

THE BUSH  
SCHOOL OF  
GOVERNMENT  
AND PUBLIC  
SERVICE

# Commemorations in Congress

*The Use of Commemorative Legislation to  
Honor Individuals, Groups, and Events*

Client: The Congressional Research Service

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2019-2020 Capstone Research Team of The Bush School of Government and Public Service  
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### **About the Project**

This project is a product of the Bush School of Government and Public Service Consulting Capstone Program. The Capstone team created a database of commemorative legislation and calculated the number of commemoratives introduced and approved in the 93rd-115th congresses. The project has been performed for the research wing of the Library of Congress, the Congressional Research Service. The project has lasted one full academic year and involves five second-year master's degree students, who collected the data from <https://www.congress.gov/>, created a database and developed descriptive statistics and nonpartisan analysis.

### **The Project Mission**

By utilizing knowledge and best practices acquired through the Bush School, we will provide a dataset and analytical report on commemorative legislation in order to aid the mission of the Congressional Research Service and to produce skilled and diverse leaders.

### **Advisor**

Dr. Deborah L. Kerr

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### **Acknowledgment**

The Consulting Capstone Team would like to express our deep gratitude to Dr. Jacob R. Straus, Specialist on the Congress, and Mr. Jared C. Nagel, Senior Research Librarian at the Congressional Research Service for their support and input to the project.

## Executive Summary

Commemoratives are a way for the United States to remember and honor individuals, historical events, and fallen servicemen and women. In the founding years of the United States, many argued that democracy and the spread of literacy had made commemorative rituals and monuments obsolete, leftover from the days of monarchy and superstition.<sup>1</sup> Nevertheless, commemorative legislation has developed into a way for Congress to “express public gratitude for distinguished contributions; dramatize the virtues of individuals, groups, and causes; and perpetuate the remembrance of significant events.”<sup>2</sup> Contrasted with the initial sentiments of commemorations in the United States, commemorations have, over the past 30 years, represented up to 70% of all measures introduced in specific congresses. In 1995 the House of Representatives adopted House Rule XII, clause 5 to attempt to limit the amount of time Congress spent on commemorative legislation.

To address the interest of the Congressional Research Service (CRS) in current commemorative trends, how they have changed over time, and their historical context, the Capstone Team created a comprehensive dataset. The dataset included 19,133 commemoratives introduced between the 93rd to 115th Congress. In coordination with CRS, the Capstone Team used the data to answer three research questions:

**Research Question 1:** *How has commemorative legislation changed over time in terms of processes, types of commemoratives, and frequency of passage?* Commemorative legislation has changed over time in terms of processes, types of commemoratives, and frequency of passage. The overall data set indicated that Democrats tended to introduce commemorative measures at higher rates; additionally, the House introduced more measures than Senate. Because there are several ways in which Congress chooses to honor individuals, groups, and causes, this Capstone Group analyzed the trends of several forms of commemorations: congressional gold medals, commemorative coins, federal holidays, postage stamps, monuments and memorials, observances and days, and the naming of federal buildings. Each type of commemorative has its own unique, selective, and legislative processes and trends.

**Congressional Gold Medals.** While congressional gold medals were originally established to recognize military service, the Congressional Gold Medal has since been expanded to celebrate different achievements. In more recent years, the majority of medals honor causes that are non-military. Regarding frequency, there has been 623 measures introduced and 93 approved (14.9%) between the 93rd and 115th Congress. Data also showed that Democrats introduced more commemorations and that House introduced almost double the amount of the Senate.

**Naming of Federal Buildings.** The naming of federal buildings has steadily increased over time from the 93rd-115th Congress. This increase is representative of post office and mail facility naming's, which make up 52.5% of the total naming's. Of the total amount of federal building naming's introduced (2,411), 48.7% of the building naming's were approved (1,174). The data

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<sup>1</sup>Carmen Mise, *Counter-monumentalism in the Search for American Identity in Hawthorne's The Scarlet Letter & The Marble Faun*, (2015), *FIU Electronic Theses and Dissertations*. 2186, pp. 15-21.

<sup>2</sup>CRS Report R43539, *Commemorations in Congress, Options for Honoring Individuals, Groups or Events*, by Jacob R. Straus.

also showed that Democrats introduced more federal building naming and also that the House introduced 73.5% of these measures.

**Commemorative Coins.** Since 1892, Congress has authorized 152 commemorative coins, which have been categorized into two eras: “historic,” and “modern.” During the historic era, sixty of these coins were struck to commemorate state anniversaries, public events, and construction of new memorials. However, in 1954 this era ceased as over-circulation of coins caused public disinterest. In 1996, the “modern era” began with the passage of the Commemorative Coin Reform Act. This legislation authorized two commemorative coins to be released per year. The data showed that Democrats and Republicans were fairly equal; however, the House tended to introduce commemorative coins at higher rates than the Senate.

**Monuments and Memorials.** The number of monument and memorial measures decreased after the 95th Congress, except for the 115th. However, the Capstone Team found no literature or data to support why this decrease occurred. In addition, the data did not show that the Commemorative Works Act, passed during the 99th Congress, affected the frequency of introduction or the approval of monument/memorial-based commemorative legislation.

**Days, Observances and Federal Holidays.** Because of the passage of House Rule 12, clause 5, in 1995, and its ban on date-specific commemorative legislation, there was a shift from the primary usage of joint resolutions, concurrent resolutions, and bills to simple resolutions. With the exception of the 104th and 105th Congresses, the introduction and approval has been fairly consistent since the 98th Congress. An interesting note is, in the House, the data shows an increase in Days and Observances that do not include specific times (e.g. days, weeks, and months explicitly set aside. (There have been very few federal holiday related measures introduced since the 93rd Congress, and of these most involve making Election Day a federal holiday.)

**Postage Stamps.** The frequency of commemorative postage stamps and their causes have changed over time. Since the 105th Congress, the number of measures introduced to Congress for stamps increased, however, their overall approval rate was 3.2%. Additionally, Democrats introduced more commemorative stamp measures than Republicans and the House has introduced a majority of the measures. In regard to causes, the dataset showed that there has been a shift from focusing on individual portrayals to include, for the most part, individuals, anniversaries, and causes.

**Research Question 2: *How does House Rule XII, clause 5 and other legislation affect the future of commemorative legislation?*** For context, this section is in reference to date-specific commemorative legislation: days, weeks, months, religious observances, anniversaries, inter alia. In addition, this section makes up over 70% of the all commemorative measures introduced approved. House Rule XII, clause 5 has had no sustained impact on the number of commemorations introduced and approved, but it did have an impact on the types of measures used. Apart from the immediate impact on the 103rd and 104th Congress, the number of introductions and approvals within Congress have remained consistent since the 98th Congress. Regarding the methods and processes for the introduction and approval of Days and Observances, House Rule XII, clause 5, had a significant impact. The rule severely limited the

ability to pass date-specific commemorative bills, joint resolutions, and concurrent resolutions due to the bicameralism needed to pass these types of measures. As a result, there has been a significant increase in the number of simple resolutions introduced and approved by each chamber, and a significant decrease in the approval of bicameral forms of measures. Since the passage of the house rule, the Senate has introduced 3,262 date-specific commemoratives measures and approved 2,325; of those introduced, 2,851 were simple resolutions--2,277 were approved. The House introduced 3,905 date-specific commemoratives measures and approved 1,046; of those introduced, 2,791 were simple resolutions--860 were approved. The data does not support the claim that House Rule, XII, clause 5 is the primary deterrent of date-specific commemoratives.

**Research Question 3: *How do Congress Members use commemorative legislation to engage with their constituency and other Congressional Members?*** Commemoratives can serve as a communication or dialectical tool used to communicate ideas between congressional members, their constituency, and the nation. Commemoratives are used by Members of Congress and their colleagues to develop a shared history and communicate public values. Members of Congress establish a shared history by shaping the perception of events, places, and historical figures using commemorations. In the data collected, commemoratives promote motifs of causes (e.g. breast cancer), patriotism, hope, sacrifice, and freedom. Rather than simply restating history, commemorations function more like a civics lesson, providing a display of the model citizen. This is expressed through the naming of buildings, postage stamps, commemorative coins, congressional gold medals, monuments and memorials, and holidays. Data showed that Democrats introduced higher rates and the House introduced more than the Senate; however, no literature or data collected by the Capstone Team elucidates the connection between commemorative usages, legislative intentions, or constituency/congressional relations.

## Introduction

Since the founding of the United States, fundamental shifts have occurred in the way commemorations are viewed. In the early 1800s, in response to a request to fund a monument to George Washington, John Quincy Adams asserted, “Democracy has no monuments. It strikes no medals. It bears the head of no man on a coin.”<sup>3</sup> His belief was grounded in the portrayal of monuments as relics of the monarchy and superstition.<sup>4</sup> This belief changed over time as evidenced by the widespread use of commemoratives today.

Starting in the 19th century, a gradual augmentation of the types of commemorations Congress considered began. With a greater number of commemorative options available, the number of commemorative measures introduced and passed grew. As the amount of commemorative legislation increased throughout the 1990s, and subsequently the time and resources dedicated to it, some Members of Congress began to see the commemorative process as time consuming, resource draining, and unnecessarily complicated.<sup>5</sup> The legislative branch then attempted to reduce the number of commemorative measures introduced and the time spent on them. These efforts led to creating advisory commissions and amending congressional rules to change the introduction and consideration of such measures. Steps to limit commemoratives have included The Commission on National Observances and Holidays; Republican Conference Rule 28; and House Rule XII, clause 5.<sup>6</sup>

### *Problem and Research Questions*

House Rule XII, clause 5 was created to limit the number of commemoratives passed in the House, yet its effectiveness is relatively unknown. In response to congressional requests for more information about commemorative legislation, this research report will address the following:

1. The need for an updated and complete understanding of commemoratives.
2. The impact of House Rule XII, clause 5 and other legislation on commemoratives.
3. The lack of a single dataset to track all forms of commemorative legislation from its introduction to implementation.

The proposed research questions to be answered by analyzing the dataset are:

1. How has commemorative legislation changed over time in terms of processes, types of commemoratives, and frequency of passage?
2. How does House Rule XII, clause 5 and other legislation affect the future of commemorative legislation?
3. How do Congress Members use commemorative legislation to engage with their constituency and other Congressional Members?

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<sup>3</sup>Mise, Carmen, *Counter-monumentalism in the Search for American Identity in Hawthorne's The Scarlet Letter & The Marble Faun*, (2015) FIU Electronic Theses and Dissertations, 2186. p.16.

