

TO EXPAND THE BOUNDARY OF THE JIMMY CARTER NATIONAL HISTORIC
SITE IN THE STATE OF GEORGIA, TO REDESIGNATE THE UNIT AS A NA-
TIONAL HISTORICAL PARK, AND FOR OTHER PURPOSES

OCTOBER 21, 2009.—Committed to the Committee of the Whole House on the State
of the Union and ordered to be printed

Mr. RAHALL, from the Committee on Natural Resources,
submitted the following

R E P O R T

[To accompany H.R. 1471]

[Including cost estimate of the Congressional Budget Office]

The Committee on Natural Resources, to whom was referred the bill (H.R. 1471) to expand the boundary of the Jimmy Carter National Historic Site in the State of Georgia, to redesignate the unit as a National Historical Park, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. BOUNDARY EXPANSION.

Section 1 of Public Law 100-206 is amended—

(1) in subsection (a), by striking paragraph (3) and inserting:

“(3) preserve and interpret a southern agricultural-based rural community during the early to middle years of the 20th century.”;

(2) in subsection (b)(1), by striking “map entitled ‘Jimmy Carter National Historic Site and Preservation District Boundary Map’, numbered NHS-JC-80000, and dated April 1987” and inserting “map titled ‘Jimmy Carter National Historical Park and Preservation District, Proposed Boundary Map’, numbered 330/80,019, and dated September 2009”;

(3) in subsection (b)(2)—

(A) by striking “and described more particularly as follows—” and inserting “or is needed to enhance the visitor experience, and includes—”;

(B) in subparagraph (C), by striking “15” and inserting “18”;

(C) in subparagraph (E), by striking “and” at the end;

(D) in subparagraph (F), by striking “Carter.” and inserting “Carter, and properties in the vicinity of the residence along West Church Street that are needed for administrative and visitor uses and to protect scenic values, not to exceed 10 acres;”; and

(E) by adding at the end the following new subparagraphs:

“(G) the Billy Carter Service Station at 104 West Church Street, consisting of less than one acre;

“(H) the property at 147 Old Plains Highway, known locally as the ‘Haunted House’, where Jimmy and Rosalynn Carter resided from 1956 to 1961, consisting of approximately one acre;

“(I) the Georgia Welcome Center on State Route 280/27, consisting of approximately 18 acres; and

“(J) two corridors of land no wider than 50 feet each between the Georgia Welcome Center and the President Carter boyhood home for the purpose of establishing walking and biking trails while using, to the greatest extent practicable, the right-of-way for the Shoreline Excursion Train.”;

(4) in subsection (c)(1)—

(A) in subparagraph (A), by striking “and” at the end;

(B) in subparagraph (B), by striking the period at the end and inserting “; and”; and

(C) after subparagraph (B), insert the following:

“(C) by donation only, other lands and interests in lands in the environs of Plains that the Secretary deems appropriate to add to the national historical park which, upon acquisition, shall be included in and administered as part of the national historical park.”; and

(5) in subsection (c)(2), by inserting “, the Georgia Welcome Center (referred to in subsection (b)(2)(I)),” after “subsection (b)(2)(A)”.

SEC. 2. REDESIGNATION AS NATIONAL HISTORICAL PARK.

(a) REDESIGNATION.—Public Law 100–206 is amended—

(1) by striking “National Historic Site” each place it appears and inserting “National Historical Park”;

(2) by striking “historic site” each place it appears and inserting “national historical park”;

(3) in the section heading of section 1, by striking “**NATIONAL HISTORIC SITE**” and inserting “**NATIONAL HISTORICAL PARK**”;

(4) in the subsection heading of section 1(b), by striking “**NATIONAL HISTORIC SITE**” and inserting “**NATIONAL HISTORICAL PARK**”; and

(5) in the section heading of section 3, by striking “**HISTORIC SITE**” and inserting “**NATIONAL HISTORICAL PARK**”.

