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SPRINGFIELD 1908 RACE RIOT NATIONAL MONUMENT

DECEMBER 20, 2023.—Ordered to be printed

Mr. MANCHIN, from the Committee on Energy and Natural Resources, submitted the following

R E P O R T

[To accompany S. 384]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 384), to establish the Springfield 1908 Race Riot National Monument in the State of Illinois, and for other purposes, having considered the same, reports favorably thereon with an amendment, in the nature of a substitute, and recommends that the bill, as amended, do pass.

AMENDMENT

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “Springfield 1908 Race Riot National Monument Act”.

SEC. 2. DEFINITIONS.

In this Act:

(1) COMMISSION.—The term “Commission” means the Springfield 1908 Advisory Commission established by section 3(h)(1).

(2) MAP.—The term “Map” means the map entitled “Springfield 1908 Race Riot National Memorial Proposed Boundary”, numbered 687/148588, and dated February 2023.

(3) NATIONAL MONUMENT.—The term “National Monument” means the Springfield 1908 Race Riot National Monument established by section 3(a)(1).

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

(5) STATE.—The term “State” means the State of Illinois.

SEC. 3. ESTABLISHMENT OF SPRINGFIELD 1908 RACE RIOT NATIONAL MONUMENT.

(a) ESTABLISHMENT.—

(1) IN GENERAL.—Subject to paragraph (2), there is established in the State the Springfield 1908 Race Riot National Monument as a unit of the National Park System to preserve, protect, and interpret for the benefit of present and future generations resources associated with the Springfield Race Riot of 1908

and the role of the Riot in the formation of the National Association for the Advancement of Colored People.

(2) CONDITIONS.—The National Monument shall not be established until the date on which the Secretary determines that sufficient land has been acquired within the boundary of the National Monument to constitute a manageable unit.

(b) BOUNDARIES.—

(1) IN GENERAL.—The boundary of the National Monument shall be the boundary generally depicted on the Map.

(2) AVAILABILITY OF MAP.—The Map shall be on file and available for public inspection in the appropriate offices of the National Park Service.

(c) ACQUISITION AUTHORITY.—The Secretary may acquire land or interests in land located within the boundary of the National Monument by—

(1) donation;

(2) purchase with donated or appropriated funds; or

(3) exchange.

(d) ADMINISTRATIVE SITES AND VISITOR FACILITIES.—To facilitate the administration of the National Monument, the Secretary may acquire or lease facilities for the administration of the National Monument and to provide visitor services outside the boundary, but within the vicinity, of the National Monument.

(e) ADMINISTRATION.—

(1) IN GENERAL.—The Secretary shall administer the National Monument in accordance with—

(A) this Act; and

(B) the laws generally applicable to units of the National Park System.

(2) MANAGEMENT PLAN.—Not later than 3 years after the date on which funds are first made available to the Secretary for the preparation of a management plan for the National Monument, the Secretary shall prepare a management plan for the National Monument in accordance with section 100502 of title 54, United States Code.

(f) MEMORIAL.—The Secretary may accept the donation of a permanent memorial to the victims, survivors, and descendants of survivors of the Springfield Race Riot of 1908, to be located within the boundary of the National Monument.

(g) AGREEMENTS.—The Secretary may enter into agreements with—

(1) the city of Springfield in the State or other public or private entities for the purpose of managing and operating National Monument facilities for administration and visitor services authorized under subsection (d); and

(2) other public or private entities for the interpretation of sites associated with the Springfield Race Riot of 1908 located within or outside the boundary of the National Monument.

(h) SPRINGFIELD 1908 ADVISORY COMMISSION.—

(1) ESTABLISHMENT.—There is established an advisory commission, to be known as the “Springfield 1908 Advisory Commission”, to advise the Secretary with respect to the management and development of the National Monument.

(2) MEMBERSHIP.—The Commission shall be composed of 11 members, to be appointed by the Secretary, of whom—

(A) 3 members shall reside in the city of Springfield or Sangamon County in the State;

(B) 3 members shall be appointed after consideration of recommendations submitted by the Governor of the State;

(C) 3 members shall be appointed after consideration of recommendations submitted by the Mayor of the city of Springfield in the State; and

(D) 2 members shall be appointed who have experience in the field of historic preservation or the purposes for which the National Monument was established.

(3) TERM.—

(A) IN GENERAL.—A member of the Commission shall be appointed for a term of 5 years.

(B) SUCCESSORS.—Notwithstanding the expiration of a 5-year term of a member of the Commission, a member of the Commission may continue to serve on the Commission until the date on which—

(i) the member is reappointed by the Secretary; or

(ii) a successor is appointed by the Secretary.

(4) CHAIRPERSON.—The Commission shall have a Chairperson, who shall be elected by the members of the Commission.

