections to the NPS Western Archeological and Conservation Center. Continuing requests from visitors to donate personal items outside the park's scope of collections.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Both the park and the NPS Western Archeological and Conservation Center have decreasing opportunities for museum collections and archives storage off-site. Because the cultural resources program manager is a six-month furloughed position, there is limited focus on the curatorial program. <p>Opportunities</p> <ul style="list-style-type: none"> Review and update scope of collections statement.
Data and/or GIS Needs	<ul style="list-style-type: none"> Collection condition survey. Cultural resource stewardship assessment.
Planning Needs	<ul style="list-style-type: none"> Integrated pest management plan. Collection management plan (update). Scope of collections statement (update).

Other Important Resource or Value	Museum Collections and Archives
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none">• Antiquities Act of 1906• Archaeological Resources Protection Act of 1979• Archeological and Historic Preservation Act of 1974• Historic Sites Act of 1935• Museum Properties Management Act of 1955, as amended• National Historic Preservation Act of 1966, as amended• Native American Graves Protection and Repatriation Act of 1990• Paleontological Resources Preservation Act of 2009• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"• Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments"• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)• "Protection of Historic Properties" (36 CFR 800) <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none">• NPS <i>Management Policies</i> 2006 (§2.3.1.4) "Science and Scholarship"• NPS <i>Management Policies</i> 2006 (§4.2) "Studies and Collections"• NPS <i>Management Policies</i> 2006 (§5.1) "Research"• NPS <i>Management Policies</i> 2006 (§8.10) "Natural and Cultural Studies, Research, and Collection Activities"• NPS <i>Management Policies</i> 2006 (chapter 5) "Cultural Resource Management"• NPS <i>Museum Handbook</i>, parts I, II, and III• Director's Order 24: <i>NPS Museum Collections Management</i>• Director's Order 28: <i>Cultural Resource Management</i>• Director's Order 28A: <i>Archeology</i>, section 4A(3), "Native American Graves Protection and Repatriation Act"



Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Golden Spike National Historic Site and the associated planning and data needs to address them:

- **Volunteer Program.** Golden Spike National Historic Site relies on a small but dedicated group of volunteers to support park staff with educational and outreach opportunities. About 25 active volunteers work mostly doing reenactments through the busy season, or at the Engine House in the winter. Volunteers also support locomotive operations and maintenance. An AmeriCorps crew of about six people usually assists for about 4–6 weeks, focusing almost exclusively on locomotive preparations for the summer season. In addition, the Golden Spike Association assists with reenactments, annual and special events, and outreach. Volunteers across the board, but especially those with the friends group, are aging beyond being able to volunteer. In addition, there are logistical difficulties with the volunteer program. There is a lack of housing, and the commute time limits the ability to recruit new volunteers. Also, staff are limited in their ability to conduct outreach away from the site, limiting opportunities for recruitment, and the staff time required to manage and coordinate the volunteer program (e.g., background checks, onboarding, activity management) takes away from other staff duties. It can be difficult to find the balance between managing volunteers and the time it takes to do so.
 - *Associated planning and data needs:* Volunteer strategy, develop volunteer position descriptions/responsibilities



- **Unauthorized Use of Historic Site.** Prohibited uses could increase within the boundaries of the park. Although these activities have been a problem in the past, they currently are not a significant threat to resources. This could change if these activities increase. Prohibited activities observed in the area include ATVs, target/skeet shooting, spent shells, hunting, camping, drone use, metal detecting, and looting. Unauthorized recreational use of the park likely relates more to the public's ignorance of boundaries rather than to intentional misuse of public land because boundaries are not clearly marked or known. A map that shows where ATV use is permitted is shared with neighboring land agencies and owners, local law enforcement, and is available to the general public at the visitor center.
 - *Associated planning and data needs:* Sign plan
- **Development Surrounding Historic Site.** The land surrounding the site is mostly undeveloped and the majority is in private ownership. A variety of uses (e.g., ranching, hunting, grazing, ATV use) take place on surrounding lands. Limited development on surrounding ranches contributes to preservation of the historical viewshed, but use could change when ownership is transferred. Orbital ATK, a large aerospace and defense business, owns large tracts of land near Golden Spike National Historic Site and conducts tests a few times each year that result in increased visitation that can be difficult to manage because of limited staff. Ongoing and potential development external to the park could negatively impact multiple resources within the park, including viewsheds, acoustic environment and soundscapes, dark night skies, plants and wildlife, wilderness character, and visitor experience.
 - *Associated planning and data needs:* Updated cultural landscape report, cultural landscape inventory, visual resource inventory, document land use adjacent to boundary
- **Outdated Visitor Center and Exhibits.** The visitor center is a focal point of activity for visitors to the park. Visitors interact with site staff, explore the exhibits, watch a movie, peruse the store, and sit inside and out, waiting for locomotive demonstrations. The visitor center was built in 1969 and has ongoing maintenance needs and deterioration due to age. Park staff would like to explore how technology could be improved or used to support alternative interpretive programming including updating the visitor center to provide Wi-Fi. Other technological enhancements might include cell phone tours, webcams, and greater social media presence. In addition, the quality of visitor center movies varies. An orientation film is shown in the large auditorium, and special interest films are shown in a smaller viewing area on request. Some of the special interest videos are dated or of poor quality, and both they and the orientation film would benefit from updating.
 - *Associated planning and data needs:* Visitor center and display plan (update), updated orientation film, research and planning for update of visitor center interpretive exhibits