(b) REFERENCES.—Any reference in a law, map, regulation, document, paper, or other record of the United States to the “Jimmy Carter National Historic Site” shall be deemed a reference to the “Jimmy Carter National Historical Park”.

SEC. 3. AUTHORIZATION OF APPROPRIATIONS.

Public Law 100–206 is further amended by striking section 7.

PURPOSE OF THE BILL

The purpose of H.R. 1471 is to expand the boundary of the Jimmy Carter National Historic Site in the State of Georgia, to redesignate the unit as a National Historical Park, and for other purposes.

BACKGROUND AND NEED FOR LEGISLATION

The Jimmy Carter National Historic Site was established in 1987 (P.L. 100–206) to preserve the boyhood home and current residence of the 39th President in Plains, Georgia. The former President and his wife, Rosalynn, have a lifetime tenancy in their home, and are actively involved in the interpretive work of the park.

The park also encompasses the Plains railroad depot that served as the headquarters of the 1976 Carter presidential campaign. Plains High School serves as the park visitor center.

H.R. 1471 would expand the national historic site’s authorized boundaries from 15 acres to 18 acres around the boyhood home. It would further allow the National Park Service to acquire several additional properties for the park, including a house that the Carter family lived in from 1956–1961, which is one of the oldest houses in Sumter County.

Other properties that would be added to the park include the nearby Georgia Welcome Center, which property would be used to

develop camping facilities; a new site for the park's maintenance facility and curatorial storage; and a corridor along the Southwest Georgia Railroad lines that will serve as a multiuse trail between the Welcome Center and the President's boyhood home. The bill would also permit the acquisition of the gas station formerly owned by President Carter's brother, Billy; the gas station served as an informal headquarters for the national press during the 1976 and 1980 presidential campaigns.

H.R. 1471 would redesignate the park from a national historic site to a national historical park and would amend the purposes of the original statute to include language directing that the park "preserve and interpret a southern agricultural-based rural community during the early to middle years of the 20th century."

COMMITTEE ACTION

H.R. 1471 was introduced on March 12, 2009, by Representative Sanford Bishop (D-GA). The bill was referred to the Committee on Natural Resources, and within the Committee to the Subcommittee on National Parks, Forests and Public Lands. At a May 14, 2009, hearing before the Subcommittee, a representative of the Department of the Interior testified that the Administration supports the bill.

On September 30, 2009, the Subcommittee was discharged from further consideration of H.R. 1471 and the full Natural Resources Committee met to consider the bill. Subcommittee Chairman Raúl Grijalva (D-AZ) offered an en bloc amendment to add a map reference, allow the Secretary of the Interior to accept donations of lands or easements outside the boundaries of the park if the Secretary deems appropriate, and make further technical corrections. The amendment was adopted by unanimous consent. The bill, as amended, was then ordered favorably reported to the House of Representatives by unanimous consent.

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 Natural 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 costs 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 when 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. General Performance Goals and Objectives. As required by clause 3(c)(4) of rule XIII, the general performance goal or objective of this bill is to expand the boundary of the Jimmy Carter National Historic Site in the State of Georgia, to redesignate the unit as a National Historical Park, and for other purposes.

4. Congressional Budget Office Cost Estimate. Under clause 3(c)(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:

H.R. 1471—A bill to expand the boundary of the Jimmy Carter National Historic Site in the state of Georgia, to redesignate the unit as a National Historic Park, and for other purposes

H.R. 1471 would expand the boundaries of the Jimmy Carter National Historic Site in Plains, Georgia, by about 30 acres. The National Park Service (NPS) could acquire that acreage (or lesser property interests such as easements) by purchase or donation. In addition, the legislation would change the name of the site to the Jimmy Carter National Historical Park.