(5) BYLAWS.—The Commission shall adopt such bylaws as the Commission considers necessary to carry out the duties of the Commission under this subsection.

(6) VACANCIES.—A vacancy on the Commission shall be filled in the same manner in which the original appointment was made.

(7) QUORUM.—A majority of the members of the Commission shall constitute a quorum.

(8) COMPENSATION.—

(A) IN GENERAL.—Members of the Commission shall serve without compensation.

(B) TRAVEL EXPENSES.—Members of the Commission shall be allowed travel expenses, including per diem in lieu of subsistence, at rates authorized for an employee of an agency under subchapter I of chapter 57 of title 5, United States Code, while away from the home or regular place of business of the member in the performance of the duty of the Commission.

(9) FACA NONAPPLICABILITY.—Section 1013(b) of title 5, United States Code, shall not apply to the Commission.

(10) TERMINATION.—The Commission shall terminate on the date that is 12 years after the date of enactment of this Act.

PURPOSE

The purpose of S. 384 is to establish the Springfield 1908 Race Riot National Monument in the State of Illinois.

BACKGROUND AND NEED

On the evening of August 14, 1908, a two-day riot, which involved the intervention of both police and state troopers, began in Springfield, Illinois. The riot was fueled by rumors that two African American men were responsible for unrelated sexual assault and murder crimes, even though there was no evidence that either man was responsible for the crimes. Local white citizens gathered near the entrance of the city jail on the evening of August 14, 1908, demanding for the two suspects, without knowing that both had already been removed for their own safety. Once those gathered at the jail realized the suspects were no longer being held at the jail, they broke out into a violent mob. The mob was responsible for the death of several area residents as well as massive damage to African American- and Jewish-owned businesses and homes. The riot led to calls for a town meeting and eventually led to the organization of the National Association for the Advancement of Colored People in 1909.

On August 20, 2022, the site was designated as the 30th addition to the African American Civil Rights Network, which recognizes the historical and national significance of a landmark event in the struggle for civil rights. In 2020, Congress passed the Springfield Race Riot Study Act of 2020 (Public Law 116–260), which directed the National Park Service to undertake a special resource study of the site to further evaluate the eligibility of the site for potential designation as a National Monument. The study was transmitted to Congress on June 13, 2023.

The National Park Service found that the Springfield Race Riot site meets all criteria necessary to be eligible for designation as a unit of the National Park System. The full study can be found at www.parkplanning.nps.gov.

S. 384 follows on the recommendations of the National Park Service study and designates the Springfield 1908 Race Riot National Monument in the State of Illinois as a unit of the National Park System.

LEGISLATIVE HISTORY

S. 384 was introduced by Senators Duckworth and Durbin on February 9, 2023. The Subcommittee on National Parks held a hearing on S. 384 on June 21, 2023.

Similar legislation, S. 305 was introduced in the 117th Congress by Senators Duckworth and Durbin on February 8, 2021. The Subcommittee on National Parks held a hearing on S. 305 on September 21, 2022. Similar legislation, H.R. 1407, was introduced in the House of Representatives on February 26, 2021, by Representative Davis and others. The House Subcommittee on National Parks, Forests, and Public Lands held a hearing on H.R. 1407 on April 1, 2021.

In the 116th Congress, Senator Duckworth and Senator Durbin introduced similar legislation, S. 298, on January 31, 2019. The Subcommittee on National Parks held a hearing on S. 298 on June 19, 2019. On December 17, 2019, the Committee on Energy and Natural Resources ordered S. 298 reported favorably with a substitute amendment authorizing the National Park Service to conduct a special resource study of the site.

Also in the 116th Congress, Representative Davis and others introduced similar legislation, H.R. 139, which directed the National Park Service to conduct a special resource study of the site. The House Subcommittee on National Parks, Forests, and Public Lands held a hearing on the bill on October 29, 2019. H.R. 139 passed the House of Representatives on September 21, 2020. The text of H.R. 139 was included in Title IV of Division G in the Consolidated Appropriations Act of 2021 (Public Law 116–260).

COMMITTEE RECOMMENDATION

The Senate Committee on Energy and Natural Resources, in open business session on September 21, 2023, by a majority voice vote of a quorum present, recommends that the Senate pass S. 384, if amended as described herein.

COMMITTEE AMENDMENT

During the consideration of S. 384, the Committee adopted an amendment in the nature of a substitute. The amendment incorporates National Park Service recommendations concerning the management of the national monument and makes other clarifying and conforming edits. The amendment is explained in detail in the section-by-section analysis, below.

SECTION-BY-SECTION ANALYSIS

Section 1 provides the short title of the bill, the “Springfield 1908 Race Riot National Monument Act.