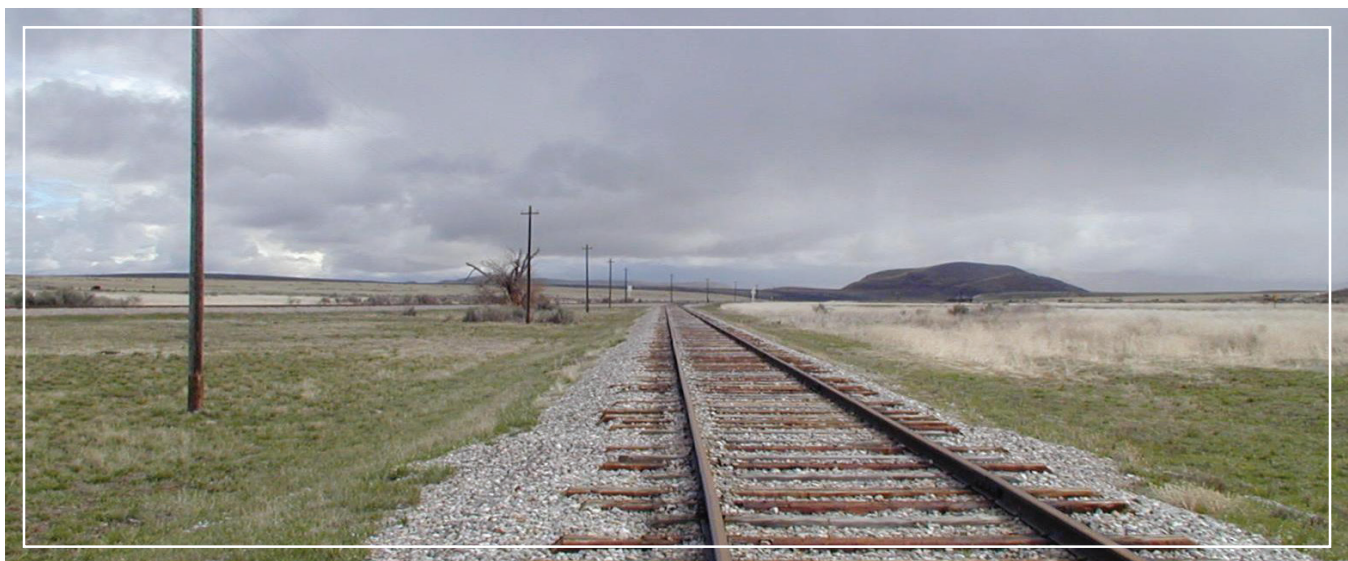
Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV	Wayside exhibit plan	H	The wayside exhibits and signs need updating. They are in varying condition and from varying eras and thus provide an unfocused interpretive story. The 2014 long-range interpretive plan provides guidance on focusing the interpretive story, and updating the waysides should be included.
Key Issue	Sign plan	H	Updates to signs throughout the park are needed, including boundary, wayside, interpretive, and speed limit signs. An existing Project Management Information System (PMIS) project to do this is currently not funded.
Key Issue	Visitor center and display plan (update)	H	The visitor center and its exhibits are a central part of the visitor experience; however, the exhibits need substantial updating. A multicomponent project to achieve this is in PMIS (225347). The first component is concept development, planning, and design, and the second component is fabrication and installation of new exhibits. An additional project in PMIS (150755) is for minor repairs and maintenance to the visitor center.
FRV	Seating accessibility plan	H	The accessibility of seating in the outdoor interpretive area needs to be improved. This project (PMIS 210731) would consist of redesigning and installing accessible and general seating at the Last Spike Site.
FRV, Key Issue	Cultural landscape report (update)	M	The cultural landscape report was written in 2000 and should be updated. It would provide recommendations for future landscape treatments to meet desired conditions for resources protection as outlined in the 2014 cultural resources program review.
OIRV	Resource stewardship strategy	M	This strategy would identify and track indicators of desired conditions, recommend comprehensive strategies to achieve and maintain desired conditions, and periodically assess and update these strategies based on new information and the results of completed activities. It would be informed by this foundation document and provide guidance for many crosscutting issues at the park.
FRV, Key Issue	Volunteer strategy	M	Volunteer participation is a critical component of park operations related to the locomotives, reenactments, and special events. A clear strategy for recruitment, training, and management of volunteers is needed. Volunteer positions and responsibilities need to be clearly defined. Tools such as the NPS volunteer database could increase park staff's ability to recruit volunteers. Additionally, succession planning for reenactments is needed as volunteers age and no longer are able to participate.
FRV, OIRV	Geologic hazard assessment	M	Erosion from storm events and natural processes can affect cultural resources such as railroad grades and the historic landscape and viewshed, including dirt roads. A geologic hazard assessment is needed specifically to address erosion prevention throughout the historic site.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
OIRV	Integrated pest management plan	M	An integrated pest management plan needs to be developed for all spaces that house museum collections. It would include a pest threat assessment, document current and potential pest threats to the collection, outline procedures and techniques for monitoring and controlling pest threats, and provide information about incorporating items into the collection while isolating potential pest threats and preventing future infestations.
OIRV	Collection management plan (update)	M	A comprehensive plan for the park's collection is needed to create consistency for preservation and protection of the collection.
Key Issue	Updated orientation film	M	The orientation film is outdated and should be updated to reflect a new generation of visitors and concurrent updates to the visitor center exhibits.
OIRV	Scope of collections statement (update)	M	The park's scope of collections statement was written in the mid-2000s and should be updated. It would continue to guide the park in the acquisition and management of museum objects that contribute to the park's mission, as well as provide guidance for what can continue to be acquired. It would also clarify what items are a part of the park's collection.
FRV	Long-term storage solution for locomotive casting patterns	L	The original patterns used to create the replica Jupiter and 119 steam locomotives are stored at a commercial facility in Brigham City. Although some staff and volunteers believe that an on-site, climate-controlled, secure facility is needed, the patterns are used infrequently and immediate access is rarely necessary. However, depending on how it is built, an on-site facility could provide an interpretive opportunity.
FRV, OIRV	Planning for adaptation to climate change	L	This planning effort would develop a range of plausible science-based scenarios that inform development of climate change adaptation strategies that serve to inform planning, resource management, and visitor use.



Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Research and planning for update of visitor center interpretive exhibits	H	This information would inform updating interpretive exhibits in the visitor center.
FRV, Key Issue	Cultural landscape inventory	M	The cultural landscape inventory would provide an inventory and assessment of the resources that form the cultural landscape to inform the cultural landscape report.
FRV, Key Issue	Visual resource inventory	M	The park's viewshed is a critical resource, and a systematic and defensible inventory of scenic values could be used to integrate visual resource management with overall park management. The inventory would provide a baseline for monitoring changes over time and inform the conservation of important views. Finally, it also could inform discussions with developers and stakeholders about how development within the shared viewed landscape could occur while retaining the valued characteristics of important views.
FRV, OIRV	Natural resource condition assessment	M	This assessment would inform the resource stewardship strategy.
FRV, OIRV	Cultural resource stewardship assessment	M	This assessment would inform the resource stewardship strategy.
FRV	Convert locomotive construction drawings to digital format (e.g., AutoCad)	M	The construction drawings should be digitized for greater accessibility and ease of use.
Key Issue	Develop volunteer position descriptions/ responsibilities	M	These would aid in recruitment of volunteers and management of the volunteer program.
FRV	Remote sensing of the grounds (LiDAR)	L	Data on the type, location, and condition of the park's landscape resources would help managers evaluate and conserve those resources.
FRV	Collect complete series of aerial photography, georeference imagery and include in the park atlas	L	Aerial photography would be a useful tool for resource management.
FRV, Key Issue	Document land use adjacent to boundary	L	Understanding historic and modern land use adjacent to the park would help park staff identify potential threats to preservation and impacts on the viewshed and historic landscape. These data should include oral histories and GIS.
FRV	Climate change vulnerability assessment	L	This assessment would help park staff better understand the impacts of climate change on resources and could inform a climate change scenario plan.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV	Locomotive color survey (to document color schemes)	L	A color survey would assist park staff in making the locomotives as authentic as possible.
OIRV	Baseline data for night skies	L	Night skies are an important aspect of the viewshed and historic landscape and contribute to a healthy ecosystem. Baseline data for the night sky would help park staff manage this resource, especially in regard to potential development of surrounding areas.
FRV	Administrative history (ongoing)	L	An administrative history would identify major issues that shaped management of the park by detailing the history of the site from its establishment to the present. Early developments and decisions including location of the visitor center, replication of historic locomotives, development of commemorative events, management of resources, and interpretive activities have shaped the visitor experience, and understanding past developments would assist decision making.
OIRV	Collection condition survey	L	An assessment of the condition of collections would inform the collection management plan and the integrated pest management plan. It would identify needed improvements to storage conditions and conservation treatments necessary for long-term preservation. It should also help determine if the locomotive casting patterns should be included in the museum collection.
FRV	Collect ongoing archeological research and analysis	L	Data and analysis about historic site resources provided by researchers should continue to be collected.
FRV	Ethnographic overview and assessment	L	This assessment would gather information from the descendants of those with ties to the Promontory area through time, from traditionally associated tribal members, to descendants of those who helped build the railroads and lived in the area during construction, to those who lived in the surrounding region after construction. This project has been submitted to PMIS for a 2017 project.
OIRV	Catalog specimens and archives (field records)	L	The park's backlog of items awaiting cataloging in the Interior Collections Management System, currently an estimated 6,400 items, should be eliminated.

