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SENATE

{ REPORT
105-395

WOMEN'S RIGHTS NATIONAL HISTORIC TRAIL ACT OF 1998

OCTOBER 9 (legislative day, OCTOBER 2), 1998.—Ordered to be printed

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

REPORT

[To accompany S. 1641]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 1641) to direct the Secretary of the Interior to study alternatives for establishing a national historic trail to commemorate and interpret the history of women's rights in the United States, having considered the same, reports favorably thereon with an amendment and recommends that the bill, as amended, do pass.

The amendment is as follows:

On page 2, lines 8 and 9, strike "establishing a national historic trail".

PURPOSE OF THE MEASURE

The purpose of S. 1641 is to authorize the Secretary of the Interior to conduct a study of alternatives to commemorate and interpret the history of women's rights in the United States.

BACKGROUND AND NEED

The women's rights movement in America began in Waterloo, New York nearly 150 years ago when five women met at the home of Jane and Richard Hunt. Elizabeth Cady Stanton of Seneca Falls, Mary Ann McClintock of Waterloo, Marta Coffin Wright of Auburn, Lucretia Coffin Mott of Philadelphia and Mrs. Hunt planned the first women's rights convention held at the Wesleyan Chapel in Seneca Falls.

The corridor between Boston, Massachusetts, and Buffalo, New York, is rich with unprotected and uninterpreted sites of the early women's rights movement. In Massachusetts, the birthplace of Susan B. Anthony, and the homes of Abby Kelley Foster, Julia

Ward Howe, Margaret Fuller, and Lucy Stone are all significant and important resources in the women's rights movement. The homes of Abigail Adams and Mercy Warren, and the site of the 1908 National American Woman Suffrage Association convention in Buffalo, New York are other sites and events involved in the efforts to advance women's rights.

The purpose of the bill is to identify and connect sites related to the women's rights movement nationwide. The National Park Service has already identified many historic resources relating to the women's rights movement in a Women's History Theme Study. The study identified and evaluated many sites as potential National Historic Landmarks. Under this legislation, the National Park Service would continue to identify and evaluate sites related to the women's rights movement in the Boston, Massachusetts to Buffalo, New York corridor as well as other regions of the country and recommend appropriate commemorative designations.

LEGISLATIVE HISTORY

S. 1641 was introduced by Senators Moynihan and D'Amato on February 12, 1998 and referred to the Committee on Energy and Natural Resources. Since the bill's introduction Senators Coverdell and Kennedy have been added as cosponsors. The Subcommittee on National Parks, Historic Preservation and Recreation held a hearing on S. 1641 on September 17, 1998.

At its business meeting on September 24, 1998, the Committee on Energy and Natural Resources ordered S. 1641 favorably reported, as amended.

COMMITTEE RECOMMENDATION

The Committee on Energy and Natural Resources, in open business session on September 24, 1998, by a unanimous voice vote of a quorum present, recommends that the Senate pass S. 1641, if amended as described herein.

COMMITTEE AMENDMENT

During the consideration of S. 1641, the Committee adopted an amendment which removes a requirement that the Secretary of the Interior conduct a national historic trail suitability and feasibility study for sites associated with the history of the women's rights movement. The amendment gives the National Park Service more flexibility to study and recommend appropriate commemorative designations.

SECTION-BY-SECTION ANALYSIS

Section 1 designates the bill's short title as the "Women's Rights National Historic Trail Act of 1998".

Section 2 authorizes the Secretary of the Interior to conduct a study of alternatives to commemorate and interpret the history of women's rights in the United States.

This section states that the study will include the following: (1) consideration of the establishment of a new unit of the National Park System; (2) consideration of the establishment of various appropriate designations for routes and sites relating to the history

of women's rights in the United States, and alternative means to link those sites, including a corridor between Buffalo, New York, and Boston, Massachusetts; (3) recommendations for cooperative arrangements with State and local governments, local historical organizations, and other entities; and (4) cost estimates for the alternatives.

This section also states that the Secretary: (1) conduct the study with public involvement and in consultation with State and local officials, scholarly and other interested organizations, and individuals; (2) complete the study as expeditiously as practicable after the date on which funds are made available for the study; and (3) on completion of the study, 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 recommendations of the study.

COST AND BUDGETARY CONSIDERATIONS

The following estimate of costs of this measure has been provided by the Congressional Budget Office:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, October 1, 1998.

Hon. FRANK H. MURKOWSKI,
Chairman, Committee on Energy and Natural Resources, U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for S. 1641, the Women's Rights National Historic Trail Act of 1998.

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

Sincerely,

JUNE E. O'NEILL, *Director.*

Enclosure.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

S. 1641—Women's Rights National Historic Trail Act of 1998

S. 1641 would direct the National Park Service (NPS) to conduct a study of alternatives for commemorating and interpreting the history of women's rights in the United States. The study would address the possibility of establishing a new NPS unit and other alternatives, including related cost estimates.

