

## SPRINGFIELD RACE RIOT STUDY ACT

JULY 9, 2020.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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

### R E P O R T

[To accompany H.R. 139]

[Including cost estimate of the Congressional Budget Office]

The Committee on Natural Resources, to whom was referred the bill (H.R. 139) to establish the Springfield Race Riot National Historic Monument in the State of Illinois, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

The amendments are as follows:

Strike all after the enacting clause and insert the following:

#### SECTION 1. SHORT TITLE.

This Act may be cited as the “Springfield Race Riot Study Act”.

#### SEC. 2. RESOURCE STUDY OF SPRINGFIELD RACE RIOT.

(a) DEFINITIONS.—In this section:

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

(2) STUDY AREA.—The term “study area” means areas identified in the Springfield Race Riot Reconnaissance Survey conducted by the National Park Service, dated August 2019.

(b) SPECIAL RESOURCE STUDY.—

(1) STUDY.—The Secretary shall conduct a special resource study of the study area.

(2) CONTENTS.—In conducting the study under paragraph (1), the Secretary shall—

(A) evaluate the national significance of the study area;

(B) determine the suitability and feasibility of designating the study area as a unit of the National Park System;

(C) consider other alternatives for preservation, protection, and interpretation of the study area by the Federal Government, State or local government entities, or private and nonprofit organizations;

(D) consult with interested Federal agencies, State or local governmental entities, private and nonprofit organizations, or any other interested individuals; and

- (E) identify cost estimates for any Federal acquisition, development, interpretation, operation, and maintenance associated with the alternatives.
- (3) APPLICABLE LAW.—The study required under paragraph (1) shall be conducted in accordance with section 100507 of title 54, United States Code.
- (4) REPORT.—Not later than 3 years after the date on which funds are first made available for the study under paragraph (1), the Secretary shall submit to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report that describes—
- (A) the results of the study; and
- (B) any conclusions and recommendations of the Secretary.

Amend the title so as to read:

A bill to direct the Secretary of Interior to conduct a special resource study of the site associated with the 1908 Springfield Race Riot in the State of Illinois, and for other purposes.

#### PURPOSE OF THE BILL

The purpose of H.R. 139 is to direct the Secretary of Interior to conduct a special resource study of the site associated with the 1908 Springfield Race Riot in the State of Illinois.

#### BACKGROUND AND NEED FOR LEGISLATION

In August 1908, in Springfield, Illinois, two African American men were arrested—one was accused of raping a young white woman and the other was accused of attempted rape of a white girl and of murdering her father, a white mining engineer. Following the arrests, a mob of white persons numbering in the thousands gathered with the stated intention of lynching the two men. The local sheriff transferred the two men to another jail outside of the city.

Upon learning of the transfer, the mob took to the streets seeking to commit violence against African Americans. The mob shot innocent people, burned almost fifty homes, looted and destroyed two dozen stores, and mutilated and lynched two elderly Black men who had no association or even alleged association with the alleged crimes.

Not long after the riots, the woman who accused the Black man of rape admitted her attacker had been a white man.<sup>1</sup> The other man was tried, convicted, and executed for murder based on slight evidence.<sup>2</sup>

In part as a direct response to the riot, the National Association for the Advancement of Colored People (NAACP) was formed in 1909 to work to end segregation, discrimination, and ensure African Americans are provided their constitutional rights.<sup>3</sup>

In August 2019, the Department of the Interior published a reconnaissance survey recommending that a special resource study

<sup>1</sup>*Springfield Race Riot, 1908*, ILL. STATE MUSEUM, [http://www.museum.state.il.us/RiverWeb/landings/Ambot/Archives/vignettes/people/Springfield\\_20Race\\_20Riot.html](http://www.museum.state.il.us/RiverWeb/landings/Ambot/Archives/vignettes/people/Springfield_20Race_20Riot.html) (last visited June 9, 2020); CHI. COMM'N ON RACE REL., *THE NEGRO IN CHICAGO: A STUDY OF RACE RELATIONS AND A RIOT* 68 (1922), available at [http://moses.law.umn.edu/darrow/documents/The\\_Negro\\_in\\_Chicago\\_1922.pdf](http://moses.law.umn.edu/darrow/documents/The_Negro_in_Chicago_1922.pdf); Megan Gannon, *In Land of Lincoln, Long-Buried Traces of a Race Riot Come to the Surface*, SMITHSONIAN MAG. (Jan. 7, 2019), <https://www.smithsonianmag.com/history/land-lincoln-long-buried-traces-race-riot-come-surface-180971036/>.

<sup>2</sup>Gannon, *supra* note 1.

<sup>3</sup>*Springfield Race Riot*, ENCYCLOPEDIA BRITANNICA (2015), <https://www.britannica.com/event/Springfield-Race-Riot> (last visited June 9, 2020).

be completed for the 1908 Springfield Race Riot Site.<sup>4</sup> The special resource study would determine whether the site meets the necessary criteria for inclusion in the National Park System as well as provide opportunities for broad public outreach and development of management alternatives that would more deeply explore potential site development, management scenarios, resource protection, interpretation possibilities, partnerships, and costs. The special resource study may also examine other sites in Springfield associated with the 1908 Springfield Race Riot to determine whether they could be considered nationally significant and whether they could enhance interpretation and preservation of the riot's history.

