

GOLDEN SPIKE/CROSSROADS OF THE WEST

APRIL 13, 2000.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. YOUNG of Alaska, from the Committee on Resources,
submitted the following

REPORT

[To accompany H.R. 2932]

[Including cost estimate of the Congressional Budget Office]

The Committee on Resources, to whom was referred the bill (H.R. 2932) to authorize the Golden Spike/Crossroads of the West National Heritage Area, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Strike out all after the enacting clause and insert in lieu thereof the following:

SECTION 1. AUTHORIZATION OF STUDY.

(a) DEFINITIONS.—For the purposes of this section:

(1) GOLDEN SPIKE RAIL STUDY.—The term “Golden Spike Rail Study” means the Golden Spike Rail Feasibility Study, Reconnaissance Survey, Ogden, Utah to Golden Spike National Historic Site”, National Park Service, 1993.

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

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

(b) IN GENERAL.—The Secretary shall conduct a study of the Study Area which includes analysis and documentation necessary to determine whether the Study Area—

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

(2) reflects traditions, customs, beliefs, and folk-life that are a valuable part of the national story;

(3) provides outstanding opportunities to conserve natural, historic, cultural, or scenic features;

(4) provides outstanding recreational and educational opportunities;

- (5) contains resources important to the identified theme or themes of the Study Area that retain a degree of integrity capable of supporting interpretation;
 - (6) includes residents, business interests, nonprofit organizations, and local and State governments who have demonstrated support for the concept of a National Heritage Area; and
 - (7) has a potential management entity to work in partnership with residents, business interests, nonprofit organizations, and local and State governments to develop a National Heritage Area consistent with continued local and State economic activity.
- (c) CONSULTATION.—In conducting the study, the Secretary shall—
- (1) consult with the State Historic Preservation Officer, State Historical Society, and other appropriate organizations; and
 - (2) use previously completed materials, including the Golden Spike Rail Study.
- (d) BOUNDARIES OF STUDY AREA.—The Study Area shall be comprised of sites relating to completion of the first transcontinental railroad in the State of Utah, concentrating on those areas identified on the map included in the Golden Spike Rail Study.
- (e) REPORT.—Not later than 3 fiscal years after funds are first made available to carry out this section, the Secretary shall submit to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report on the findings and conclusions of the study and recommendations based upon those findings and conclusions.
- (f) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated to the Secretary such sums as may be necessary to carry out the provisions of this section.

SEC. 2. CROSSROADS OF THE WEST HISTORIC DISTRICT.

- (a) PURPOSES.—The purposes of this section are—
- (1) to preserve and interpret, for the educational and inspirational benefit of the public, the contribution to our national heritage of certain historic and cultural lands and edifices of the Crossroads of the West Historic District; and
 - (2) to enhance cultural and compatible economic redevelopment within the District.
- (b) DEFINITIONS.—For the purposes of this section:
- (1) DISTRICT.—The term “District” means the Crossroads of the West Historic District established by subsection (c).
 - (2) SECRETARY.—The term “Secretary” means the Secretary of the Interior.
 - (3) HISTORIC INFRASTRUCTURE.—The term “historic infrastructure” means the District’s historic buildings and any other structure that the Secretary determines to be eligible for listing on the National Register of Historic Places.
- (c) CROSSROADS OF THE WEST HISTORIC DISTRICT.—
- (1) ESTABLISHMENT.—There is established the Crossroads of the West Historic District in the city of Ogden, Utah.
 - (2) BOUNDARIES.—The boundaries of the District shall be the boundaries depicted on the map entitled “Crossroads of the West Historic District”, numbered OGGO–20,000, and dated March 22, 2000. The map shall be on file and available for public inspection in the appropriate offices of the Department of the Interior.
- (d) DEVELOPMENT PLAN.—The Secretary may make grants and enter into cooperative agreements with the State of Utah, local governments, and nonprofit entities under which the Secretary agrees to pay not more than 50 percent of the costs of—
- (1) preparation of a plan for the development of historic, architectural, natural, cultural, and interpretive resources within the District;
 - (2) implementation of projects approved by the Secretary under the development plan described in paragraph (1); and
 - (3) an analysis assessing measures that could be taken to encourage economic development and revitalization within the District in a manner consistent with the District’s historic character.
- (e) RESTORATION, PRESERVATION, AND INTERPRETATION OF PROPERTIES.—
- (1) COOPERATIVE AGREEMENTS.—The Secretary may enter into cooperative agreements with the State of Utah, local governments, and nonprofit entities owning property within the District under which the Secretary may—
 - (A) pay not more than 50 percent of the cost of restoring, repairing, rehabilitating, and improving historic infrastructure within the District;
 - (B) provide technical assistance with respect to the preservation and interpretation of properties within the District; and

