

SELMA TO MONTGOMERY NATIONAL HISTORIC TRAIL

MAY 8, 1996.—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. 1129]

[Including cost estimate of the Congressional Budget Office]

The Committee on Resources, to whom was referred the bill (H.R. 1129) to amend the National Trails System Act to designate the route from Selma to Montgomery as a National Historic Trail, 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 out all after the enacting clause and insert in lieu thereof the following:

That section 5(a) of the National Trails System Act (16 U.S.C. 1244(a)) is amended by adding at the end thereof the following new paragraph:

“() The Selma to Montgomery National Historic Trail, consisting of 54 miles of city streets and United States Highway 80 from Brown Chapel A.M.E. Church in Selma to the State Capitol Building in Montgomery, Alabama, traveled by voting rights advocates during March 1965 to dramatize the need for voting rights legislation, as generally described in the report of the Secretary of the Interior prepared pursuant to subsection (b) of this section entitled ‘Selma to Montgomery’ and dated April 1993. Maps depicting the route shall be on file and available for public inspection in the Office of the National Park Service, Department of the Interior. The trail shall be administered in accordance with this Act, including section 7(h). The Secretary of the Interior, acting through the National Park Service, which shall be the lead Federal agency, shall cooperate with other Federal, State and local authorities to preserve historic sites along the route, including (but not limited to) the Edmund Pettus Bridge and the Brown Chapel A.M.E. Church.”

PURPOSE OF THE BILL

The purpose of H.R. 1129 is to designate the 54-mile route taken by voting rights protesters in 1965 from Selma to Montgomery, Alabama, as a national historic trail.

BACKGROUND AND NEED FOR LEGISLATION

Although Congress enacted major civil rights acts in 1957 and 1964, African-Americans were still denied access to the political process. Voting discrimination for the most part was caused by the government's lack of enforcement of existing laws. Therefore, a number of organizations became very active in voter registration drives. Selma, Alabama, was one area of concentrated effort to secure voting rights for African-Americans.

On March 7, 1965, Dr. Martin Luther King, Jr. attempted to lead a voting rights march from Selma to Montgomery. However, as the marchers attempted to leave Selma, they encountered a sheriff's posse and state troopers on the Edmond Pettus Bridge. After first blocking the path of the marchers, law enforcement officials drove the marchers from the bridge in an attack which would later be known as "Bloody Sunday." The march was rescheduled for March 21, when marchers were protected by an order from President Johnson federalizing the Alabama National Guard. On August 6, less than five months after the Selma to Montgomery march, the Voting Rights Act of 1965 was signed into law.

Historic trail designation has more typically been associated with westward expansion and exploration; however, the Selma to Montgomery route meets all of the requisite criteria identified in the National Trails System Act of 1968. The 54-mile route remains essentially unchanged from its appearance in 1965, except for some minor road improvements. Existing criteria require that in order to determine that an event or building is historically significant, it be at least 50 years old or of extraordinary significance. In conducting the study of this trail mandated pursuant to Public Law 101-321, the National Park Service found that the route did meet the test of extraordinary significance. Further, the National Park Service study recommended the trail be designated by Congress.

COMMITTEE ACTION

H.R. 1129 was introduced on March 3, 1995, by Congressman John Lewis of Georgia. The bill was referred to the Committee on Resources, and within the Committee to the Subcommittee on National Parks, Forests and Lands. On September 19, 1995, the Subcommittee held a hearing on H.R. 1129. On December 19, 1995, the Subcommittee met to mark up H.R. 1129. Congressman James V. Hansen offered an amendment in the nature of a substitute to clarify that the Selma to Montgomery Trail would not be added to the National Park System; the amendment was adopted by voice vote. The bill was then ordered favorably reported to the Full Committee. On March 28, 1996, the Full Resources Committee met to consider H.R. 1129. The bill, as amended, was ordered favorably reported to the House of Representatives by voice vote in the presence of a quorum.

SECTION-BY-SECTION ANALYSIS

The legislation provides for the route from Selma to Montgomery, Alabama, to be designated as a National Historic Trail. The route taken by marchers on March 21, 1965, as depicted in the study prepared by the National Park Service, shall be the route of the trail.