<sup>4</sup>Mise, *Counter-monumentalism in the Search for American Identity in Hawthorne's The Scarlet Letter & The Marble Faun*, p. 16.

<sup>5</sup>Ibid.

<sup>6</sup>CRS Report R43539, *Commemorations in Congress: Options for Honoring Individuals, Groups, and Events*, by Jacob R. Straus, Michelle D. Christensen, Garrett Hatch, Valerie Heitshusen.

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## Literature Review

Throughout American history, the sentiments about commemorative legislation have been both fickle and controversial. Commemorations date back to the United States' origins; however, over time the sentiment in Congress has shifted back and forth regarding the introduction of commemorative legislation. In the 1770s, proponents of commemoratives argued that there was no greater way to "preserve the memory of illustrious characters."<sup>7</sup> During the late 18th century, the Continental Congress granted the first commemorations in the form of Congressional Gold Medals.<sup>8</sup> At the time, they were reserved for military leadership and only seven were awarded.<sup>9</sup> As a result of the commemorations being limited to military leadership, by the 19th century, public sentiments regarding commemorations began to shift due to the focus on military and political figureheads. In 1800, Nathaniel Macon, a North Carolina Congressman, declared "Monuments are good for nothing."<sup>10</sup> In context, he, like many Americans, began to see the commemorative practices as monarchical and representative of a system in which the United States had endeavored to free itself of.<sup>11</sup>

These sentiments changed again in the mid-19th century as commemorative legislation were more frequently introduced into the congressional agenda. Congress began "recommending special days for national observance; funding monuments and memorials; creating federal holidays; authorizing the minting of commemorative coins; and establishing commissions to celebrate important anniversaries."<sup>12</sup> During the 20th century, Congress expanded commemorations to include naming buildings, scholarships, endowments, and historic sites. As commemorative options expanded, the number of commemorative measures introduced and approved increased. Prior to the 96<sup>th</sup> Congress (1979-1980), the quantity of commemorative legislation never surpassed 10% of public measures signed into law. By 1985, the amount of commemorative legislation introduced increased by 70% and comprised one-third of all public measures signed into law. In addition, from the 98th through the 103rd Congress (1983-95), of the 3,705 public laws passed, 36% were commemoratives.<sup>13</sup>

The most common commemoratives were requests for the President to issue a special proclamation designating a day, week, month, or year to commemorate. The sharp increase in the volume of commemorative measures caused concern among some Members of Congress, the media and the public that the time spent on commemoratives hindered Congress' ability to

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<sup>7</sup>CRS Report R45101, *Congressional Gold Medals: Background, Legislative Process, and Issues for Congress*, by Jacob R. Straus.

<sup>8</sup>Carmen Mise, *Counter-monumentalism in the Search for American Identity in Hawthorne's The Scarlet Letter & The Marble Faun* (2015), *FIU Electronic Theses and Dissertations*, pg 7-10.

<sup>9</sup>CRS Report R45101, *Congressional Gold Medals: Background, Legislative Process, and Issues for Congress*, by Jacob R. Straus.

<sup>10</sup>Carmen Mise, *Counter-monumentalism in the Search for American Identity in Hawthorne's The Scarlet Letter & The Marble Faun* (2015), *FIU Electronic Theses and Dissertations*, pg 7-10.

<sup>11</sup>Mise, *Counter-monumentalism in the Search for American Identity in Hawthorne's The Scarlet Letter & The Marble Faun*, pp. 21-22.

<sup>12</sup>CRS Report 98-662 GOV, *Commemorative Legislation; Evolution and Procedure*, by Stephen W. Stathis and Barbara L. Schwemle.

<sup>13</sup>CRS Report 98-662 GOV, *Commemorative Legislation; Evolution and Procedure*, by Stephen W. Stathis and Barbara L. Schwemle.

address more pressing policy concerns.<sup>14</sup> Beginning in the 1990's the use of commemorations began to become a contested topic between two factions. One faction believed that commemoratives were an integral part of the congressional responsibility of an elected official and that there was value in Members spending time on them. However, the second faction believed that commemoratives took away from more pressing policy priorities. In accordance with the latter view, the legislative branch attempted to reduce the number of commemorative measures introduced and the time spent on them. These efforts led to creating advisory commissions and amending congressional rules to limit the introduction and consideration of such measures including appointing the Commission on National Observances and Holidays; adopting House Rule XII, clause 5; and Republican Conference Rule 28.<sup>15</sup> The following sections address each type of commemorative legislation reported in our research.

### *Congressional Gold Medals*

To honor public accomplishments, historic events, and achievements, the Congressional Gold Medal has been a vehicle for Congress to express gratitude. These medals are the highest civilian honor an individual can receive and have been issued since the American Revolution when George Washington became the first recipient in 1776. Originally established to award military service, the Congressional Gold Medal has since been expanded to recognize different achievements. The Congressional Gold Medal Enhancement Act of 2005 states that the award may honor, "national achievement in patriotic, humanitarian, and artistic endeavors."<sup>16</sup>

In the U.S. Senate, at least 67 representatives must cosponsor any Congressional Gold Medal measures before it will be considered in the Banking, Housing, and Urban Affairs Committee. Rule 28(a)(7) of the House Republican Conference includes restrictions on Congressional Gold Medal measures proposed by the leadership.<sup>17</sup> The rule bars leadership from introducing legislation honoring an individual for this award unless:

- the recipient is a natural person;
- the recipient has performed an achievement that has an impact on American history and culture that is likely to be recognized as a major achievement in the recipient's field long after the achievement;
- the recipient has not received a medal previously for the same or substantially the same achievement;
- the recipient is living or, if deceased, has not been deceased for less than 5 years or more than 25 years; and
- the achievements were performed in the recipient's field of endeavor, and represent either a lifetime of continuous superior achievements or a single achievement so significant that

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<sup>14</sup>CRS Report R44431, *Commemorative Days, Weeks, and Months: Background and Current Practice*, by Jacob R. Straus & Jared C. Nagel.

<sup>15</sup>CRS Report R44431, *Commemorative Days, Weeks, and Months: Background and Current Practice*, by Jacob R. Straus & Jared C. Nagel.

<sup>16</sup>U.S. Congress, House, *Congressional Gold Medal Enhancement Act of 2005*, H.R. 54, 109th Cong., 1st sess. Passed in House January 26, 2005, <https://www.congress.gov/109/bills/hr54/BILLS-109hr54eh.pdf>.

<sup>17</sup>CRS Report R43539, *Commemorations in Congress, Options for Honoring Individuals, Groups or Events*, by Jacob R. Straus.

the recipient is recognized and acclaimed by others in the same field, as evidenced by the recipient having received the highest honors in the field.<sup>18</sup>

### *Naming of Federal Buildings*

Federal Buildings have dominated the Washington D.C. skyline as well as many other major cities across the United States. Federal Buildings have multiple functions. Their main function is to house government offices, but they also have a lesser known function- to “symbolize the power and stability of the federal government.”<sup>19</sup>

The first major development in the designing and construction of federal buildings took place in 1949 when President Truman established the U.S. General Services Administration (GSA) to “improve the process for supplying federal agencies with workspace, goods, and services.”<sup>20</sup> In 1976, Congress passed legislation encouraging GSA to utilize space within older federal buildings. This legislation tasked GSA with preserving the character of historic buildings while ensuring that they meet the modern needs of the federal government. They continue to use historic federal buildings, uphold the “proud tradition of the federal building program and provide citizens with a tangible reminder of their community’s past.”<sup>21</sup>

The most common method of federal building naming comes in the form of naming post offices. Between the 110th Congress and the 115th Congress, nearly 20% of all measures enacted were post office naming.<sup>22</sup> The practice of naming post offices dates back to 1891, but the widespread use of this commemorative did not gain traction until 1967 when legislation paved the way for measures to be considered en masse.<sup>23</sup>

In addition to post offices, courthouses and administration buildings make up a sizable portion of federal buildings. These are also overseen by the General Services Administration (GSA). The administrator of the GSA can “name or otherwise designate any building under the custody and control of the General Services Administration, regardless of whether it was previously named by statute.” per U.S. Code § 3102.<sup>24</sup> Congress can name federal buildings through legislation and

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<sup>18</sup>U.S. Congress, House, Republican Conference, Rules of the House Republican Conference for the 114th Congress, Rule 28(a)(7), at <http://www.gop.gov/114th-rules/>.

<sup>19</sup>“Federal Courthouses and Post Offices: Symbols of Pride and Permanence in American Communities--Reading 1,” National Parks Service (U.S. Department of the Interior), accessed October 24, 2019, <https://www.nps.gov/nr/twhp/wwwlps/lessons/136GSA/136facts1.htm>.

<sup>20</sup>“Federal Courthouses and Post Offices, accessed October 24, 2019, <https://www.nps.gov/nr/twhp/wwwlps/lessons/136GSA/136facts1.htm>.

<sup>21</sup>“Federal Courthouses and Post Offices: Symbols of Pride and Permanence in American Communities--Reading 1,” National Parks Service (U.S. Department of the Interior), accessed October 24, 2019, <https://www.nps.gov/nr/twhp/wwwlps/lessons/136GSA/136facts1.htm>.

<sup>22</sup>CRS Report R43539, *Commemorations in Congress, Options for Honoring Individuals, Groups or Events*, by Jacob R. Straus.

<sup>23</sup>CRS Report RS21562, *Naming Post Offices Through Legislation*, by Michelle D. Christensen.

<sup>24</sup>40 U.S. Code § 3102 - *Naming or Designating Buildings*, Legal Information Institute (Legal Information Institute, 2002), <https://www.law.cornell.edu/uscode/text/40/3102>.

are considered by committees with jurisdiction over the GSA, such as the House Transportation and Infrastructure Committee and the Senate Environment and Public Works Committee.<sup>25</sup>

### *Commemorative Coins*

Commemorative coins produced by the U.S. Mint are one vehicle Congress uses to recognize people, events, and institutions. Since 1892, Congress has authorized 152 commemorative coins, which have been categorized into two eras: “historic,” and “modern.”<sup>26</sup> During the historic era, sixty of these coins were struck to commemorate state anniversaries, public events, and construction of new memorials. Citizens could purchase coins, with profits going to an organizational cause. During this era, this form of commemorative was popular amongst the general public and Congress. Congress ended the historical era in 1954 with the creation of George Washington Carver and Booker T. Washington half-dollars.<sup>27</sup> The creation of these commemorative coins ceased after President Eisenhower vetoed a commemorative coin bill, he noted that most of the coins were left unsold and sales of the coins were declining due to circulation of past coins.