- (C) mark and provide interpretation of properties within the District.
- (2) NON-FEDERAL CONTRIBUTIONS.—When determining the cost of restoring, repairing, rehabilitating, and improving historic infrastructure within the District for the purposes of paragraph (1)(A), the Secretary may consider any donation of property, services, or goods from a non-Federal source as a contribution of funds from a non-Federal source.
- (3) PROVISIONS.—A cooperative agreement under paragraph (1) shall provide that—
- (A) the Secretary shall have the right of access at reasonable times to public portions of the property for interpretive and other purposes;
 - (B) no change or alteration may be made in the property except with the agreement of the property owner, the Secretary, and any Federal agency that may have regulatory jurisdiction over the property; and
 - (C) any construction grant made under this section shall be subject to an agreement that provides—
 - (I) that conversion, use, or disposal of the project so assisted for purposes contrary to the purposes of this section shall result in a right of the United States to compensation from the beneficiary of the grant; and
 - (II) for a schedule for such compensation based on the level of Federal investment and the anticipated useful life of the project.
- (4) APPLICATIONS.—
- (A) IN GENERAL.—A property owner that desires to enter into a cooperative agreement under paragraph (1) shall submit to the Secretary an application describing how the project proposed to be funded will further the purposes of the management plan developed for the District.
 - (B) CONSIDERATION.—In making such funds available under this subsection, the Secretary shall give consideration to projects that provide a greater leverage of Federal funds.
- (f) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated to the Secretary to carry out this section not more than \$1,000,000 for any fiscal year and not more than \$5,000,000 total.

Amend the title so as to read:

A bill to direct the Secretary of the Interior to conduct a study of the Golden Spike/Crossroads of the West National Heritage Area Study Area and to establish the Crossroads of the West Historic District in the State of Utah.

PURPOSE OF THE BILL

The purpose of H.R. 2932, as ordered reported, is to direct the Secretary of the Interior to conduct a study of the Golden Spike/Crossroads of the West National Heritage Area Study Area and to establish the Crossroads of the West Historic District in the State of Utah.

BACKGROUND AND NEED FOR LEGISLATION

H.R. 2932, as ordered reported, would direct the Secretary of the Interior to conduct a study in northern Utah concerning the national significance of the intercontinental railway as an integral part of American history and the designation of this area as a National Heritage Area. The culture of Utah's railway industry is of national interest and its industrial strength has been a primary part of America's expansion into the West. The study would focus on these cultural and historical resources. The Secretary shall submit the findings and recommendations of the study in a report no later than three fiscal years after funds are made available for the study.

H.R. 2932, as ordered reported, also establishes the Crossroads of the West Historic District in the City of Ogden, Utah. The Secretary of the Interior is authorized to make grants and enter into cooperative agreements with State, local, and non-profit entities for

the development of a plan for the historic district. The Secretary is also authorized to provide financial assistance to restore and improve this historic infrastructure, technical assistance, and mark and provide interpretation of properties within the District. The bill stipulates that no more than \$1 million for any fiscal year and \$5 million dollars total may be appropriated to carry out the activities identified in this bill. Furthermore, federal funding may not exceed 50 per cent of the total cost of any activity carried out with these funds.

COMMITTEE ACTION

H.R. 2932 was introduced on September 23, 1999, by Congressman James V. Hansen (R-UT). The bill was referred to the Committee on Resources, and within the Committee to the Subcommittee on National Parks and Public Lands. On October 5, 1999, the Subcommittee held a hearing on the bill. On March 23, 2000 the Subcommittee met to consider the bill. An amendment in the nature of a substitute was offered by Congressman Hansen which changed the bill from one establishing the Golden Spike/Crossroads of the West National Heritage Area to one authorizing a study of the heritage area and establishing a historic district. The amendment was adopted by voice vote. The bill, as amended, was then ordered favorably reported to the Full Committee by voice vote. On April 5, 2000, the Full Resources Committee met to consider the bill. No further amendments were offered and the bill, as amended, was ordered favorably reported to the House of Representatives by voice vote.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

Regarding clause 2(b)(1) of rule X and clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee on Resources' oversight findings and recommendations are reflected in the body of this report.

