

**Calendar No. 156**

115TH CONGRESS }  
*1st Session* }

SENATE

{ REPORT  
115-119

TO DESIGNATE THE AREA BETWEEN THE  
INTERSECTIONS OF WISCONSIN AVENUE,  
NORTHWEST AND DAVIS STREET, NORTH-  
WEST AND WISCONSIN AVENUE, NORTH-  
WEST AND EDMUNDS STREET, NORTH-  
WEST IN WASHINGTON, DISTRICT OF  
COLUMBIA, AS "BORIS NEMTSOV PLAZA",  
AND FOR OTHER PURPOSES

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R E P O R T

OF THE

COMMITTEE ON HOMELAND SECURITY AND  
GOVERNMENTAL AFFAIRS  
UNITED STATES SENATE

TO ACCOMPANY

S. 459



JUNE 26, 2017.—Ordered to be printed

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U.S. GOVERNMENT PUBLISHING OFFICE

69-010

WASHINGTON : 2017

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TO DESIGNATE THE AREA BETWEEN THE INTERSECTIONS OF WISCONSIN AVENUE, NORTHWEST AND DAVIS STREET, NORTHWEST AND WISCONSIN AVENUE, NORTHWEST AND EDMUNDS STREET, NORTHWEST IN WASHINGTON, DISTRICT OF COLUMBIA, AS “BORIS NEMTSOV PLAZA”, AND FOR OTHER PURPOSES

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JUNE 26, 2017.—Ordered to be printed

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Mr. JOHNSON, from the Committee on Homeland Security and Governmental Affairs, submitted the following

## R E P O R T

[To accompany S. 459]

[Including cost estimate of the Congressional Budget Office]

The Committee on Homeland Security and Governmental Affairs, to which was referred the bill (S. 459), to designate the area between the intersections of Wisconsin Avenue, Northwest and Davis Street, Northwest and Wisconsin Avenue, Northwest and Edmunds Street, Northwest in Washington, District of Columbia, as “Boris Nemtsov Plaza”, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

### CONTENTS

	Page
I. Purpose and Summary .....	1
II. Background and Need for the Legislation .....	2
III. Legislative History .....	2
IV. Section-by-Section Analysis .....	3
V. Evaluation of Regulatory Impact .....	3
VI. Congressional Budget Office Cost Estimate .....	3
VII. Changes in Existing Law Made by the Bill, as Reported .....	4

### I. PURPOSE AND SUMMARY

S. 459, to designate the area between the intersections of Wisconsin Avenue, Northwest and Davis Street, Northwest and Wisconsin Avenue, Northwest and Edmunds Street, Northwest in Washington, District of Columbia, as “Boris Nemtsov Plaza”, and for other purposes, renames a section of the street in front of the embassy of the Russian Federation to honor Boris Nemtsov, who was a courageous advocate for the Russian people.

## II. BACKGROUND AND THE NEED FOR LEGISLATION

Boris Nemtsov was a former deputy prime minister of the Russian Federation and an opposition leader who dedicated himself to improving the lives of the Russian people.<sup>1</sup> Despite the danger that he faced for his work, he continued to fight for individual liberty, democracy, and adherence to the rule of law.<sup>2</sup> At great personal risk, Boris Nemtsov helped to expose pervasive Russian government corruption; he was an advocate for transparency, freedom of speech and press, and anti-corruption measures.<sup>3</sup>

In 2015, Boris Nemtsov was murdered in Moscow.<sup>4</sup> Mr. Nemtsov was shot multiple times in the back while he was walking on a bridge within view of the Kremlin.<sup>5</sup> His death was a great loss to the Russian people.<sup>6</sup>

S. 459 would rename a portion of the street outside the Russian embassy in honor of Boris Nemtsov. It will serve as a reminder that Americans will not forget Boris Nemtsov's courage, his murder, or the values for which he fought. The plaza will be a symbol of American support for the many brave Russians who continue the fight against corruption and for the cause of freedom.

The Constitution gives Congress exclusive authority to exercise legislation over the District of Columbia.<sup>7</sup> Nevertheless, some of that authority has been delegated under the District of Columbia Home Rule Act of 1973,<sup>8</sup> and the Committee recognizes that the city has its own street naming process and encourages its use for this and other efforts to rename streets in the District.

## III. LEGISLATIVE HISTORY

Senator Rubio (R-FL) introduced S. 459 on February 27, 2017. The bill was referred to the Committee on Homeland Security and Governmental Affairs. Senators Ron Johnson (R-WI), Christopher Coons (D-DE), Richard Durbin (D-IL), John McCain (R-AZ), Robert Menendez (D-NJ), Jeanne Shaheen (D-NH), and Roger Wicker (R-MS) subsequently joined as cosponsors.