Based on information from the NPS, CBO estimates that implementing H.R. 1471 would cost about \$17 million over the next five years, assuming the appropriation of the necessary amounts. We estimate that the NPS would spend about \$1 million of this amount over the next three years to purchase less than 10 acres of land around the current site. (We expect that about 20 acres would be donated, including the Billy Carter Service Station Museum, the Georgia Welcome Center, and a former home of Jimmy and Rosalynn Carter.) We also estimate that the NPS would spend \$10 million over the next few years for planning and for constructing and rehabilitating buildings, facilities, and trails. Finally, we estimate that the NPS would spend about \$2 million annually to manage the new areas. Enacting H.R. 1471 would have no effect on direct spending or revenues.

The bill contains no intergovernmental mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, or tribal governments.

CBO expects that H.R. 1471 would impose no private-sector mandates as defined in UMRA. Under UMRA, if the Secretary of the Interior acquires private property by means of condemnation, such an action would constitute a private-sector mandate. However, the NPS indicates that it expects to acquire properties for the expansion area through other means (such as donation or purchase).

If the Secretary uses condemnation to acquire a property, the cost of the mandate would be equal to its value. Since the value of property in the expansion area that could be obtained by condemnation is about \$1 million, CBO estimates that the cost of the mandate, if imposed, would fall well below the annual threshold established in UMRA for private-sector mandates (\$139 million in 2009, adjusted annually for inflation).

The CBO staff contact for this estimate is Matthew Pickford. The estimate was approved by Theresa Gullo, Deputy Assistant Director for Budget Analysis.

COMPLIANCE WITH PUBLIC LAW 104-4

This bill contains no unfunded mandates.

EARMARK STATEMENT

H.R. 1471 does not contain any congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9 of rule XXI.

PREEMPTION OF STATE, LOCAL OR TRIBAL LAW

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

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

ACT OF DECEMBER 23, 1987

(Public Law 100-206)

AN ACT To establish the Jimmy Carter National Historic Site and Preservation District in the State of Georgia, and for other purposes.

SECTION 1. ESTABLISHMENT OF JIMMY CARTER [NATIONAL HISTORIC SITE] NATIONAL HISTORICAL PARK.

(a) ESTABLISHMENT.—In order to provide for the benefit, inspiration, and education of the American people, there is hereby established the Jimmy Carter [National Historic Site] *National Historical Park* in the State of Georgia. In administering the [historic site] *national historical park*, the Secretary shall—

(1) preserve the key sites and structures located within the [historic site] *national historical park* associated with Jimmy Carter during his lifespan;

* * * * *

[(3) present the history of a small rural southern town.]

(3) *preserve and interpret a southern agricultural-based rural community during the early to middle years of the 20th century.*

(b) DESCRIPTION OF JIMMY CARTER [NATIONAL HISTORIC SITE] NATIONAL HISTORICAL PARK.—(1) The [historic site] *national historical park* shall consist of the lands and interests in lands (including the real property described in paragraph (2)) as generally depicted on the [map entitled “Jimmy Carter National Historic Site and Preservation District Boundary Map”, numbered NHS-JC-80000, and dated April 1987] *map titled “Jimmy Carter National Historical Park and Preservation District, Proposed Boundary Map”, numbered 330/80,019, and dated September 2009.* The map shall be on file and available for public inspection at appropriate offices of the National Park Service.

(2) The real property referred to in paragraph (1) is that real property which has significant historical association with the life of James Earl Carter, Jr., 39th President of the United States, located in the town of Plains and the County of Sumter, Georgia, [and described more particularly as follows—] *or is needed to enhance the visitor experience, and includes—*

(A) * * *

* * * * *

(C) the boyhood home of former President Carter, consisting of the residence, together with not more than [15] 18 acres, located west of Plains near the community of Archery, Georgia;

* * * * *

(E) the Plains High School and grounds of approximately 12 acres; [and]

(F) the Gnann House at 1 Woodland Drive, which is adjacent to the residence referred to in subparagraph (A) of former President [Carter.] *Carter, and properties in the vicinity of the residence along West Church Street that are needed for administrative and visitor uses and to protect scenic values, not to exceed 10 acres;*

(G) *the Billy Carter Service Station at 104 West Church Street, consisting of less than one acre;*