In 1996, the “modern era” began with the passage of the Commemorative Coin Reform Act. This legislation authorized two commemorative coins to be released per year. During this period, coins expanded to include women, buildings, landscapes, and historical events. The first modern commemorative coin was introduced in order to celebrate the 250th birthday anniversary of George Washington’s birthday.<sup>28</sup>

### *Monuments and Memorials*

Since the founding of our nation, the creation of monuments and memorials has been a way for Congress to honor important people, groups, and events. Between 1789 and the early 1900s, monuments and memorials were adopted in a piecemeal fashion because Congress did not have a process to federally recognize them. Starting in 1923, Congress established the American Battle Monuments Commission to regulate monuments of American soldiers involved in foreign wars.<sup>29</sup> Subsequently, Congress passed the Commemorative Works Act (CWA) of 1986, which outlined the process and requirements for establishing a memorial in the nation’s capital.<sup>30</sup> The CWA also outlined: (1) the process for creating commemorative monuments and memorials; (2) the designation of oversight to specific government agencies of the approval process and maintenance for monuments and memorials in Washington D.C.; and (3) the creation of the National Capital Memorial Advisory Commission.

At the time of this report, there has been no standardized definition created for what constitutes a national memorial; therefore, CRS has categorized memorials on a scale of high to low levels of

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<sup>25</sup> CRS Report R43539, *Commemorations in Congress, Options for Honoring Individuals, Groups or Events*, by Jacob R. Straus.

<sup>26</sup> CRS Reports R44623, *Commemorative Coins: Background, Legislative Process, and Issues for Congress* / [Library of Congress Public Edition] Congressional Research Service, by Jacob R. Straus.

<sup>27</sup> Jacob R. Straus, *Commemorative Coins: Background, Legislative Process, and Issues for Congress*, pp. 6-8.

<sup>28</sup> Jacob R. Straus, *Commemorative Coins: Background, Legislative Process, and Issues for Congress*, pp. 3-4.

<sup>29</sup> CRS Report 93-1013 A, *American Battle Monuments Commission: Legislative History and Judicial Interpretation*, by Douglas Reid Weimer.

<sup>30</sup> CRS Report R43241, *Monuments and Memorials in the District of Columbia: Analysis and Options for Proposed Exemptions to the Commemorative Works Act*, by Jacob R. Straus.

federal involvement.<sup>31</sup> High levels of federal involvement are when Congress passes legislation to authorize the establishment of a national memorial on federal land; it also receives federal funds and is managed by federal agencies such as the National Park Service (NPS).<sup>32</sup> Medium involvement details a memorial established on federal land or one that receives federal funding, but is not managed by a federal agency.<sup>33</sup> A memorial with low levels of federal involvement simply has a statutory recognition from Congress stating it is a national memorial.<sup>34</sup> Memorials that claim to be national, but have no governmental authorization are classified as having no involvement.<sup>35</sup>

### *Federal Holidays & Observances*

Beginning in 1870, the United States Congress established the first four congressionally recognized holidays: New Year's Day, Thanksgiving Day, Christmas Day, and Independence Day. These occasions granted paid time off for federal workers in the District of Columbia. Paid time off was given to all federal workers in 1885. The Stratton-McClary Uniform Holiday Bill passed in 1967, allowing certain holidays to take place on a Monday rather than their original intended day of celebration. Holidays affected in the final version of the measure are Presidents Day, Memorial Day, Labor Day, Columbus Day, and Veterans Day.

While there are only eleven congressionally recognized federal holidays, including inauguration day every four years, there are hundreds of federal observances passed by Congress each year. These observances are created to honor people, groups, and events on specific days, weeks, or months. Some examples of commemorative observances are Mother's Day, Flag Day, and Heart Month. While federal holidays must be created by law, most observances are introduced as simple or concurrent resolutions.<sup>36</sup>

### *Postage Stamps*

While stamps are a way to pay for the mailing of letters or packages, most stamps are also created in order to honor significant people, events, and trends in the United States.<sup>37</sup> The introduction of stamps began in 1840 when Senator Daniel Webster proposed a resolution in Congress to create postage for all mailings. At this time, citizens who received mail had to pay for the delivery rather than payment by the sender. The resolution proposed by Daniel Webster would change this process and all mailings would be paid for through stamps.<sup>38</sup> It took Congress seven years before formally adopting stamps due to the complexity of costs and efficiency.

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<sup>31</sup>CRS Report R45741, *Memorials and Commemorative Works Outside Washington, DC: Background, Federal Role, and Options for Congress.*, by Jacob R. Straus and Laura B. Comay.

<sup>32</sup>CRS Report R45741, *Memorials and Commemorative Works Outside Washington, DC: Background, Federal Role, and Options for Congress.*, by Jacob R. Straus and Laura B. Comay.

<sup>33</sup>CRS Report R45741, *Memorials and Commemorative Works Outside Washington, DC: Background, Federal Role, and Options for Congress.*, by Jacob R. Straus and Laura B. Comay.

<sup>34</sup>CRS Report R45741, *Memorials and Commemorative Works Outside Washington, DC: Background, Federal Role, and Options for Congress.*, by Jacob R. Straus and Laura B. Comay.

<sup>35</sup>CRS Report R45741, *Memorials and Commemorative Works Outside Washington, DC: Background, Federal Role, and Options for Congress.*, by Jacob R. Straus and Laura B. Comay.

<sup>36</sup>CRS Report R44431, *Commemorative Days, Weeks, and Months: Background and Current Practice.*, by Jacob R. Straus and Jared Nagel.

<sup>37</sup>Ekaterina V. Haskins, *Put Your Stamp on History: The USPS Commemorative Program Celebrate the Century and Postmodern Collective Memory*, (2003).

<sup>38</sup>Ralph A Barry, *Daniel Webster, the Father of U.S. Stamps*, (2007).

Originally, stamps were considered costly and postage costs varied from item to item. By 1847, the 30th Congress established national standards for postage rates by establishing fixed rates through legislation.<sup>39</sup> Since the passing of the resolution, over 5,000 different stamp designs have been developed and issued by the government.

The creation of stamps took an immediate form of commemoration and collective memory as they reflected causes the government viewed as important.<sup>40</sup> The first two stamps in American history were stamps with portraits of Benjamin Franklin and George Washington. Though they had lived long before the creation of stamps, their portraits can indicate a time of new beginnings or patriotism because of their connections to American independence. As time has passed, stamps have continued to be an important and frequent part of commemorative legislation.<sup>41</sup> Beginning in 1998, the United States Postal Service created a postal stamp program entitled Celebrate the Century. The program was designed to issue 150 stamps, over a two-year period, in order to honor the most significant factors spanning each decade of the century. For example: Residents of Brockton, Massachusetts sought to nationally commemorate a local hero named Rocky Marciano.<sup>42</sup> He was an undefeated boxing champion in the Massachusetts area. His image would go on to serve as one of the commemorative stamps for sports figures in the 1950's under the Celebrate the Century program.

#### *Number of Commemoratives*

The use of commemorative legislation has fluctuated over the years but has noticeable patterns. Research examining the pattern of commemorative legislation in Congress from 1947 to 2004 found that “commemorative legislation is never less than 2% of legislative output, averages 14.4% of output, and constitutes more than 30% of public laws in five congresses.”<sup>43</sup> Between 1947 and 1995, Congress passed 2,314 commemorative laws and in 1994 commemorative legislation made up more than 30% of all laws signed by the president.<sup>44</sup> In 1995, the House of Representatives adopted House Rule XII, clause 5 to attempt to limit the amount of time Congress spent on commemorative legislation. After the rule was adopted, the number of commemorative measures introduced in one year decreased by about 70%. In addition, other research has shown that in times of higher political polarization, the number of commemoratives has been higher.<sup>45</sup> In other words, commemorations increase when there is a Congress with divided party control of the House and Senate.

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<sup>39</sup>“Public Acts of the Thirtieth Congress of the United States,” (n.d.).

<sup>40</sup>Ivan Greenburg, *Postage and Power: U.S. Nationalism and the 1970s ‘Bicentennial’ and ‘Americana’ Stamp Series*, (2015).

<sup>41</sup>Ekaterina V. Haskins, *Put Your Stamp on History: The USPS Commemorative Program Celebrate the Century and Postmodern Collective Memory*, (2003).

<sup>42</sup>Haskins, *Put Your Stamp on History: The USPS Commemorative Program Celebrate the Century and Postmodern Collective Memory*, pp 7-8.

<sup>43</sup>Lawrence Dodd and Scot Schraufnagel, *Re-Thinking Legislative Productivity: Commemorative Legislation and Policy Gridlock*, p. 133

<sup>44</sup>Dodd and Schraufnagel, *Re-Thinking Legislative Productivity: Commemorative Legislation and Policy Gridlock*, p. 133.

<sup>45</sup>Ibid.

### *Congressional Responsibility*

Congressional responsibility for commemorative legislation has been a debate among representatives since the 1990's, resulting in two central arguments. The first argument is that commemoratives were an integral part of the congressional responsibility of an elected official and there is value in spending time on them. In this view, Members connect with the public through honoring events, people, and American values. The second argument is that commemoratives took away from more pressing policy priorities. This view resulted in the establishment of House Rule 12, clause 5.

To further examine Members' views on this type of legislation, in 1990 the House sent out a survey with 58 congressional offices responding.<sup>46</sup> The results were these:

- Of the 58 office respondents, 29 offices reported all commemoratives were assigned to one staff member. The remaining 23 reported that the workload is distributed to staff members based on subject matter.
- Some 45% of respondents ranked commemoratives as the least important part of their work.
- The study asked offices to rank the amount of time spent on this type of legislation. 43.1% of respondents stated they spent 1%-5% of the total amount of time spent on legislation, 44.8% said they spent 6%-15% and six offices claimed they did not spend any time on commemoratives.
- Finally, 91.4% of respondents stated their time could be better spent on high priority legislative matters.<sup>47</sup>

Additionally, *Roll Call*, a political newspaper publication, argues that commemoratives emphasize public issues and charitable causes.<sup>48</sup> An example is National Breast Cancer Awareness day which highlights a public concern and allocates a day to raise awareness. The publication goes on to say it would be a mistake to take commemoratives out of the control of Congress. Commemorative decisions are always better when the people, through their elected representatives, have a role in making them.<sup>49</sup> In other words, *Roll Call* believes that commemorative legislation is a way of honoring and rewarding an individual's contribution to society and promotes congressional engagement with constituents.

### *Types of Commemorative Bans*

As shown by the increased volume of commemorative legislation over the years, commemorative bans have an impact on the types of legislation considered and passed by Congress. Both the Senate and the House have guidelines that regulate the introduction of commemorative legislation. In the Senate, a commemorative measure must have at least fifty

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<sup>46</sup>CRS Report 93-407 GOV, *Commemorative Legislation* by Stephen W. Stathis.