The Committee considered S. 459 at a business meeting on May 17, 2017. The bill, without amendment, was ordered reported favorably by voice vote. Senator present for the vote were Johnson, McCain, Portman, Paul, Lankford, Enzi, Hoeven, Daines, McCaskill, Tester, Heitkamp, Peters, Hassan, and Harris.

<sup>1</sup> Andrew E. Kramer, *Boris Nemtsov, Putin Foe, Is Shot Dead in Shadow of Kremlin*, New York Times, Feb. 27, 2015, <https://www.nytimes.com/2015/02/28/world/europe/boris-nemtsov-russian-opposition-leader-is-shot-dead.html>.

<sup>2</sup> *Id.*

<sup>3</sup> *Id.*; see also S. Res. 93, a resolution expressing the sense of the Senate regarding the courageous work and life of Russian leader Boris Nemtsov, and calling for a swift and transparent investigation into his tragic murder in Moscow on February 27, 2015 (passed by the Senate on March 10, 2015).

<sup>4</sup> Andrew E. Kramer, *Boris Nemtsov, Putin Foe, Is Shot Dead in Shadow of Kremlin*, New York Times, Feb. 27, 2015, <https://www.nytimes.com/2015/02/28/world/europe/boris-nemtsov-russian-opposition-leader-is-shot-dead.html>; *Russia opposition politician Boris Nemtsov shot dead*, BBC News, Feb. 28, 2015, <http://www.bbc.com/news/world-europe-31669061>.

<sup>5</sup> *Id.*

<sup>6</sup> Neil MacFarquhar and Andrew E. Kramer, *Memorial for Nemtsov, Assassinated Critic of Putin, Draws Thousands*, New York Times, Mar. 3, 2015, [https://www.nytimes.com/2015/03/04/world/europe/thousands-honor-boris-nemtsov-opposition-leader-killed-in-russia.html?\\_r=0](https://www.nytimes.com/2015/03/04/world/europe/thousands-honor-boris-nemtsov-opposition-leader-killed-in-russia.html?_r=0).

<sup>7</sup> The U.S. Constitution, Article I, Section 8, Clause 17.

<sup>8</sup> Pub. L. No. 93-198.

## IV. SECTION-BY-SECTION ANALYSIS OF THE BILL, AS REPORTED

*Section 1. Boris Nemtsov Plaza*

Subsections (a), (b), and (c) designate the plaza name, the street address, and the signage, respectively, for Boris Nemtsov Plaza.

## V. EVALUATION OF REGULATORY IMPACT

Pursuant to the requirements of paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee has considered the regulatory impact of this bill and determined that the bill will have no regulatory impact within the meaning of the rules. The Committee agrees with the Congressional Budget Office's statement that the bill contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, or tribal governments.

## VI. CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

JUNE 13, 2017.

Hon. RON JOHNSON,  
*Chairman, Committee on Homeland Security and Governmental Affairs, U.S. Senate, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for S. 459, a bill to designate the area between the intersections of Wisconsin Avenue, Northwest and Davis Street, Northwest and Wisconsin Avenue, Northwest and Edmunds Street, Northwest in Washington, District of Columbia, as "Boris Nemtsov Plaza", and for other purposes.

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

Sincerely,

KEITH HALL.

Enclosure.

*S. 459—A bill to designate the area between the intersections of Wisconsin Avenue, Northwest and Davis Street, Northwest and Wisconsin Avenue, Northwest and Edmunds Street, Northwest in Washington, District of Columbia, as "Boris Nemtsov Plaza", and for other purposes*

S. 459 would designate the address of the Embassy of the Russian Federation at 2650 Wisconsin Avenue, Northwest in the District of Columbia as "1 Boris Nemtsov Plaza". The bill also would authorize the General Services Administration (GSA) to post signs indicating the new address on streets near the new address.

Based on information from GSA and the costs for similar tasks, CBO estimates that placing signs around the new address would cost less than \$500,000; such spending would be subject to the availability of appropriated funds.

Enacting the bill would not affect direct spending or revenues; therefore, pay-as-you-go procedures do not apply. CBO estimates that enacting S. 459 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2028.

S. 459 would impose an intergovernmental mandate as defined in the Unfunded Mandates Reform Act (UMRA) by changing the address name of a property in Washington, D.C. and effectively preempting the authority of the District of Columbia to name its own street in this case. CBO estimates that any costs incurred by the government of the District of Columbia as a result of renaming the street would be negligible.

S. 459 contains no private-sector mandates as defined in UMRA. The CBO staff contact for this estimate is Matthew Pickford. The estimate was approved by H. Samuel Papenfuss, Deputy Assistant Director for Budget Analysis.

#### VII. CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

Because S. 459 would not repeal or amend any provision of current law, it would make no changes in existing law within the meaning of clauses (a) and (b) of paragraph 12 of rule XXVI of the Standing Rules of the Senate.