(H) *the property at 147 Old Plains Highway, known locally as the “Haunted House”, where Jimmy and Rosalynn Carter resided from 1956 to 1961, consisting of approximately one acre;*

(I) *the Georgia Welcome Center on State Route 280/27, consisting of approximately 18 acres; and*

(J) *two corridors of land no wider than 50 feet each between the Georgia Welcome Center and the President Carter boyhood home for the purpose of establishing walking and biking trails while using, to the greatest extent practicable, the right-of-way for the Shoreline Excursion Train.*

(c) ACQUISITION OF REAL AND PERSONAL PROPERTY.—(1) Except as otherwise provided in this subsection and subject to such terms, reservations, and conditions as the Secretary determines reasonable or necessary, the Secretary may acquire by donation, purchase with donated or appropriated funds, exchange, or otherwise—

(A) lands and interests in lands within the boundaries of the [historic site; and] *national historical park;*

(B) personal property and artifacts for purposes of the [historic site.] *national historical park; and*

(C) *by donation only, other lands and interests in lands in the environs of Plains that the Secretary deems appropriate to add to the national historical park which, upon acquisition, shall be included in and administered as part of the national historical park.*

(2) The Carter home (described in subsection (b)(2)(A)), *the Georgia Welcome Center (referred to in subsection (b)(2)(I)), and the Plains High School (referred to in subsection (b)(2)(E)) may only be acquired by donation.*

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SEC. 3. ADMINISTRATION OF [HISTORIC SITE] NATIONAL HISTORICAL PARK AND PRESERVATION DISTRICT.

(a) IN GENERAL.—The Secretary shall administer the [historic site] *national historical park* and the preservation district in accordance with the provisions of this Act, and the provisions of law generally applicable to national historic sites, including the Act entitled “An Act to establish a National Park Service, and for other purposes”, approved August 25, 1916 (16 U.S.C. 1, 2–4), 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 (16 U.S.C. 461 et seq.).

* * * * *

(c) HISTORY.—The Secretary shall gather oral history on the [historic site] *national historical park*, its occupants, and environs. The Secretary may also preserve personal property that has been acquired by the Secretary for purposes of the [historic site] *national historical park*.

(d) REPORT.—25 years after the date of enactment of this Act, the Secretary shall convene a distinguished group of nationally recognized historians, scholars, and other experts to examine the life of President Carter in greater historical perspective. The group shall examine the research then available on President Carter, his life and Presidency, and make recommendations on interpretation, preservation, and other issues (as appropriate) at the Jimmy Carter [National Historic Site] *National Historical Park* and the Jimmy Carter National Preservation District.

SEC. 4. ADVISORY COMMISSION.

(a) ESTABLISHMENT.—The Secretary shall establish an advisory commission to provide advice on achieving balanced and accurate interpretation of the [historic site] *national historical park*.

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SEC. 5. MANAGEMENT PLAN.

Not later than 3 years after the date of enactment of this Act, the Secretary shall develop and submit to the Congress a general management plan for the use and development of the [historic site] *national historical park* and the preservation district. Such plan shall—

(1) * * *

* * * * *

SEC. 6. DEFINITIONS.

For the purposes of this Act—

(1) * * *

(2) the term “[historic site] *national historical park*” means the Jimmy Carter [National Historic Site] *National Historical Park* established under section 1; and

* * * * *

[SEC. 7. AUTHORIZATION OF APPROPRIATIONS.

[(a) IN GENERAL.—There is authorized to be appropriated such sums as may be necessary to carry out this Act, except that not more than \$3,500,000 is authorized to be appropriated for acquisition of real and personal property (including preservation ease-

ments) and development of the preservation district and the historic site.

[(b) COST SHARING.—Not more than 60 percent of the aggregate cost of restoring the Plains High School (referred to in section 1(b)(2)(E)) may be provided from appropriated Federal funds. The remaining 40 percent, non-Federal share of such cost may be in the form of cash, goods, or services, fairly valued.]