<sup>47</sup>CRS Report 98-662 GOV, *Commemorative Legislation; Evolution and Procedure*, by Stephen W. Stathis and Barbara L. Schwemle.

<sup>48</sup>CRS Report 90-183 GOV, *Commemorative Legislation* by Stephen W. Stathis.

<sup>49</sup>CRS Report 98-662 GOV, *Commemorative Legislation; Evolution and Procedure*, by Stephen W. Stathis and Barbara L. Schwemle, pp.6-7.

cosponsors to be considered.<sup>50</sup> Of these sponsors, at least twenty must be Democrats and twenty must be Republicans. Further, the Republican Party, from the 104th through 109th congresses and the 112th through 115th congresses held the majority of seats in the House. Commemorative legislation was governed by a rule from the House Republican Conference. Conference Rule 28(a)(6) prohibited the Republican leader from scheduling certain commemorative measures and resolutions for floor consideration under suspension of the rules.<sup>51</sup> In addition, the rule banned the scheduling of all measures that recognize, celebrate, or memorialize an event, individual, group, individual, a government institution, and/or period of time.<sup>52</sup> Additionally, in the House of Representatives, House Rule XII, clause 5 set the current commemorative practice and established the prohibition of date specific commemorative legislation.<sup>53</sup> Although House Rule XII, clause 5 was implemented in 1995, commemorative resolutions are consistently introduced to the US House of Representatives during each session. House committees refuse to vote on introduced commemorative legislation and rely on the Senate to pass commemorative resolutions.<sup>54</sup> Therefore, by the nature of their clearly defined rules, both parties and chambers must support and collaborate for commemoratives to be successful in passage.

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<sup>50</sup>CRS Report R43539, *Commemorations in Congress, Options for Honoring Individuals, Groups or Events*, by Jacob R. Straus.

<sup>51</sup>CRS Report R43539, *Commemorations in Congress, Options for Honoring Individuals, Groups or Events*, by Jacob R. Straus.

<sup>52</sup>“Conference Rules of the 116th Congress,” [gop.gov](https://www.gop.gov/conference-rules-of-the-116th-congress/), Accessed October 25, 2019, <https://www.gop.gov/conference-rules-of-the-116th-congress/>.

<sup>53</sup>CRS Report R43539, *Commemorations in Congress, Options for Honoring Individuals, Groups or Events*, by Jacob R. Straus.

<sup>54</sup>CRS Report R44431, *Commemorative Days, Weeks, and Months: Background and Current Practice*, by Jacob R. Straus & Jared C. Nagel.



## Data Methodology

- A. Below is a list of steps that the Capstone Team followed to search for commemorative legislation. These steps are based on guidelines provided by CRS. The team created additional steps to describe the processes for transferring data from the downloaded *Congress.gov* document to Excel spreadsheets for data collection.

### CRS steps with specific search terms/description of search for each commemorative.

1. Go to [Congress.gov](https://www.congress.gov)
2. Click on “**Advanced Searches**”
3. Select the desired Congress (Ex. 115th, 114th, etc.)
4. Click on “**All fields including Bill Text**” under the “**words and phrases**” section. However, for the commemorative Naming Buildings we utilized “**All fields except Bill Text**” under the “**words and phrases**” section.
5. Type in subject terms under “**words and phrases**”. Ensure we are capitalizing linking words like “OR” and “AND” and ensure the words you want to search are in quotation marks (see **Table 1**).

*Table 1: Terms and Language Utilized on Congress.gov*

<u>Type of Commemorative</u>	<u>Legislative Subject Term</u>	<u>Sample Search Language</u>
<u>Naming Buildings</u>	--	"Name the" OR "Designate the"
<u>Postage Stamps</u>	--	"Postage stamp" OR "Semi postal"
<u>Commemorative Coins</u>	--	"commemorative coin" AND "nickel" OR "five dollar" OR "fifty cent" OR "dime" OR "Quarter dollar" OR "dollar"
<u>Circulating Coins</u>	--	"Quarter dollar" OR "dollar" OR "coin." OR "five dollar" "fifty cent" OR "dime" OR "nickel"
<u>Congressional Gold Medals</u>	--	"Congressional gold medal"
<u>Monuments and Memorials</u>	"Monuments and memorials"	"Monument" OR "memorial"
<u>Observances and Days</u>	(111th-115th Congress) "Commemorative events and holidays"	"Day" OR "week" OR "month" OR "anniversary"

	<b>(110th Congress)</b> “Commemorative events and holidays” AND “Commemorations”  <b>(93rd-109th Congress)</b> “Commemorations”	
<b><u>Federal Holidays</u></b>	“Commemorative events and holidays”	“Federal holiday”

6. Click on “**All legislation**” under the “**Legislation Types**” section.
  7. Click “**choose legislative subject terms**” under the “**subjects**” section.
  8. Choose legislative topics based on your interest.
  9. After you have entered this information, click the “**search**” tab on the right column of the page.
  10. Once this is done, you have the option to “**download results**”
  11. Copy and paste information from the Excel document to Excel sheet for the corresponding Congress.
  12. Review legislation and delete items that are not pieces of commemorative legislation.
  13. Flag legislation being questioned in the data set and copy and paste it in the Data Questions document with a summary of why it is being questioned for Dr. Straus and Mr. Nagel.
  14. Discuss questionable legislation with Dr. Straus and Mr. Nagel and input feedback in the Data Questions document.
  15. Any legislation for the creation of commemorative commissions needs to be placed in a separate folder.
  16. Any legislation that needs to be deleted or is a duplicate from another team member’s data collection, copy the row (to include all information) and paste the row in the “**legislation that we delete**” folder on this drive.
  17. When moving from one Congress to another Congress, a “shortcut” is to click the “**edit search**” button near the top of the page. Leave all information the same, and just change the number of the Congress and search again.
- B. Once the data was downloaded, the team deleted all legislation that did not meet the criteria for each type of commemoration. Legislation that appeared to not fall within the scope of work was flagged and sent to the client for further clarification. The client helped examine and identify which legislation was to be included in the data set and identified ones to be deleted.

**Below are descriptions of data cleaning requirements for each commemorative type:**

- Commemorative Coins  
Originally, when downloading data, search terms included in the methodology chart with an addition to the word “dollars” would return around 800-1000 measures. Many of these measures included the word “dollars” as a fiscal spending term. After speaking with

CRS about this issue, we redefined the search terms to include “commemorative coin” AND “nickel” OR “five dollar” OR “fifty cent” OR “dime” OR “Quarter dollar” OR “dollar”. If any piece of legislation did not include commemorating, striking, or designing any type of commemorative coin, the measures were removed from the data set.

- Days and Observances

Using the search terms in the methodology chart, the days and observances dataset returned 600-1500 measures per congress. To screen the data, the first step included outlining measures that dealt specifically with commemorating or designating a specific day, month, and year. Included were birthdays, anniversaries, celebratory occasions, and holiday-like observances (ethnic, awareness, cultural). The next step included removing measures that dealt with date-specific procedural changes or authorizations of facilities (i.e. authorizing the use of the rotunda on Memorial Day.) The last step was to highlight measures that created special commissions or were related to the designation of commemorative coins. Specific measures created commissions to create or commemorate events or occasions. CRS decided to retain those in the dataset and to highlight them for later use. Some of the commemorative coin’s measures designated specific events, dates, and/or occasions to be commemorated through commemorative coins. These were highlighted and cross referenced with the data sets for “Commemorative Coins” and then removed from the “Days and Observances” dataset.

Due to the Congress.gov’s change in subject terms at the 110th congress, extra steps were taken for the 93rd to 109th congress. Due to subject term shifting from “commemorative days and events” to “commemorations,” the 93rd to 109th congress’ datasets yielded a vast amount of date-specific facility designations (i.e. designating federal buildings or monuments for date-specific events or observances) These measures did not seek to designate or recognize a specific event or occasion and were removed.

- Monuments and Memorials

After downloading the legislative data from CRS, measures were examined to determine if they created or significantly changed a monument or memorial. An example of a significant change to a national monument is the destruction and/or rebuilding of a national monument, the addition of a plaque to a memorial, or the addition of land to a monument. If the legislation did not meet these criteria, they were deleted.

- Naming Buildings

After the data was downloaded and transferred to the spreadsheet, we examined the data, eliminating legislation that fell outside the scope of the designation of federal buildings such as national park designations.

- Congressional Gold Medals

After downloading data from congress.gov, each line of data was examined in order to determine whether a piece of legislation contained directives for the creation or establishment of a Congressional Gold Medal. Many times, this was in the title, however, the text of the measures was searched to confirm this. Some measures had the main goal

to honor an individual through a differing form of commemorative and it was mentioned in the body of the text that this individual, at some point, received a Congressional Gold Medal. These entries were removed.

- Federal Holidays

This search had very few entries. Using the search term “Federal Holiday,” as well as the legislative subject term, “Commemorative events and holidays,” the title of each entry and the text were examined to determine if the measures were proposing the establishment of a federal holiday. If a federal holiday was simply mentioned in the bill text supporting the creation of a different type of commemorative, the legislation was removed from the dataset.

- Postage Stamps

After downloading the data regarding stamp legislation, there were about 150 results for commemorative postage stamps per Congress. When determining which legislation should be removed from the data, we started by looking at the summary of the measures. Occasionally, the summaries explicitly stated that a stamp would be created in order to honor a person, place, or thing. Oftentimes, the summaries did not state anything specific about creating a stamp and the team needed to specifically look within the text of the measures to see if a stamp or semi-postal was created for a person, place, or thing. If a stamp or semi postal was to be created, the legislation was removed from the dataset.

- C. After examining each Congress, the same search terms and settings were used for each successive Congress (see section A.) Search terms were adjusted at the 103rd Congress due to changes on the *Congress.gov* website. The change included moving from the text of measures to summaries used after the 103rd Congress.