Section 2 defines key terms used in the bill.

Section 3(a) establishes the Springfield 1908 Race Riot National Monument (national monument) as a unit of the National Park System, at such time as the Secretary of the Interior (Secretary) acquires sufficient land within the boundary of the national monument to constitute a manageable unit.

Subsection (b) provides that the boundary of the national monument shall be as depicted on the referenced map, and that the map

shall be on file and available for public inspection in appropriate offices of the National Park Service.

Subsection (c) authorizes the Secretary to acquire lands and interests in land within the boundary of the national monument by donation, purchase with donated or appropriated funds, or exchange.

Subsection (d) states that the Secretary may acquire or lease park administration facilities and to provide visitor services in the vicinity of the national monument.

Subsection (e) directs the Secretary to administer the national monument in accordance with the laws generally applicable to units of the National Park System. The subsection also requires the Secretary to prepare a management plan for the national monument within 3 years after the date funds are made available.

Subsection (f) provides that the Secretary may accept the donation of a permanent memorial to honor the victims, survivors, and descendants of survivors of the Springfield Race Riot of 1908, to be located within the boundary of the national monument.

Subsection (g) authorizes the Secretary to enter into agreements with the City of Springfield or other public or private entities for the purpose of managing and operating national monument facilities for administration and visitor services under subsection (d).

Subsection (h) establishes a “Springfield 1908” Advisory Commission to advise the Secretary on the management and development of the national monument, and describes the membership and meeting requirements of the commission.

COST AND BUDGETARY CONSIDERATIONS

The Committee has requested, but has not yet received, the Congressional Budget Office’s estimate of the cost of S. 384, as ordered reported. When the Congressional Budget Office completes its cost estimate, it will posted on the internet at www.cbo.gov.

REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 384. The bill is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses. No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy. Little, if any, additional paperwork would result from the enactment of S. 384, as ordered reported.

CONGRESSIONALLY DIRECTED SPENDING

S. 384, as ordered reported, does not contain any congressionally directed spending items, limited tax benefits, or limited tariff benefits as defined in rule XLIV of the Standing Rules of the Senate.

EXECUTIVE COMMUNICATIONS

The testimony provided by the National Park Service at the Subcommittee on National Parks June 21, 2023, hearing on S. 384 follows:

STATEMENT OF MICHAEL A. CALDWELL, ASSOCIATE DIRECTOR FOR PARK PLANNING, FACILITIES AND LANDS, NATIONAL PARK SERVICE, U.S. DEPARTMENT OF THE INTERIOR

Chairman King, Ranking Member Daines, and members of the Subcommittee, thank you for the opportunity to present the Department of the Interior's views on S. 384, a bill to establish the Springfield 1908 Race Riot National Monument in the State of Illinois, and for other purposes.

The Department strongly supports S. 384 with technical amendments.

S. 384 would authorize the Secretary of the Interior (Secretary) to establish the Springfield 1908 Race Riot National Monument as a unit of the National Park System after meeting specified requirements. The bill includes authorities for land acquisition and administration that are commonly included in legislation establishing a unit of the National Park System. S. 384 would also authorize the Secretary to establish a memorial within the national monument, and it would establish an advisory commission to advise the Secretary with respect to the management and development of the National Monument.

The establishment of this site as a unit of the National Park System would reflect the National Park Service's (NPS) recently completed special resource study of the race riot site, which concluded that the site meets all criteria necessary to be eligible for designation as a new unit. The Springfield Race Riot site contains the foundations of five of the dozens of homes that were destroyed during the 1908 riot that engulfed the city. The riot was a multi-day affair, started by a White mob, directed primarily against African American residents. The riot resulted in the lynching of two Black men, assaults on many more, damage to Black-owned and Jewish-owned businesses, and the destruction of whole neighborhoods. The riot, trials, and aftermath of the events in Springfield drew national attention to racial violence and sparked direct action by many civil rights leaders.

The events in Springfield occurred in Abraham Lincoln's hometown, a few months before the centennial of his birth, and highlighted the lack of progress on race relations in America. In February 1909, civil rights leaders, in direct reaction to the Springfield riot, formed the National Negro Committee, which would later become the National Association for the Advancement of Colored People (NAACP). The Springfield Race Riot site is important for its association with the creation of the NAACP and its contributions to civil rights in America.

In 2019, the NPS completed a reconnaissance survey of the site which provided a preliminary assessment of its national significance, suitability, feasibility, and need for NPS management, concluding that the site was likely to meet the NPS criteria for inclusion in the National Park System. Subsequently, pursuant to Public Law 116-139,

the NPS conducted a full special resource study of the site confirming those findings.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill S. 384, as ordered reported.