Part 3: Contributors

Golden Spike National Historic Site

Leslie Crossland, Superintendent
Jan Carpenter, Administrative Officer
Justin Glasgow, Chief of Interpretation
Richard Carroll, Facility Manager
David Kilton, Interpretive Ranger
Phil Barlow, Facilities
Ron Wilson, Locomotive Engineer
John Ott, Interpretive Ranger

Partners

Gary Wilden, Western National Parks Association

NPS Intermountain Region

Art Hutchinson, Chief of Planning
Wendy Berhman, Planner
Sami Powers, Planner
Eric Delynko, GIS Specialist

Other NPS Staff

Melody Bentfield, Contract Librarian (former), Denver Service Center, Planning Division
Pam Holtman, Quality Assurance Coordinator, WASO Park Planning and Special Studies
John Paul Jones, Visual Information Specialist, Denver Service Center, Planning Division
Nancy Shock, Foundation Coordinator, Denver Service Center, Planning Division
Judith Stoeser, Contract Editor, Denver Service Center, Planning Division
Philip Viray, Publications Branch Chief, Denver Service Center, Planning Division

Appendixes

Appendix A: Enabling Legislation and Legislative Acts for Golden Spike National Historic Site

Summary Authorization

- Secretarial Order of April 2, 1957 (Federal Register, v. 22, no. 68, p. 2350), citing authority of Historic Sites Act of August 21, 1935, designated Golden Spike National Historic Site.
- Act of July 30, 1965 (Public Law 89-102, 79 Stat. 426) authorized establishment of Golden Spike National Historic Site.

Acquisition Authority

- Act of July 30, 1965, authorized acquisition of land by donation, purchase, exchange, condemnation, or otherwise.
- Act of October 1, 1993 (Public Law 103-93) authorized acquisition by exchange of all school and institutional trust lands owned by State of Utah within the national park system. The act directs the Secretary to provide to the State of Utah a list of lands or interests in lands within the State of Utah for transfer to the state in exchange for the trust lands. All such exchanges shall be for equal value. As of the date of this act, however, there are no state-owned lands within Golden Spike National Historic Site.

Boundary Revisions

- Act of September 8, 1980 (Public Law 96-344, 94 Stat. 1134) revised park boundary as described.

Acreage Limitations

- None identified.

Development Ceiling

- The establishing legislation authorized expenditure of not more than \$1,168,000 for land acquisition and development. The National Park Service subsequently received additional authorization to purchase replica locomotives, tenders, and appurtenant structures and to provide preservation of historic features relating to construction of the transcontinental railroad, through enactment of Public Law 94-578 on October 21, 1976, which increased the development ceiling from \$1,168,000 to \$5,422,000.
- The development ceiling was amended again on September 8, 1980, when Public Law 96-344 was enacted. The \$5,422,000 was reduced to \$5,324,000; however, \$348,000 was authorized for acquisition of land. This legislation, amended March 1982, also authorized the expenditure of \$100,000 to study the feasibility of providing passenger rail service from Ogden, Utah, to the site; however, no funding was appropriated for this purpose and support for this proposition has been withdrawn. Therefore, the study will not be undertaken at this time, and a request has been submitted to Congress to obviate this congressional mandate.

DEPARTMENT OF THE INTERIOR

Office of the Secretary

ORDER DESIGNATING THE GOLDEN SPIKE NATIONAL HISTORIC SITE, UTAH

Whereas, the Congress of the United States has declared it to be a national policy to preserve for the public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States; and

Whereas, the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments has declared that Promontory Summit, Utah, the place where the Golden Spike was driven, May 10, 1869, to signify completion of the First Transcontinental Railway, is of national significance and warrants establishment as a national historic site in non-Federal ownership; and

Whereas, a cooperative agreement has been entered into by the Golden Spike Association of Box Elder County, Utah, the State of Utah, the Southern Pacific Company, the Central Pacific Railway Company and the United States of America, providing for the designation, preservation and use of the historically significant Golden Spike site as a national historical site;

Now, therefore, I, Fred A. Seaton, Secretary of the Interior, by virtue of and pursuant to the authority contained in section 2 of the act of August 21, 1935 (49 Stat. 666; 16 U. S. C., 1952 ed., sec. 462), do hereby designate the following described lands together with all historic structures thereon and appurtenances connected therewith, to be a national historic site, having the name "Golden Spike National Historic Site";

A tract of land comprising the 400-foot wide right of way for the abandoned Central Pacific Railway Company's trackage (land now leased to Southern Pacific Company) connecting Ogden, Utah, and Reno, Nevada, lying between

Station 221+50.00 and Station 229+15.00, the latter point being located approximately one hundred and seventy-five (175) feet northeasterly along the center line of said right of way from Mile Post 772.9, said mile post having been established at Station 227+39.24 near Promontory Summit, Utah. The said tract, containing 7 acres more or less, has at its approximate center the site at which the original Golden Spike Ceremony took place on May 10, 1869.

The administration, protection, and development of this national historic site shall be exercised in accordance with the provisions of the above-mentioned cooperative agreement and the act of August 21, 1935 supra.

Warning is expressly given to all unauthorized persons not to appropriate, injure, destroy, deface or remove any feature of this historic site.