Figure 1: Project Management Tool

Section Number	Title	Who	Deadline	Has this been done?
1	115th Congress	-	Monday, October 7,	Yes I have!
	Observances	James	Friday, October 4,	Yes I have!
	Coins	Lizzie	Friday, October 4,	Yes I have!
	Holiday	Ellie	Friday, October 4,	Yes I have!
	Postage	Kassie	Friday, October 4,	Yes I have!
	Gold Medals	Ellie	Friday, October 4,	Yes I have!
	Buildings	Nick	Friday, October 4,	Yes I have!
	Memorials	Tony	Friday, October 4,	Yes I have!
2	112th - 114th Congress	-	Monday, October 14,	Yes I have!
	Observances	James	Friday, October 11,	Yes I have!
	Coins	Lizzie	Friday, October 11,	Yes I have!
	Holiday	Ellie	Friday, October 11,	Yes I have!
	Postage	Kassie	Friday, October 11,	Yes I have!
	Gold Medals	Ellie	Friday, October 11,	Yes I have!
	Buildings	Nick	Friday, October 11,	Yes I have!
	Memorials	Tony	Friday, October 11,	Yes I have!
3	109th - 111th Congress	-	Monday, October 21,	Yes I have!
Kassie 110th	Observances	James	Friday, October 18,	Yes I have!

- D. Each week, the Team collected and cleaned data from three congresses; this information is detailed in the Project Management Tool (PMT) as shown in **Figure 1** above. Each week, members of the team spot-check each other's' data to ensure that the data is properly cleaned and identify any legislation missed during initial collection.
- E. After downloading the data, we made a copy of it and transferred it over to the statistical sheets folder. We coded the raw data into more specific categories and dummy variables outlined in our codebook.
- We deleted the columns titled "Congress," "Amends Measures," and "Committees" because they were mostly empty, or we did not need them for our data collection.
  - We divided the "Sponsor" category into "Legislative Body," "Coded Legislative Body," "Introducer," "Party Introduced," "Coded Political Party" and "State Introduced."
  - We added the columns "Introduction Period," "Coded Senate Majority," "Coded House Majority," "Introduction Period x Legislative Body," and "Introduction Rate by Party" to create a better analysis of the data.
  - The Capstone Team added an "Approved" column ("approved" was term designated dependent on the type of measure being used):
    - For House and Senate bills (H.R. and S.) to be considered "approved" the measure needed to pass both the House and Senate and be signed into law by the President.
    - House and Senate simple resolutions (H. Res and S. Res) only needed to be approved by the respective chamber.

- iii. Joint resolutions (H.J. Res and S.J. Res.) needed to be approved by both the House and Senate and, with the exception of Constitutional amendments, needed to be signed by the President.
- iv. Concurrent resolutions (H.Con.Res. and S.Con.Res) needed to be approved by both the House and the Senate, but did not need to be signed by the president.

If a measure was approved as is, it was labeled a “1.” If a measure was not approved but was approved in another measure that was *not* included in our dataset, we marked it as approved or “1.” If a measure was not approved as listed above, but approved in another measure already within the dataset, it was labeled not approved or “0.”

For commemorations that were introduced through amendments, we replaced the amendment with the measure it amended. The Team confirmed that the amended measure was not already in the data set and proceeded to label the measure, approved or not approved, depending on the criteria for approved-not approved measures listed above.

F. A copy of the codebook created and used by the Team, during the data collection process, can be found in the Appendix.

## Results and Discussion

Commemorative legislation has changed over time in terms of processes, types of commemoratives, and frequency of passage. House Rule XII, clause 5 has had no lasting impact on the number of commemorations introduced and approved; however, it did have an impact on the types of measures used. Days and Observances comprised 72.4% of all introduced commemorations and 77.3% of all approved commemorations. Days and Observances represent such a large portion of the data that any effect on it also appears to have an impact on the total number of commemorations in the complete dataset. However, this does not mean that it had an impact on each type of commemoration.

### *Research Question 1*

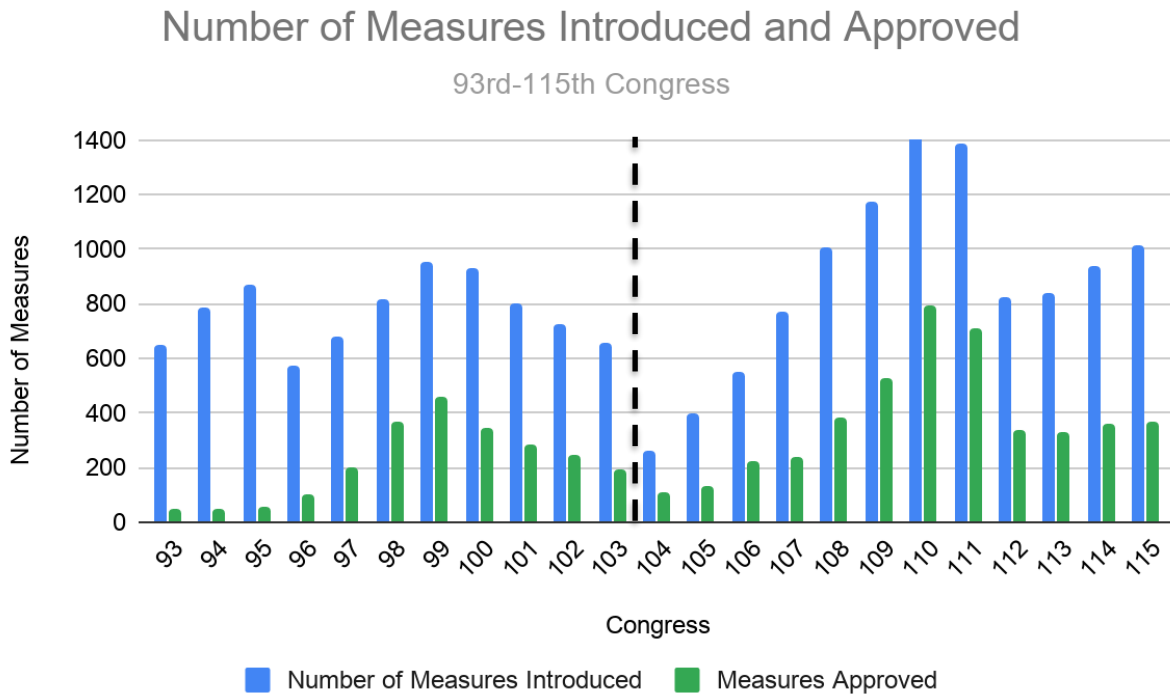
*How has commemorative legislation changed over time in terms of processes, types of commemoratives, and frequency of passage?*

In 1973, commemoratives made up only 10% of all legislative acts passed; a vast difference from 1985, when commemoratives made up 70% of the legislation introduced, and one-third of all passed, public measures.<sup>55</sup> Supported by the change in frequency, scholars have asserted that the changes have been due to shifts in legislative priorities. Prior to the 1990's, congressional members believed commemoratives took away from more pressing policy issues. This triggered the beginning of date-specific bans, such as House Rule XII, clause 5. The complete data set collected by the Capstone Team has provided empirical support for the literature.

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<sup>55</sup>CRS Report 98-662 GOV, *Commemorative Legislation: Evolution and Procedures*, by Stephen Stathis, Barbara L. Schwemle.

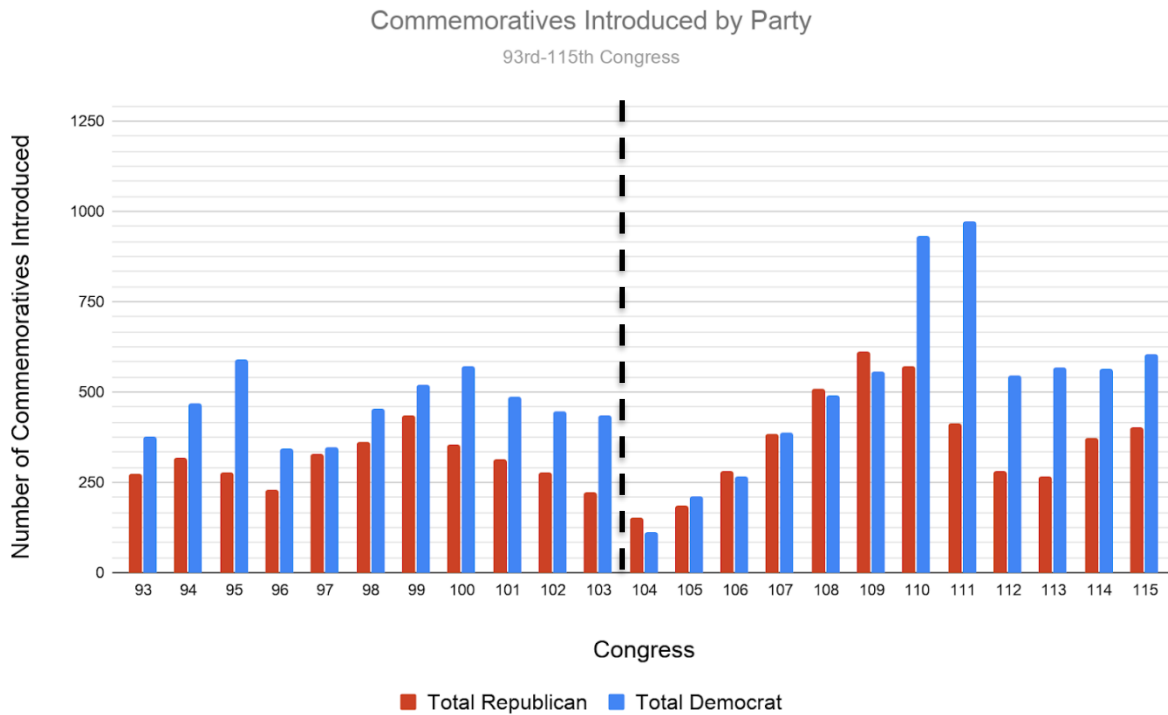
Figure 2



The overall trend shown by the dataset, as shown in **Figure 2**, shows an average of 832 commemorative measures introduced and 299 measures approved during each congress from the 93rd to 115th Congress. The 93rd to 95th Congress had the greatest disparity between measures introduced and approved. For the 96th to 115th Congress, the number of introduced and approved measures followed the same general trend: increasing from the 96th to 99th Congress, decreasing from the 99th to the 104th Congress, increasing again from the 104th to the 110th/111th Congress, and finally remaining the same for the 111th to 115th Congress. Worth noting is that House Rule XII, clause 5 went into effect in the 104th Congress, indicated by the dotted black line above, which has the lowest number of commemorative measures introduced.