Based on information obtained from the NPS, CBO estimates that implementing S. 1641 would cost the Federal Government about \$250,000 over the next two years, assuming the availability of appropriated funds. The bill would not affect direct spending or receipts; therefore, pay-as-you-go procedures would not apply. S. 1641 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act and would not affect the budgets of state, local, or tribal governments.

The CBO staff contact for this estimate is Deborah Reis. The estimate was approved by Paul N. Van de Water, Assistant Director for Budget Analysis.

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. 1641. The bill is not a regulatory measure in the sense of imposing Government-established standards of 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 enactment of S. 1641, as ordered reported.

EXECUTIVE COMMUNICATIONS

On September 3, 1998, the Committee on energy and Natural Resources requested legislative reports from the Department of the Interior and the Office of Management and Budget setting forth Executive agency recommendations on S. 1641. These reports had not been received at the time the report on S. 1641 was filed. When these reports become available, the Chairman will request that they be printed in the Congressional Record for the advice of the Senate. The testimony of the Department of the Interior at the Subcommittee hearing follows:

STATEMENT OF DESTRY JARVIS, ASSISTANT DIRECTOR FOR EXTERNAL AFFAIRS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman, thank you for the opportunity to appear before you to discuss S. 1641, a bill to authorize a study of alternatives for a Women's Rights National Heritage Trail. Mr. Chairman, the Department of the Interior supports enactment of S. 1641.

S. 1641 would authorize the Secretary of the Interior to conduct a study, with public involvement and in consultation with State and local officials, scholarly and other interested organizations and individuals, to consider (1) the establishment of a new unit of the National Park System, (2) various designations for routes and sites related to the history of women's rights in the United States, and means to link them, including a corridor between Boston, in the Commonwealth of Massachusetts, and Buffalo, in the State of New York, (3) recommendations for cooperative arrangements between various State, local, and other entities, and (4) cost estimates for alternatives studied.

The corridor between Boston and Buffalo is rich with unprotected and uninterpreted sites of the early women's rights movement. In Massachusetts, the birthplace of Susan B. Anthony, and the homes of Abby Kelley Foster, Julia Ward Howe, Margaret Fuller, and Lucy Stone are significant and important resources held in private and

public hands. In New York State significant and important resources for understanding the development of the women's rights movement in the United States are held in a variety of ownerships. Women's Rights National Historical Park in Seneca Falls, established by Congress in December, 1980, protects and interprets the homes of Elizabeth Cady Stanton and MaryAnn and Thomas M'Clintock, organizers of the First Women's Rights Convention, and the Wesleyan Methodist Chapel, in which the 1848 convention was held. In Rochester, the Susan B. Anthony Memorial, Inc. preserves the home and office of Susan B. Anthony and her sister, Mary Anthony, head of the Rochester Suffrage League. This home, a National Historic Landmark, also served as the office of the National American Woman Suffrage Association under Carrie Chapman Catt.

These are merely the resources related to the early women's rights movement. If homes and events of the earlier and later efforts to advance women's rights were included in the study of the Boston to Buffalo corridor, the homes of Abigail Adams and Mercy Warren would have to be included, as would the site of the 1908 National American Woman Suffrage Association convention in Buffalo, New York. The homes of Elizabeth Smith Miller, Elizabeth Cady Stanton's cousin and head of the Geneva, New York Political Equality Club, of Florence Luscomb, campaigner in the Massachusetts, New York, and Ohio suffrage campaigns, and of Blanche Ames, a leader of the Massachusetts Woman's Suffrage League, would also need to be considered for inclusion.

This bill, and the companion H.R. 3240, were introduced in the week before Susan B. Anthony's birthday. We understand that the intent was to begin a process to identify and connect sites to the women's rights movement nationwide. The bill clearly states that a trial need not be limited to the Boston-Buffalo corridor. While there are certainly significant sites throughout the United States, the National Park Service concurs that a study of the New England-New York corridor is a logical next step to national recognition of this movement for several important reasons.

The National Park Service staff at Women's Rights National Historical Park in Seneca Falls, NY has great expertise in the field of women's history. Through active partnerships with national organizations that can provide support and information, the National Park Service is prepared to be an active participant in a study. Furthermore, many historic resources have already been identified in the corridor suggested for study. A recent Women's History Theme Study prepared by the NPS identified and evaluated many sites for their potential as National Historic Landmarks. The National Park Service has also nearly completed a special resource study of the Susan B. Anthony House in Rochester, NY which recommends consideration of interpretive programs—like the Women's Rights

Heritage Trail—to connect related women’s history sites. In addition, as part of their individual celebrations of the 150th anniversary of the Seneca Falls Convention, both the National Park Service and the State of New York have already created websites identifying state, National Register and National Historic Landmark properties related to women’s rights activism. These preliminary efforts will assist the NPS in a study of alternatives for a women’s rights heritage trail.

The National Park Service welcomes this opportunity to work with Congress to begin to commemorate the brave women who created and continued one of America’s unique civil rights movements. We look forward to participating in further steps to recognize and interpret the network of places associated with women’s rights, in the Boston—Buffalo corridor as well as in other regions of the country.

Once again, thank you for this opportunity to testify. I would be happy to answer any questions.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by S. 1641, as ordered reported.