CONSTITUTIONAL AUTHORITY STATEMENT

Article I, section 8 of the Constitution of the United States grants Congress the authority to enact this bill.

COMPLIANCE WITH HOUSE RULE XIII

1. *Cost of Legislation.* Clause 3(d)(2) of rule XIII of the Rules of the House of Representatives requires an estimate and a comparison by the Committee of the cost which would be incurred in carrying out this bill. However, clause 3(d)(3)(B) of that rule provides that this requirement does not apply with the Committee has included in its report a timely submitted cost estimate of the bill prepared by the Director of the Congressional Budget Office under section 402 of the Congressional Budget Act of 1974.

2. *Congressional Budget Act.* As required by clause 3(c)(2) of rule XIII of the Rules of the House of Representatives and section 308(a) of the Congressional Budget Act of 1974, this bill does not contain any new budget authority, spending authority, credit authority, or an increase or decrease in revenues or tax expenditures.

3. *Government Reform Oversight Findings.* Under clause 3(c)(4) of rule XIII of the Rules of the House of Representatives, the Committee has received no report of oversight findings and recommendations from the Committee on Government Reform on this bill.

4. *Congressional Budget Office Cost Estimate.* Under clause 3(a)(3) of rule XIII of the Rules of the House of Representatives and section 403 of the Congressional Budget Act of 1974, the Committee has received the following cost estimate for this bill from the Director of the Congressional Budget Office.

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, April 12, 2000.

Hon. DON YOUNG,
*Chairman, Committee on Resources,
House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 2932, a bill to direct the Secretary of the Interior to conduct a study of the Gold Spike/Crossroads of the West National Heritage Area Study Area and to establish the Crossroads of the West Historic District in the state of Utah.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Deborah Reis.

Sincerely,

STEVEN LIEBERMAN
(For Dan L. Crippen, Director).

Enclosure.

H.R. 2932—A bill to direct the Secretary of the Interior to conduct a study of the Golden Spike/Crossroads of the West National Heritage Area Study Area and to establish the Crossroads of the West Historic District in the state of Utah

Assuming appropriation of the necessary amounts, CBO estimates that implementing H.R. 2932 would cost the federal government \$5.25 million over the 2001–2005 period. The bill would not affect direct spending or receipts; therefore, pay-as-you-go procedures would not apply. H.R. 2932 contains no private-sector or intergovernmental mandates as defined in the Unfunded Mandates Reform Act and would impose no significant costs on state, local, or tribal governments. Any costs to the state of Utah or local jurisdictions in that state would be incurred voluntarily.

H.R. 2932 would establish the Crossroads of the West Historic District in the city of Ogden, Utah. The bill would authorize the National Park Service (NPS) to make grants to or execute cooperative agreements with the state, local governments, or nonprofit groups under which the federal government would pay one-half of the cost of developing a plan for the district and implementing interpretive projects. The NPS also would be authorized to enter into cooperative agreements with these parties to finance one-half of the cost of restoring or repairing historic properties and to provide technical assistance and interpretive materials. For these purposes, the bill would authorize the appropriation of \$1 million annually, up to a total of \$5 million.

The bill also would direct the NPS to conduct a study of the Gold Spike/Crossroads area of the new historic district. The three-year study would establish the suitability of this site for interpretation by the agency. Based on information from the NPS, we estimate this study would cost \$250,000 over the 2001–2003 period.

The CBO staff contacts for this estimate are Deborah Reis (for federal costs) and Marjorie Miller (for the state and local impact). This estimate was approved by Peter H. Fontaine, Deputy Assistant Director for Budget Analysis.

COMPLIANCE WITH PUBLIC LAW 104–4

This bill contains no unfunded mandates.

PREEMPTION OF STATE, LOCAL, OR TRIBAL LAW

This bill is not intended to preempt State, local, or tribal law.

CHANGES IN EXISTING LAW

If enacted, this bill would make no changes in existing law.