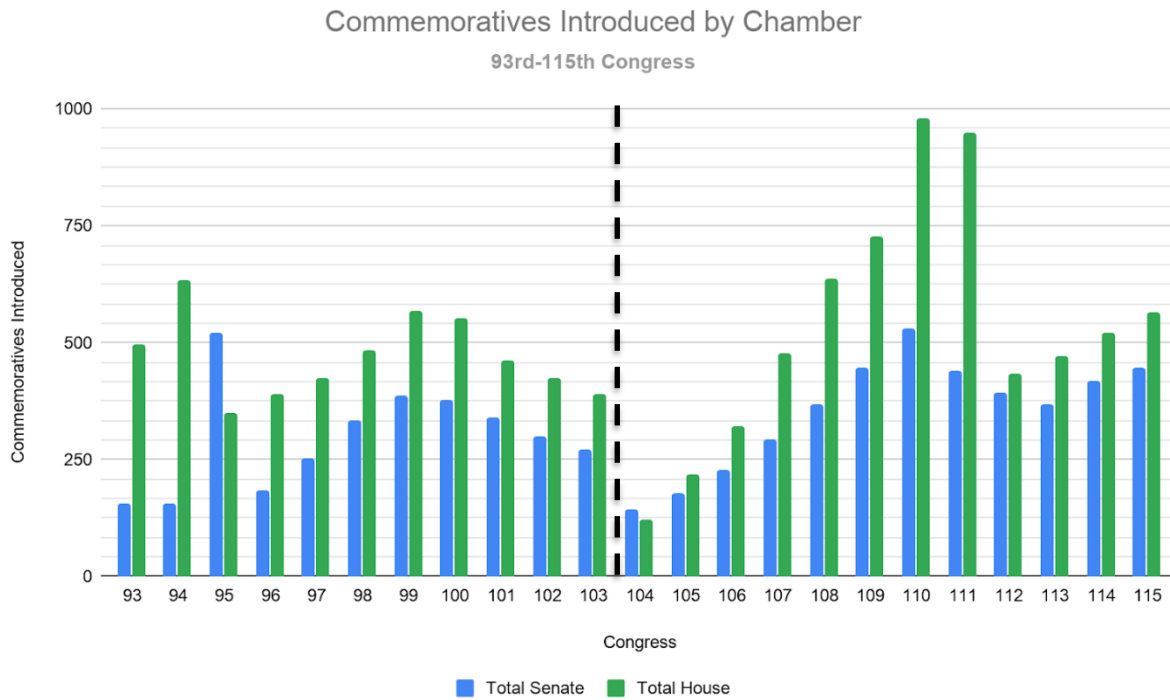


Figure 3



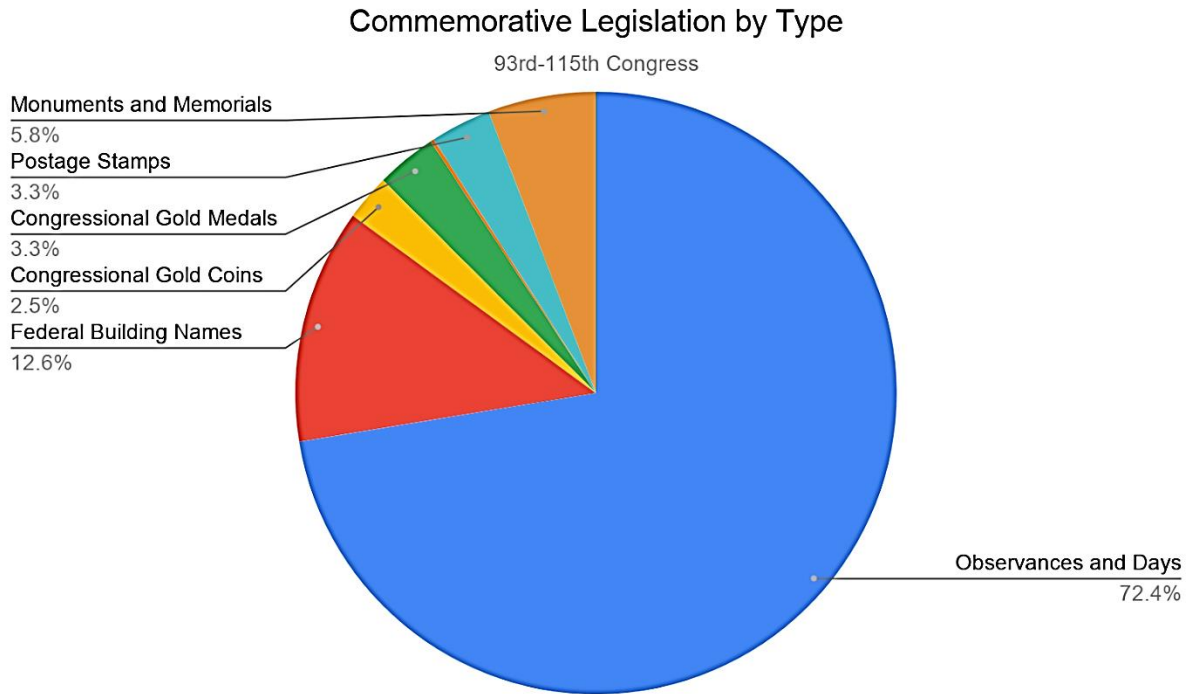
As shown in **Figure 3**, on average Democrats passed more commemorations than Republicans. Over the course of the 93rd to 115th congresses, Democrats introduced 11,270 commemorations, Republicans introduced 7,832, and Independents introduced 31 commemorative measures. There is no literature that explains this trend. Interesting to note, the House and Senate was either unified under Democratic control or divided between Democrats and Republicans from the 93rd-103rd congresses and under unified Republican control for the 104th-109th congresses, which generally corresponds to the party that introduced more commemorative legislation.

Figure 4



Although there was no literature on the introduction of commemorative legislation by chamber, the Capstone Team examined differences in introduction frequency to analyze the impacts of House Rule 12, clause 5. **Figure 4** shows that the House consistently introduced more commemorative legislation than the Senate for every Congress besides the 95th and 104th Congress when House Rule 12, clause 5 went into effect.

Figure 5

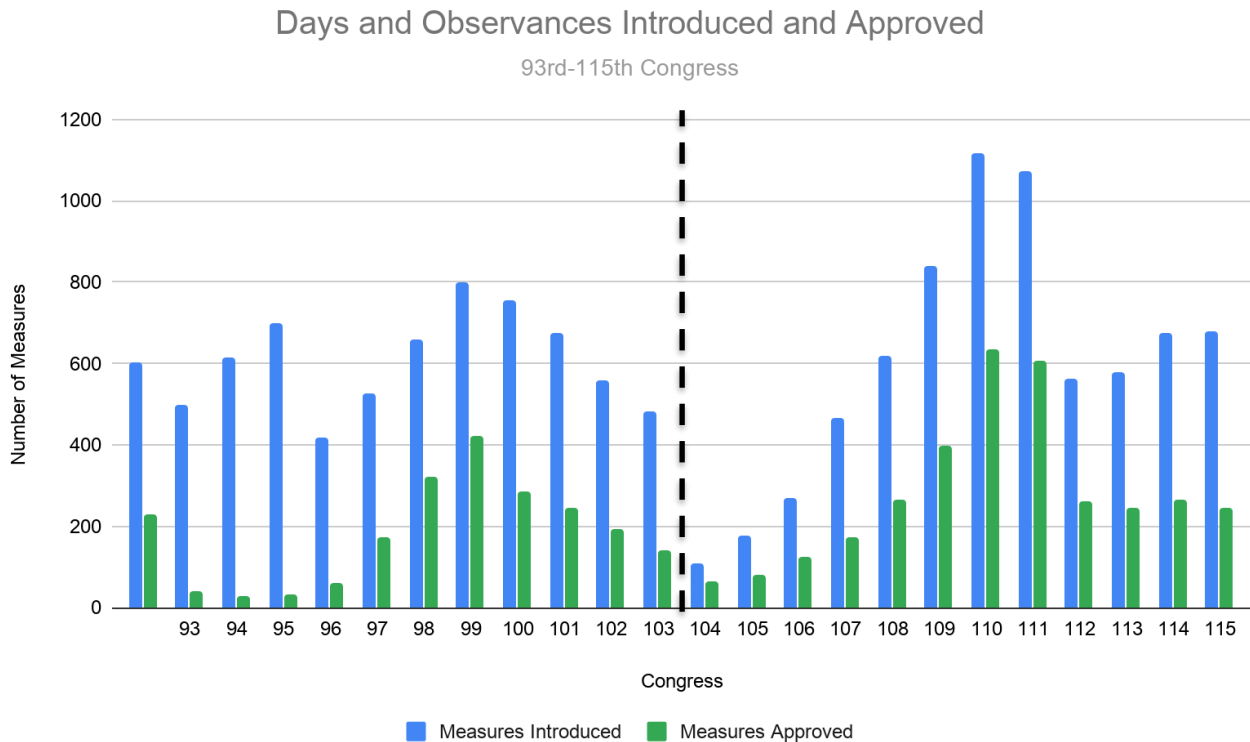


The seven different types of commemorative legislation examined are shown in **Figure 5**. This figure also highlights the percentage of the total number of introduced measures for each type in the 93rd to 115th Congress. The largest commemorative type was Observances and Days at 72.4%, followed by Federal Building Naming's at 12.6%, Monuments and Memorials at 5.8%, Postage Stamps at 3.3%, Congressional Gold Medals at 3.3%, and Congressional Gold Coins at 2.5%. For more detailed findings, the data was divided into categories and analyzed independently.

- Observances and Days

The methods and processes for introducing Days and Observances have changed over the course of the 93rd to 115th Congress. Correspondingly, the introduction and approval rates of Observances and Days have fluctuated.