In witness whereof, I have hereunto set my hand and caused the official seal of the Department of the Interior to be

2 AUTHORIZING GOLDEN SPIKE NATIONAL MONUMENT, UTAH

Strike all of Section 3 and substitute therefor: "SEC. 3. There are hereby authorized to be appropriated the sums of \$118,000 for the acquisitions of land and interests in land and not more than \$1,050,000 for the development of the area authorized under this Act."

The sums set out above are the amounts necessary to implement the legislation. The committee following its usual position of not approving open end authorizations has amended the bill accordingly.

Amend the title of the bill to read:

To authorize the Secretary of the Interior to acquire lands for, and to develop, operate, and maintain, the Golden Spike National Historic Site.

The Department of the Interior recommended and the committee agrees that the designation of the area as a national historic site, rather than a monument, more properly describes the historic character of the events that occurred here.

EXPLANATION

S. 26 would create a Golden Spike National Historic Site at Promontory, 30 miles west of Brigham City in Box Elder County, Utah.

It was at Promontory that the first transcontinental railroad was completed on May 10, 1869. President Leland Stanford of the Central Pacific and Vice President Durant of the Union Pacific drove a golden spike to climax the roadbuilding race, joining twin bands of steel stretching from ocean to ocean.

This was one of our great American dreams. It welded the Union from sea to sea. The transcontinental railroad had been viewed by many as an impractical dream. But President Abraham Lincoln signed the bill which created and financed the Union Pacific Railway, and authorized the construction of a railroad and telegraph line from Council Bluffs, Iowa, to the west. Another railroad, the Central Pacific—now the Southern Pacific—was also established and financed, and it began building eastward. The result was the greatest roadbuilding race in history.

It was originally estimated it would take 12 years to build the track. The job was finished in 6½ years, mostly with hand labor. The last 10 miles of track was laid in a single day, a world record which still remains unbroken.

The railroad engineers conquered Indians, sweltering heat, subzero weather, and the seemingly unassailable ramparts of the towering Rockies and Sierra Nevadas. A heterogeneous host of workmen was used—including brawny Irishmen, pigtailed Chinese, and industrious Mormons. Success was achieved only by a veritable miracle of organization and teamwork and the unbelievable endurance of the men who laid the rails.

The "marriage of the rails" fulfilled the dream of Columbus for a shorter route to the Orient, insured possession of the entire West to the United States and began a new era of development for the Nation.

Yet the spot where this historic event took place is now commemorated by only a small concrete marker, fenced in by an iron railing. The marker is a natural target for gunners in the area—and is badly scarred. The total area involved is about 7 acres, in non-Federal ownership. It has been recognized by the Department of the Interior as a national historical site, and is presently administered by the

AUTHORIZING GOLDEN SPIKE NATIONAL MONUMENT, UTAH 3

Golden Spike Association of Box Elder County, and the State of Utah, pursuant to an agreement with the Secretary of the Interior.

In just 4 short years—1969—we will be celebrating the 100th anniversary of the momentous event at Promontory. The importance of that event in the history and the economic development of our Nation deserve greater recognition than the small marker now there.

This bill would authorize the Secretary of the Interior to acquire title of some 2,000 acres and to establish on them a Golden Spike National Monument.

The committee is convinced that if the site is improved, and made more attractive, it will quickly become a mecca for tourists and for railroad and history buffs. Interstate Highway 15, which will link Salt Lake with Pocatello, Portland, and Seattle, will pass with 25 miles of Promontory. There is already an excellent road from U.S. 15 to the site.

The 2,000 acres of the improved site would include a right-of-way donated by the Southern Pacific Railroad, consisting mostly of old roadbed, 634 acres owned by the State of Utah, and some 1,542 privately owned acres.

The expanded area would consist of: the 7-acre tract of the present historic site; the portion of the old railroad bed, which is some 15 miles long and 400 feet wide, and a 2-mile-square tract of land for use as the location of a visitors' center, and, eventually of a railroad museum where some of the relics of the area's history can be preserved.

A significant step toward establishment of an enlarged site was taken last March when the Southern Pacific Railroad deeded to the Federal Government a right-of-way covering 730 acres containing the old roadbed. However, the Department of Justice has now raised questions concerning title to this land, and this is one reason why the Congress is asked to authorize a Golden Spike National Monument, so land titles can be cleared under authority granted by the law.

It has been estimated that total land acquisition; that is, acquisition of private land in the proposed area, should not cost more than about \$118,000. State lands would be transferred subject, of course, to in-lieu selections of comparable Federal lands in Utah, where nearly 70 percent of our lands are federally owned. The Utah State Legislature, at its recent session, created a golden spike centennial commission and authorized it to direct a centennial celebration to be held in 1969; \$10,000 was appropriated for the commission's use in the coming biennium.

Utahan's, Inc., an organization of individuals and representatives of civic organizations and governmental units interested in Utah tourism, has made the Golden Spike Centennial a priority project for the years ahead.

Land to be acquired.....	acres..	2, 176
Owned by the State of Utah.....	do.....	634
Estimated land acquisition costs.....	dollars..	118, 000
Development costs.....	do.....	1, 050, 000
Annual operating costs.....	do.....	80, 000

The committee unanimously endorse the enactment of S. 26.

4 AUTHORIZING GOLDEN SPIKE NATIONAL MONUMENT, UTAH

DEPARTMENT REPORTS

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 17, 1965.