The legislation provides that the Selma to Montgomery National Historic Trail shall not become a unit of the National Park System. The Committee notes that the definition of what constitutes a unit of the park system is at best unclear. However, several trails have already been recognized as units of the park system, and it is possible that the Selma to Montgomery Trail could likewise be designated by administrative action. In accordance with the language of the legislation, the Committee expects the Federal Government to work in partnership with others in the administration of this trail. However, the Committee does not expect that the level of support for this trail would be less, solely because of the inclusion of this language.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

With respect to the requirements of clause 2(1)(3) of rule XI of the Rules of the House of Representatives, and clause 2(b)(1) of rule X of the Rules of the House of Representatives, the Subcommittee on National Parks, Forests and Lands of the Committee on Resources held a hearing on H.R. 1129 on September 19, 1995, and the Committee on Resources' oversight findings and recommendations are reflected in the body of this report.

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(1)(4) of rule XI of the Rules of the House of Representatives, the Committee estimates that the enactment of H.R. 1129 will have no significant inflationary impact on prices and costs in the operation of the national economy.

COST OF THE LEGISLATION

Clause 7(a) 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 H.R. 1129. However, clause 7(d) 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 403 of the Congressional Budget Act of 1974.

COMPLIANCE WITH HOUSE RULE XI

1. With respect to the requirement of clause 2(1)(3)(B) of rule XI of the Rules of the House of Representatives and section 308(a) of the Congressional Budget Act of 1974, H.R. 1129 does not contain any new budget authority, spending authority, credit authority, or an increase or decrease in revenues or tax expenditures.

2. With respect to the requirement of clause 2(1)(3)(D) of rule XI 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 and Oversight on the subject of H.R. 1129.

3. With respect to the requirement of clause 2(1)(3)(C) of rule XI 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 H.R. 1129 from the Director of the Congressional Budget Office.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, May 6, 1996.

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

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed H.R. 1129, a bill to amend the National Trails System Act to designate the route from Selma to Montgomery as a National Historic Trail, as ordered reported by the House Committee on Resources on March 28, 1996. Assuming appropriation of the necessary amounts, CBO estimates that the federal government would spend about \$1 million over the next two years and between \$100,000 and \$500,000 annually thereafter to implement this bill. H.R. 1129 would not affect direct spending or receipts; therefore, pay-as-you-go procedures would not apply.

H.R. 1129 would designate a route between Selma and Montgomery, Alabama, as a national historic trail. The 54-mile route would not be a unit of the National Park Service (NPS), but that agency would be the lead federal agency in coordinating federal, state, and local efforts to preserve and interpret the new trail.

Based on information provided by the NPS and assuming appropriation of the necessary amounts, CBO estimates that the agency would spend about \$1 million over the next two years to develop and implement an interpretive program for the new national trail. Depending on the level of federal participation in ongoing trail activities, the NPS would spend between \$100,000 and \$500,000 annually thereafter to coordinate federal and local programs on resource preservation and interpretation.

The bill contains no intergovernmental or private sector mandates as defined in Public Law 104-4 and would impose no direct costs on state, local, or tribal governments.

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

Sincerely,

JUNE E. O'NEILL, *Director.*

COMPLIANCE WITH PUBLIC LAW 104-4

H.R. 1129 contains no unfunded mandates.

DEPARTMENTAL REPORTS

The Committee received no departmental reports on H.R. 1129.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 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 (new matter is printed in *italic*, existing law in which no change is proposed is shown in *roman*):

SECTION 5 OF THE NATIONAL TRAILS SYSTEM ACT

NATIONAL SCENIC AND NATIONAL HISTORICAL TRAILS

SEC. 5. (a) National scenic and national historic trails shall be authorized and designated only by Act of Congress. There are hereby established the following National Scenic and National Historic Trails:

(1) * * *

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() *The Selma to Montgomery National Historic Trail, consisting of 54 miles of city streets and United States Highway 80 from Brown Chapel A.M.E. Church in Selma to the State Capitol Building in Montgomery, Alabama, traveled by voting rights advocates during March 1965 to dramatize the need for voting rights legislation, as generally described in the report of the Secretary of the Interior prepared pursuant to subsection (b) of this section entitled "Selma to Montgomery" and dated April 1993. Maps depicting the route shall be on file and available for public inspection in the Office of the National Park Service, Department of the Interior. The trail shall be administered in accordance with this Act, including section 7(h). The Secretary of the Interior, acting through the National Park Service, which shall be the lead Federal agency, shall cooperate with other Federal, State and local authorities to preserve historic sites along the route, including (but not limited to) the Edmund Pettus Bridge and the Brown Chapel A.M.E. Church.*

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