*Figure 6*

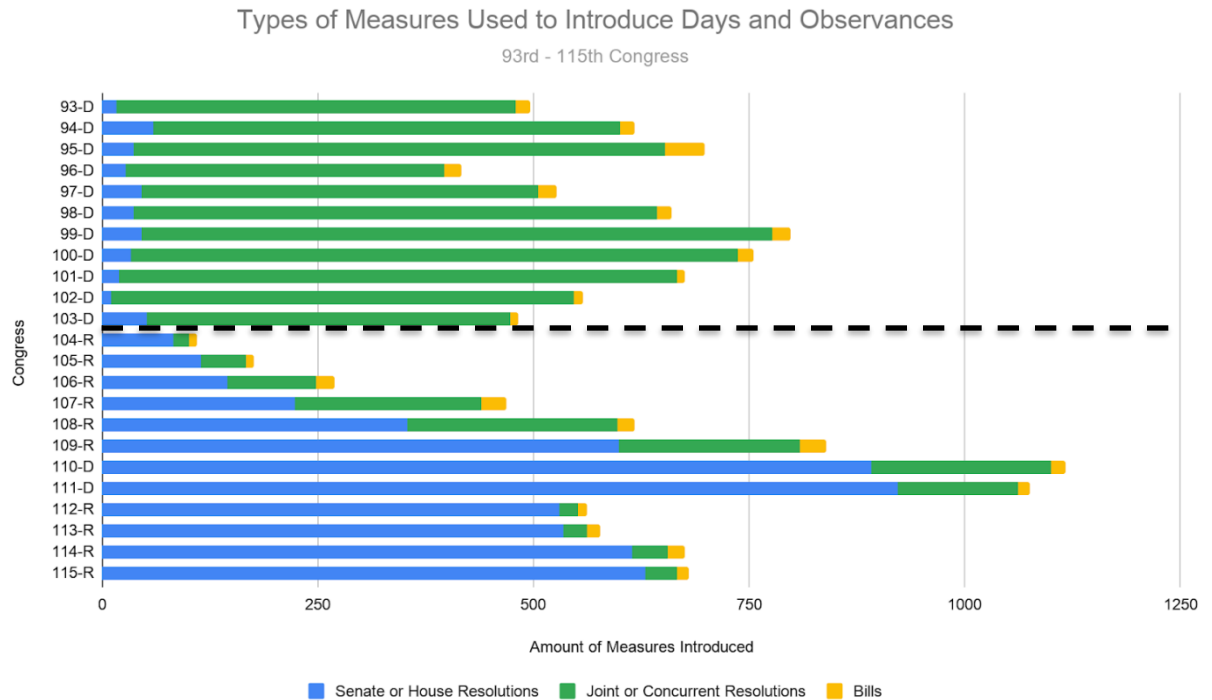


The total number of commemorative Days and Observances introduced and approved during the 93rd to 115th Congress are shown in Figure 6. The number of measures introduced ranged from 110 to 1,117 bills per Congress, with an average of about 602. The number of measures approved during this time period ranged from 33 to 636 measures and an average of about 231. It should be noted that following the passage of House Rule XII, clause 5, there was a decrease in commemorative legislation in the 104th Congress. The standard deviation, showing the dispersion of a group's deviance from the mean (602 bills), was about 239. Thus, any number of legislations outside the 239 range represents a significant increase or decrease. Relative to the other congressional periods, there is a substantial decrease in the introduction and approval of commemorative legislation between the 103rd and 104th Congress. Given the timing of House Rule XII, Clause 5, there may have been a correlational impact, if not a causal relationship, between the passage of rule and the number of date-specific and observance-based commemoratives introduced and approved. In addition, the 110th and 111th Congress

represent unusually high amounts of commemorations. There is no literature that explained why this increase occurred.

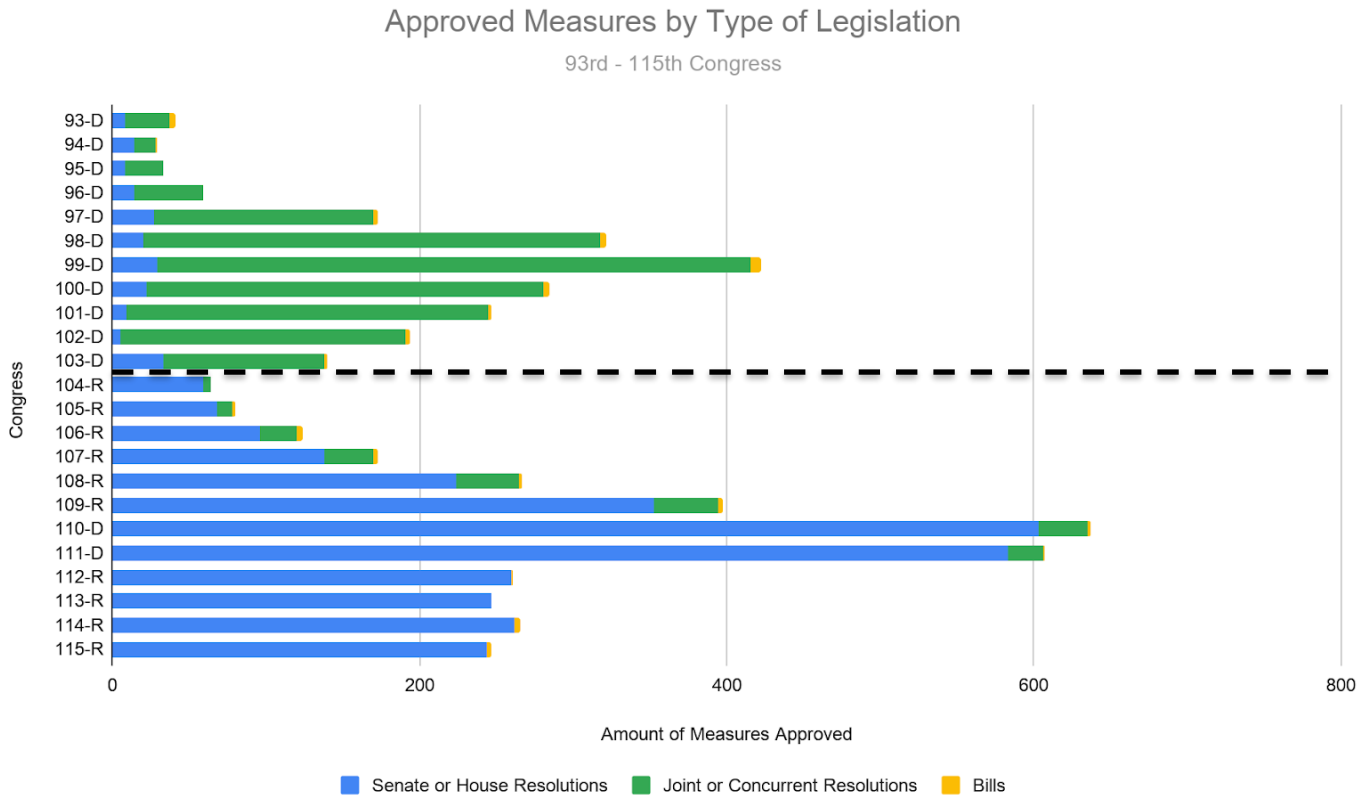
*Figure 7*

As seen in **Figure 7**, the methods and processes for introducing Days and Observances also changed after the 103rd Congress:



1. From the 93rd through the 103rd Congress, 91% of the Days and Observances introduced were in the form of a joint resolution or concurrent resolution. Measures introduced in the form of simple resolution accounted for 5.9%.
2. From the 104th to the 115th Congress, the amount of measures introduced in the form of joint or concurrent resolutions decreased significantly; they accounted for about 20.6% of the measures introduced. Correlatively, the amount of simple resolutions increased; of the total amount of Days and Observances, the simple resolutions represent 75.5%

Figure 8



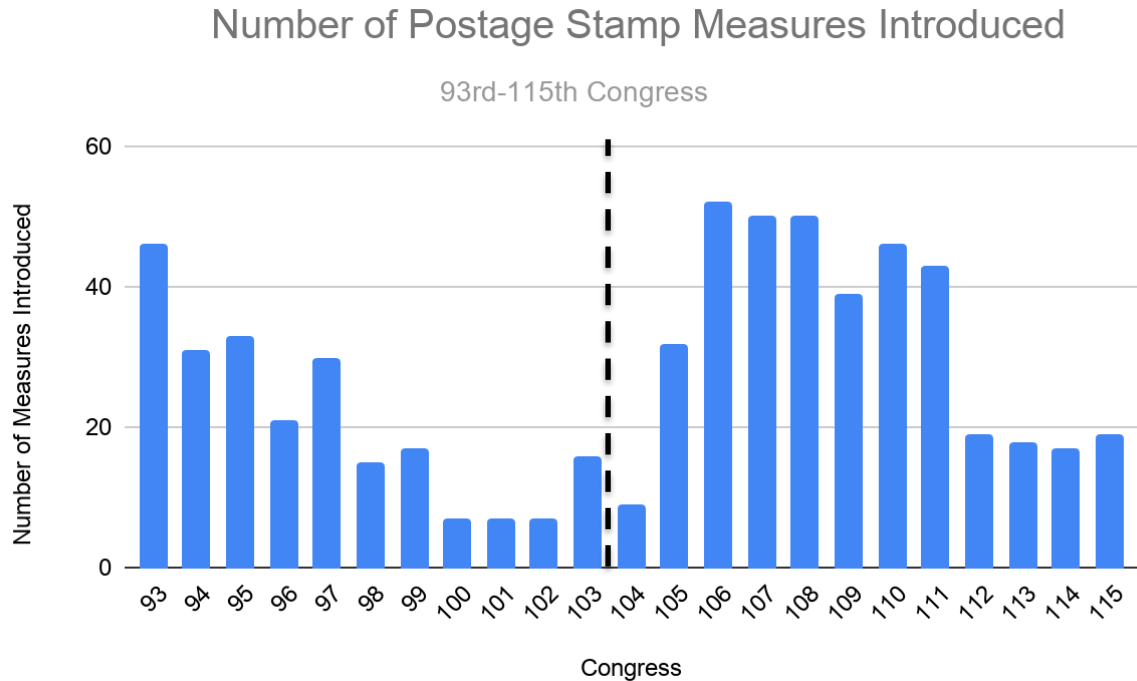
The change in approval rates for Days and Observances within Congress is shown in **Figure 8:**

1. From the 93rd through the 103rd Congress, of the approved measures, 81.4% of the Days and Observances were in the form of a joint resolution or concurrent resolution. Measures introduced in the form of simple resolution accounted for 16.5%.
2. From the 104th to the 115th Congress, of the measures approved, joint or concurrent resolutions decreased significantly; they accounted for about 7.7% of the total measures approved. In parallel, the amount of simple resolutions increased; of the total amount of Days and Observances, the simple resolutions represent 91.2%.

There was a major shift in the processes for introducing Days and Observances after the 103rd Congress. The above data shows that the two-time frames, the 93rd to 103rd and 104th to 115th, have correlational inverse changes; the number of joint/concurrent resolutions decreased by about 70% while the number of simple resolutions increased by about 70%. In addition to the changes in methods, the approval rates changed in a parallel fashion.