H.R. 139, as introduced, would have authorized the Secretary of the Interior to acquire land to establish the Springfield Race Riot National Historic Monument as a unit of the National Park System.

The bill was amended at markup to replace the designation of the Springfield Race Riot National Historic Monument with a provision to authorize the Secretary of the Interior to conduct a special resource study of the site, as recommended by the Department of the Interior. Designation of the site would be postponed until the study is complete and a subsequent bill is enacted to implement its findings.

#### COMMITTEE ACTION

H.R. 139 was introduced on January 3, 2019, by Representative Rodney Davis (R-IL). The bill was referred solely to the Committee on Natural Resources, and within the Committee to the Subcommittee on National Parks, Forests, and Public Lands. On October 29, 2019, the Subcommittee held a hearing on the bill. On March 11, 2020, the Natural Resources Committee met to consider the bill. The Subcommittee was discharged by unanimous consent. Chair Raúl M. Grijalva (D-AZ) offered an amendment in the nature of a substitute. The amendment was agreed to by unanimous consent. The bill, as amended, was adopted and ordered favorably reported to the House of Representatives by unanimous consent.

#### HEARINGS

For the purposes of section 103(i) of H. Res. 6 of the 116th Congress—the following hearing was used to develop or consider H.R. 139: legislative hearing by the Subcommittee on National Parks, Forests, and Public Lands held on October 29, 2019.

#### 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.

<sup>4</sup>U.S. DEPT OF THE INTERIOR, NAT'L PARK SERV., SPRINGFIELD RACE RIOT RECONNAISSANCE SURVEY 38 (2019), available at <https://parkplanning.nps.gov/document.cfm?parkID=155&projectID=87260&documentID=98161>.

COMPLIANCE WITH HOUSE RULE XIII AND CONGRESSIONAL BUDGET  
ACT

1. *Cost of Legislation and the Congressional Budget Act.* With respect to the requirements of clause 3(c)(2) and (3) of rule XIII of the Rules of the House of Representatives and sections 308(a) and 402 of the Congressional Budget Act of 1974, the Committee has received the following estimate for the bill from the Director of the Congressional Budget Office:

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
*Washington, DC, April 8, 2020.*

Hon. RAÚL M. GRIJALVA,  
*Chairman, Committee on Natural Resources,  
House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 139, the Springfield Race Riot Study Act.

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

Sincerely,

PHILLIP L. SWAGEL,  
*Director.*

Enclosure.

<b>H.R. 139, Springfield Race Riot Study Act</b>			
As ordered reported by the House Committee on Natural Resources on March 11, 2020			
By Fiscal Year, Millions of Dollars	2020	2020-2025	2020-2030
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	*	*	not estimated
Statutory pay-as-you-go procedures apply?	No	<b>Mandate Effects</b>	
Increases on-budget deficits in any of the four consecutive 10-year periods beginning in 2031?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between zero and \$500,000.			

H.R. 139 would require the National Park Service (NPS) to conduct a special resource study of the site of the 1908 race riot in Springfield, Illinois. As part of that study, the NPS would evaluate the area's national significance, determine the feasibility of designating the area as an NPS unit, and consider alternatives to designating it as an NPS unit. H.R. 139 would require the NPS to report the study results, conclusions, and recommendations to the Congress.

CBO assumes that H.R. 139 will be enacted in fiscal year 2020. Using information from the NPS about the cost of similar studies,

CBO estimates that implementing H.R. 139 would cost less than \$500,000 over the 2020–2025 period; any spending would be subject to the availability of appropriated funds.

On February 12, 2020, CBO transmitted a cost estimate for S. 298, a bill to require the Secretary of the Interior to conduct a special resource study of the Springfield Race Riot site in the State of Illinois, and for other purposes, as reported by the Senate Committee on Energy and Natural Resources on December 17, 2019. S. 298 is similar to H.R. 139 and CBO’s estimated budgetary effects are the same for both bills.

The CBO staff contact for this estimate is David Hughes. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

2. *General Performance Goals and Objectives.* As required by clause 3(c)(4) of rule XIII, the general performance goals and objectives of this bill are to direct the Secretary of Interior to conduct a special resource study of the site associated with the 1908 Springfield Race Riot in the State of Illinois.

#### EARMARK STATEMENT

This bill does not contain any Congressional earmarks, limited tax benefits, or limited tariff benefits as defined under clause 9(e), 9(f), and 9(g) of rule XXI of the Rules of the House of Representatives.

#### UNFUNDED MANDATES REFORM ACT STATEMENT

This bill contains no unfunded mandates.

#### EXISTING PROGRAMS

This bill does not establish or reauthorize a program of the federal government known to be duplicative of another program.

#### APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

#### PREEMPTION OF STATE, LOCAL, OR TRIBAL LAW

Any preemptive effect of this bill over state, local, or tribal law is intended to be consistent with the bill’s purposes and text and the Supremacy Clause of Article VI of the U.S. Constitution.

#### CHANGES IN EXISTING LAW

If enacted, this bill would make no changes to existing law.

#### SUPPLEMENTAL, MINORITY, ADDITIONAL, OR DISSENTING VIEWS

None.