HON. HENRY M. JACKSON,
*Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.*

DEAR SENATOR JACKSON: Your committee has requested a report on S. 26, a bill authorizing the establishment of the Golden Spike National Monument in the State of Utah.

We recommend the enactment of S. 26, amended as suggested herein.

The bill requires the Secretary of the Interior to acquire all right, title, and interest in and to such lands and improvements as he deems necessary for establishing a national monument on the site depicted on a map prepared by the National Park Service. The monument would commemorate the completion of the first transcontinental railroad across the United States.

The bill provides for designation of the property acquired as the Golden Spike National Monument, to be set aside as a public national memorial. The national monument would be administered under the act of August 25, 1916 (39 Stat. 525; 16 U.S.C. 1 et seq.), as amended and supplemented, and the act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.). The Secretary of the Interior is authorized to construct and maintain markers, buildings, and other improvements, and such facilities as he deems necessary for the care and accommodation of visitors.

Perhaps no single event contributed so much to the development of the West than the completion of the first transcontinental railroad across the United States. On May 10, 1869, the Union Pacific Railroad from the east was joined with the Central Pacific Railroad from the west in a ceremony highlighted by the driving of a golden spike to secure the rail linking the continent.

On April 2, 1957, the Secretary of the Interior designated a 7-acre tract of Southern Pacific Railroad land, which encompassed the site where east and west met, as the Golden Spike National Historic Site. The 7-acre tract is located in a gentle valley between the Promontory and North Promontory Mountains about 25 miles west of Corrine, Utah. Pursuant to a cooperative agreement between the United States, the State of Utah, the Golden Spike Association of Box Elder County, Utah, the Southern Pacific Railroad Co., and the Central Pacific Railroad Co., the national historic site is maintained by the Golden Spike Association of Box Elder County. Technical advice is furnished to the association by the United States through the National Park Service of this Department. The designation of the Southern Pacific Co. land as a national historic site in non-Federal ownership and the cooperative agreement were accomplished under the authority of the Historic Sites, Buildings, and Antiquities Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.).

Developments of the present Golden Spike National Historic Site consist of a concrete monument, brass plaque, and two parallel lengths of rail on the 7-acre tract leased from the Southern Pacific Co.

AUTHORIZING GOLDEN SPIKE NATIONAL MONUMENT, UTAH 5

The Advisory Board on National Parks, Historic Sites, Buildings, and Monuments in October 1959 recommended development and interpretation of the area by this Department. In September 1960 the Board again endorsed enlargement and further development of the area.

Under S. 26, the proposed area would consist of 15½ miles of the original right-of-way at Promontory Summit, including impressive cuts, fills, and original grades, together with adjoining lands needed for development of administrative and interpretive facilities. The area would include the big fill and big trestle site and the viewpoint overlooking the former location of Rozel (the lunch stop during the epic 10 miles of tract laying in 1 day). These will serve as potential exhibit sites.

The nationally significant historical event, which created a transportation system connecting the Atlantic and Pacific shores and which replaced the stage coaches and obviated the need for a long sea voyage, should be commemorated in a fully developed Golden Spike National Historic Site of a size adequate to preserve and interpret the remaining features.

We recommend the following amendments of the bill:

1. Amend the title to read "To authorize the Secretary of the Interior to acquire lands for, and to develop, operate, and maintain, the Golden Spike National Historic Site."

We believe that the present designation of the area as a national historic site should be retained. This term reflects the historic character of the values represented more appropriately than does the designation "national monument."

2. On page 1, line 5, delete the words "all right, title, and interest in and to such lands" and substitute therefor "such lands and interests in lands".

This amendment will permit the Secretary of the Interior to acquire less than the fee title, such as easements and rights-of-way, where it would be feasible to do so.

3. On page 1, lines 7 and 8, and on page 2, lines 5, 8, and 17, delete the word "monument" and substitute therefor the words "historic site", in the appropriate case letters.

The reason for this amendment is the same as given for amendment No. 1.

4. On page 2, line 2, insert after the period the following sentences: "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 under his jurisdiction which he classifies as suitable for exchange or other disposal. The properties so exchanged shall be of approximately equal value: *Provided*, That the Secretary may accept cash from, or pay cash to, the grantor in order to equalize the values of the properties exchanged."

This amendment will make the limits of the exchange authority explicit, and will facilitate land exchanges by authorizing the Secretary to receive or pay money to equalize values.

The total amount of land proposed for acquisition is 2,176 acres, of which 634 acres are owned by the State of Utah. The remainder is in private ownership. We anticipate that the State-owned lands will be acquired through exchange. We estimate the cost of acquiring the private lands to be \$118,000.

	Public Law 89-102	AN ACT
	July 30, 1965 [S. 26]	To authorize the Secretary of the Interior to acquire lands for, and to develop, operate, and maintain, the Golden Spike National Historic Site.
Golden Spike National Historic Site, Utah. Establishment.		<p><i>Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,</i> 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 1963. 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.</p>
Designation, administration, etc.		<p>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.</p>
39 Stat. 535, 16 USC 1.		
16 USC 461.		
Markers, other improvements, construction.		<p>(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.</p>
Appropriation, limitation.		<p>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.</p> <p>Approved July 30, 1965.</p>

94 STAT. 1134

PUBLIC LAW 96-344—SEPT. 8, 1980

Golden Spike National Historic Site. 16 USC 461 note.	<p>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".</p>
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Appendix B: Inventory of Administrative Commitments

Title / Agency / Organization	Purpose / Description	Timeframe	Responsible Parties
Interpark Agreements			
NPS Northern Colorado Plateau Inventory and Monitoring Network (NCPN)	Inventory and monitoring of natural resources in collaborative approach that leverages resources across a group of parks.	Indefinite	Park superintendents, NCPN program manager
Zone Safety Officer	Partner parks will be Dinosaur National Monument, Fossil Butte National Monument, Colorado National Monument, Golden Spike National Historic Site, and Timpanogos Cave National Monument.	Indefinite	Partner park superintendents
Utah Parks Fire Management Group	Agreement between Zion National Park and smaller Utah parks, including Golden Spike National Historic Site (GOSP), for fire management officer and program support.	Expires 2018	Park superintendents, fire management officers
Memorandum of Agreement/Understanding			
Memorandum of understanding MU 1450-86-001	Defines mutual responsibilities between Golden Spike National Historic Site and Golden Spike Association of Box Elder County and details responsibilities regarding planning, promotion, and execution of May 10th celebration. The association grew out of Bernice Gibbs Anderson's attempts in the 1950s to promote and establish Golden Spike as a unit of national park system. It co-sponsors annual May 10th celebration with the National Park Service.	5-year period (renewable)	Golden Spike National Historic Site, Golden Spike Association of Box Elder County
General Agreement			
National Park Service exercises proprietary law enforcement jurisdiction within Golden Spike National Historic Site	Law enforcement rangers can enforce federal codes, as well as state codes in the absence of an applicable federal code. There has been no law enforcement ranger on site since 2007. Utah State Police and Box Elder County Sheriff's Department can also exercise jurisdiction within park.	Continual	Golden Spike National Historic Site, State of Utah State Police, Box Elder County Sheriff's Department
Rights-of-Way			
Rocky Mountain Power	Operation and maintenance of 12.5KV power line.	11/12/2015–11/12/2025	
Rocky Mountain Power	Operation and maintenance of 6,027 feet of existing 12.5kV distribution line and construction, operation, and maintenance of new 340 foot distribution line.	11/12/2015–11/12/2025	
Tesoro	Access for operation and maintenance of two pipelines owned by Chevron Pipe Line Company.	04/15/2013–04/14/2018	

Title / Agency / Organization	Purpose / Description	Timeframe	Responsible Parties
Summary of 2016 Special Use Permits			
<p>Four commercial filming permits</p> <p>One permit to capture sound of locomotives by university radio station</p> <p>One permit for university choir event to be held on West Grade</p> <p>One commercial use authorization for food vendor who caters May 10th event and Railroader Festival</p> <p>One permit for waterline to ranch outside boundary of park</p>			
Cooperative Agreement			
State of Utah, U.S. Forest Service, and U.S. Department of Interior for wildland fire protection	Master Cooperative Wildland Fire Management and Stafford Act Response Agreement.	Signed 2008, implemented with annual operating plans, subject to annual review and approval	Park superintendent, Bureau of Land Management, U.S. Forest Service, Box Elder County Fire Department
Cooperating Association Agreements			
Golden Spike Association	Friends group for historic site. Currently, there is no written agreement.		
Western National Parks Association (WNPA)	National cooperating association agreement to provide support and assistance to interpretive, educational, and research activities of National Park Service and provide interpretive and educational materials to visitors.	04/04/2016–04/04/2021	NPS WASO coordinator for cooperating associations; regional coordinators for cooperating associations; park coordinators; WNPA Executive Director and/or on-site WNPA manager
Commercial Services			
Concession Contract CC-IMFA001-13	Category III concession contract providing for sale of visitor convenience items by WNPA.	02/22/2013–12/31/2022	Managed by NPS Intermountain Region Concessions, which is recipient of annual franchise fee

Appendix C: Traditionally Associated Tribes

Confederated Tribes of the Goshute Reservation, Nevada and Utah
Duckwater Shoshone Tribe of the Duckwater Reservation, Nevada
Ely Shoshone Tribe of Nevada
Northwestern Band of Shoshone Nation
Paiute Indian Tribe of Utah
Paiute Indian Tribe of Utah – Cedar Band
Paiute Indian Tribe of Utah – Kanosh Band
Paiute Indian Tribe of Utah – Koosharem Band
Paiute Indian Tribe of Utah – Shivwits Band
San Juan Southern Paiute Tribe of Arizona
Shoshone Tribe of the Wind River Reservation, Wyoming
Shoshone-Bannock Tribes of the Fort Hall Reservation
Shoshone-Paiute Tribes of the Duck Valley Reservation, Nevada
Skull Valley Band of Goshute Indians of Utah
Te-Moak Tribe of Western Shoshone Indians of Nevada
Te-Moak Tribe of Western Shoshone Indians of Nevada – Battle Mountain Band
Te-Moak Tribe of Western Shoshone Indians of Nevada – Elko Band
Te-Moak Tribe of Western Shoshone Indians of Nevada – South Fork Band
Te-Moak Tribe of Western Shoshone Indians of Nevada – Wells Band
Ute Indian Tribe of the Uintah & Ouray Reservation, Utah
Ute Mountain Tribe of the Ute Mountain Reservation, Colorado, New Mexico & Utah
White Mesa Ute

Appendix D: Past Park Planning and Data Collection Efforts

Document Name	Year
Box Elder Chamber of Commerce. <i>A Report on the Site of the Driving of the Golden Spike – May 10, 1869, at Promontory Summit</i> . Brigham City, UT.	1953
Littleton, J.O. <i>Report of the Investigation of The Golden Spike Site, Promontory, Utah</i> . Santa Fe, NM.	1954
<i>Golden Spike National Historic Site: Proposal to Enlarge and Include Within the National Park System, An Area Investigation Report</i> . Santa Fe, NM.	1960
Utley, R.M. <i>The National Survey of Historic Sites and Buildings: Special Report on Promontory Summit, Utah</i> . Santa Fe, NM.	1960
Utley, R.M. <i>Golden Spike National Historic Site, Utah, Interpretive Prospectus</i> . Santa Fe, NM.	1964
<i>Master Plan, Golden Spike National Historic Site</i> .	1965
Appleman, R.E. <i>Union Pacific Locomotive #119 and Central Pacific Locomotive #60, Jupiter, at Promontory Summit, Utah, May 10, 1869</i> .	1966
Brown, W.E. <i>Interpretive Prospectus for Golden Spike National Historic Site</i> . Santa Fe, NM.	1966
<i>Master Plan for Golden Spike National Historic Site (Revised)</i> .	1966
Ketterson, F.A. Jr. <i>Interpretive Prospectus for Golden Spike Motor Trail</i> .	1968
Jensen, R.L. <i>The National Park Service Moves Toward Responsibility for the Golden Spike National Historic Site, 1957-1965</i> .	1969
Ketterson, F.A. Jr. <i>Historical Base Map and Documented Narrative 1869, Golden Spike National Historic Site, Utah</i> .	1969
"The Last Spike Is Driven." <i>Utah Historical Quarterly</i> . 37.1.	1969
Utley, R., and F.A. Ketterson, Jr. <i>Historical Handbook Series No. 40: Golden Spike</i> .	1969
Battle, D.G. <i>Cultural Resource Background Data Report: Railroad Trestles, Golden Spike N.H.S.</i> San Francisco, CA.	1971
LeFebvre, E.J. <i>Field Study of Historic Railroad Grade and Related Antiquity, Includes Historical and Archeological Survey 1973</i> .	1974
<i>Environmental Assessment for a General Management Plan, Golden Spike National Historic Site</i> .	1976
<i>Environmental Assessment for Boundary, Golden Spike National Historic Site</i> .	1977
<i>Wildfire Plan, Golden Spike National Historic Site</i> .	1977
Anderson, A.B., et.al. <i>General Management Plan, Golden Spike National Historic Site</i> .	1978
Ayres, J.E., A.F. Ketterson, and A.B. Anderson. <i>Cultural Resource Background Data Inventory, Evaluation and Recommendations for Effective Management</i> .	1978
Hedren, P. <i>Tents at Promontory, May 10, 1869</i> .	1978
Jones, B.A. <i>Stratigraphic Profiles from Golden Spike National Historic Site, Utah</i> .	1979
Schwinn, M.A. and L. Minden, eds. <i>Utah Reptile and Amphibian Latilong Distribution</i> . Salt Lake City, UT.	1979
Anderson, A. B. <i>Ancillary Construction on Promontory Summit, Utah: Those Domestic Structures Built by Railroad Workers</i> . Denver, CO.	1981
Nichols, E.A. <i>Land Acquisition Plan for Golden Spike National Historic Site</i> .	1981

Document Name	Year
Ayres, J.E. <i>Archaeological Survey of Golden Spike National Historic Site and Historical Record Search for Promontory, Utah.</i>	1982
Federal Highway Administration. <i>Road Inventory and Needs Study for Golden Spike National Historic Site.</i>	1983
CSC. <i>Historic Preservation Plan for Trestles No. 1 and No. 2, Golden Spike National Historic Site, Promontory Summit, Utah.</i>	1986
<i>Scope of Collection: Golden Spike National Historic Site.</i>	1986
<i>General Management Plan December 1978: Golden Spike National Historic Site, with Addendum 5/87. Denver, CO.</i>	1987
Hedren, P., and T. Haraden. <i>Resource Management Plan - Cultural Component, Golden Spike National Historic Site.</i>	1988
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Intermountain Region Foundation Document Recommendation Golden Spike National Historic Site

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This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Intermountain Regional Director.

Leslie J. Crossland

RECOMMENDED

Leslie Crossland, Superintendent, Golden Spike National Historic Site

11/02/17

Date

Kate H. H. Masica

APPROVED

Sue E. Masica, Regional Director, Intermountain Region

11/30/2017

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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