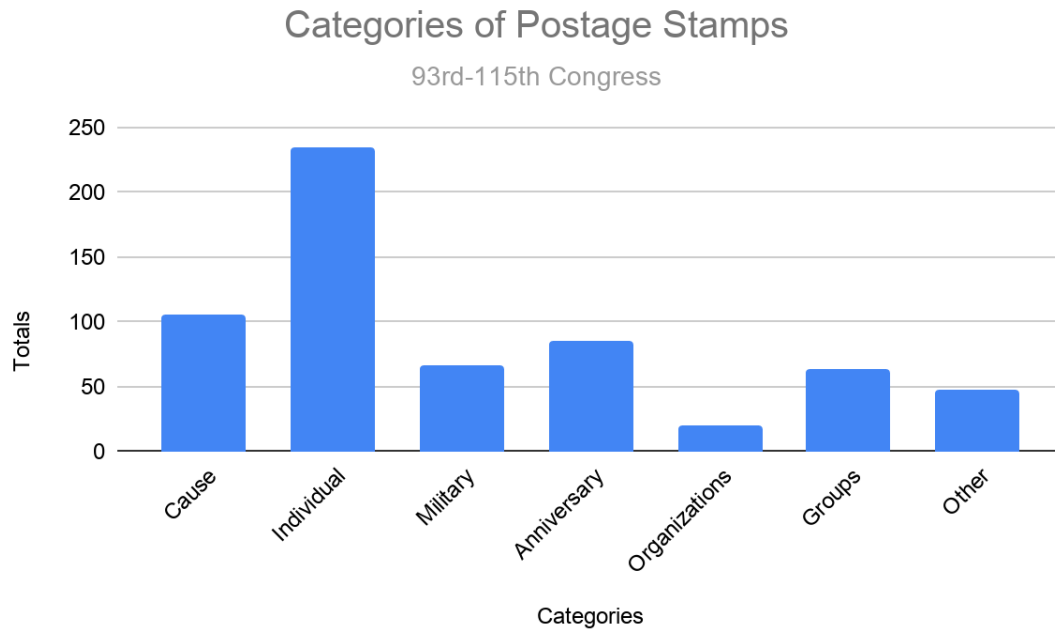
- Postage Stamps

*Figure 9*



The number of measures relating to postage stamps, introduced between the 93rd and 115th Congress, are shown in **Figure 9**. After the implementation of House Rule XII, clause 5, the number of postage stamp introductions increased. Postage Stamps decreased after the 93rd Congress until the introduction of House Rule XII, clause 5. After the House rule was in effect, the introduction of postage stamp measures increased to numbers higher than before the rule was introduced. Specifically, the 106th Congress was the highest in Congress, which was only 2 congresses after House Rule XII, clause 5 was implemented. Additionally, the number of measures introduced remains high until the 112th Congress. House Rule XII, clause 5 seemed to only have an effect on the 104th Congress, which can be seen in the decreased number of measures introduced.

Figure 10

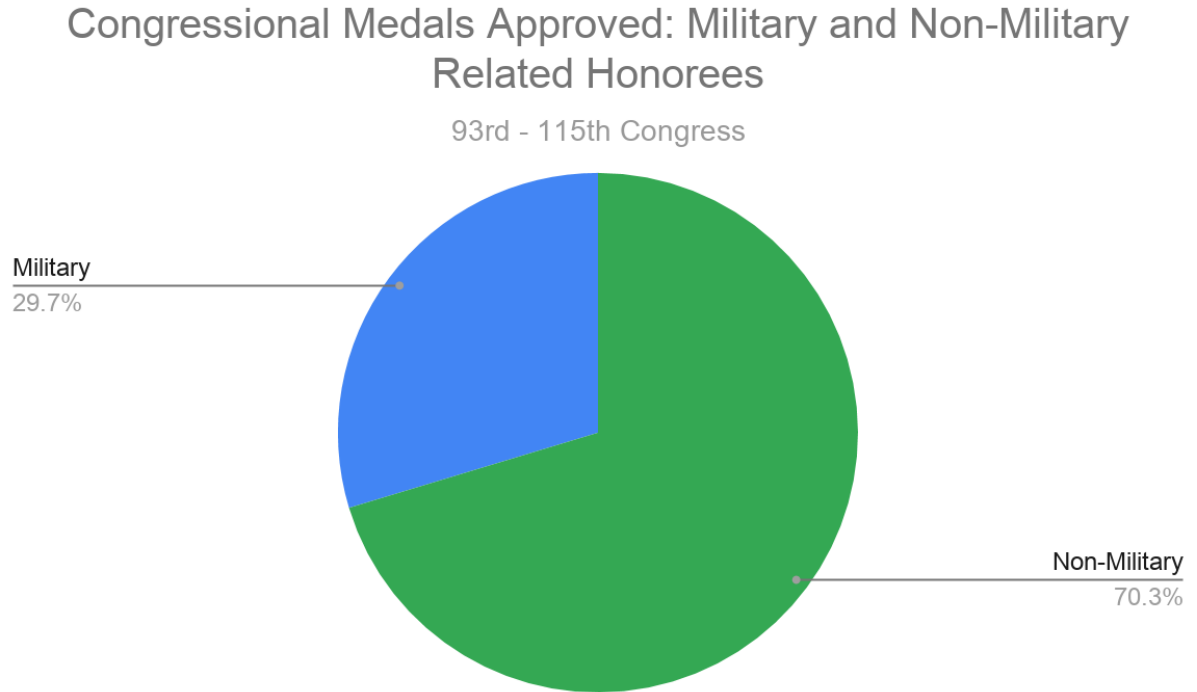


Stamps were created to honor significant people, events, and trends in the United States and since their origin, they have indeed largely showcased individual people. Between the 93rd and 115th Congress, stamps were created in multiple categories and themes as seen in **Figure 10**. This is a divergence from the postage stamps origin-commemoration of individual people. Since making postage stamps a part of commemorative legislation, over 5,000 designs have been issued by the government. Individual people continue to reflect the majority category among stamps, however, celebrating anniversaries and showcasing causes increased between the 93rd and 115th Congress. In the 115th Congress, “causes” made up ten of the stamp bills introduced, “anniversaries” made up five bills, and “individuals” represented only one of these measures. Different themes among stamps became most prevalent after the introduction of House Rule XII, clause 5. Causes and their recognition were virtually non-existent before the rule passed, with only one cause-related bill in the 93rd Congress. Prior to the house rule, categories such as military, groups, and organizations were common but did not make-up the majority of themes. However, postage stamps have included a broader group of causes beyond those that are related to individuals.



- Congressional Medals

*Figure 11*



While originally established to award military service, the Congressional Gold Medal has since been expanded to recognize varying achievements. The Congressional Gold Medal Enhancement Act of 2005 states that the award may honor, “national achievement in patriotic, humanitarian, and artistic endeavors.” Correspondingly, Congressional Gold Medals have since expanded to cover more than those that are military related. Between the 93rd Congress and the 115th Congress, 70.3% of those gold medal related commemoratives approved have been in honor of non-military related causes as shown in **Figure 11**, with many honoring athletes, the arts and artists, and human rights related subjects. The data does show a slight increase in the number of commemorative measures introduced in recent years since the passage of the Congressional Gold Medal Enhancement Act of 2005, which may suggest some effect caused by this legislation.

- Federal Holidays

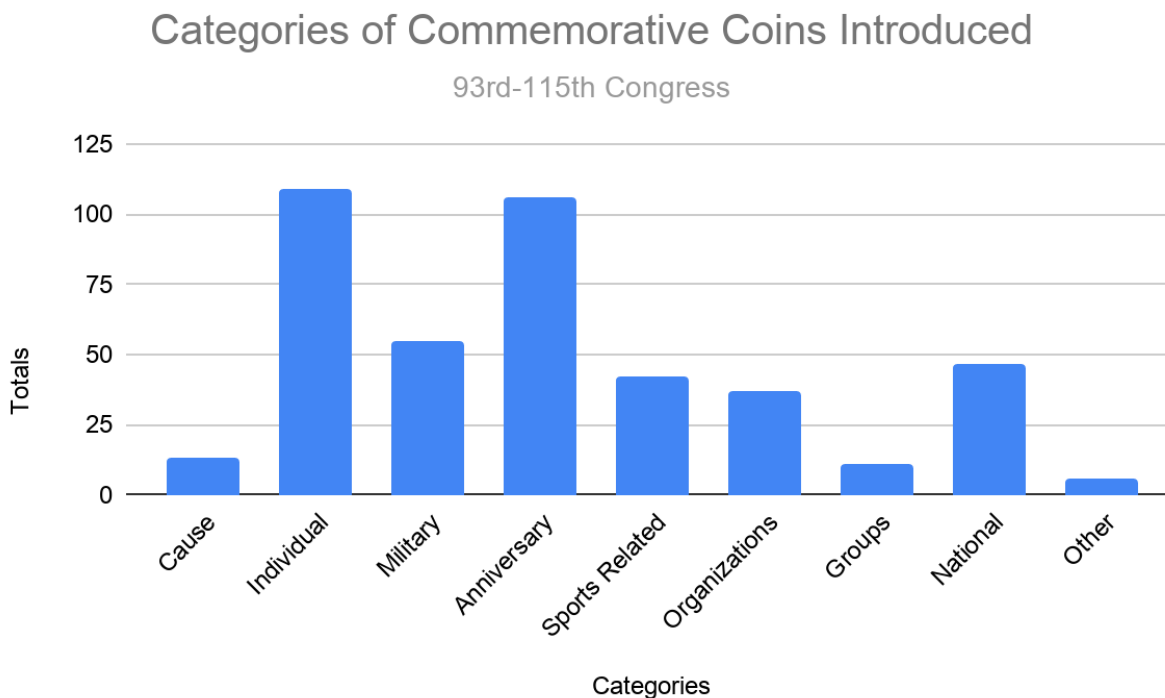
There have been very few federal holiday related measures introduced since the 93rd Congress. The largest number of federal holidays were introduced in the 107th, 109th, and the 111th Congresses; four measures were introduced in each Congress. Although there were a greater total number of commemoratives introduced before House Rule XII, clause 5, the data does not reflect any major change on the introduction and approval rates of federal holidays. More recently, the establishment of election day as a federal holiday has gained significant attention due to the low voter turnout experienced by the American electoral system. The first measure to establish election day as a federal

holiday was introduced in 2001 by Senator Mary Landrieu and did not pass introduction (S. 1388, 2001). Most recently, Representative Anna Eshoo of California introduced H.R. 294, “Election Day Holiday Act of 2019.” This act has 29 democratic cosponsors and has been referred to the House Committee on Oversight and Reform (H.R. 294, 2019).

- Commemorative Coins

The most notable change indicated in the dataset is the absence of commemorative coin measures introduced between 1945 and 1981 due to the disinterest and low number of coins purchased.<sup>56</sup> This is reflected in the 93rd to 96th congress, as no measures were found. In the 97th Congress, the commemorative coin program was reinstated; a commemorative half dollar was issued to celebrate George Washington’s 250th birthday. There has been a consistent trend of two coins per year approved since then. This confirms assertions made within the literature and the purpose of commemorative coins has expanded to represent a variety of causes.

Figure 12



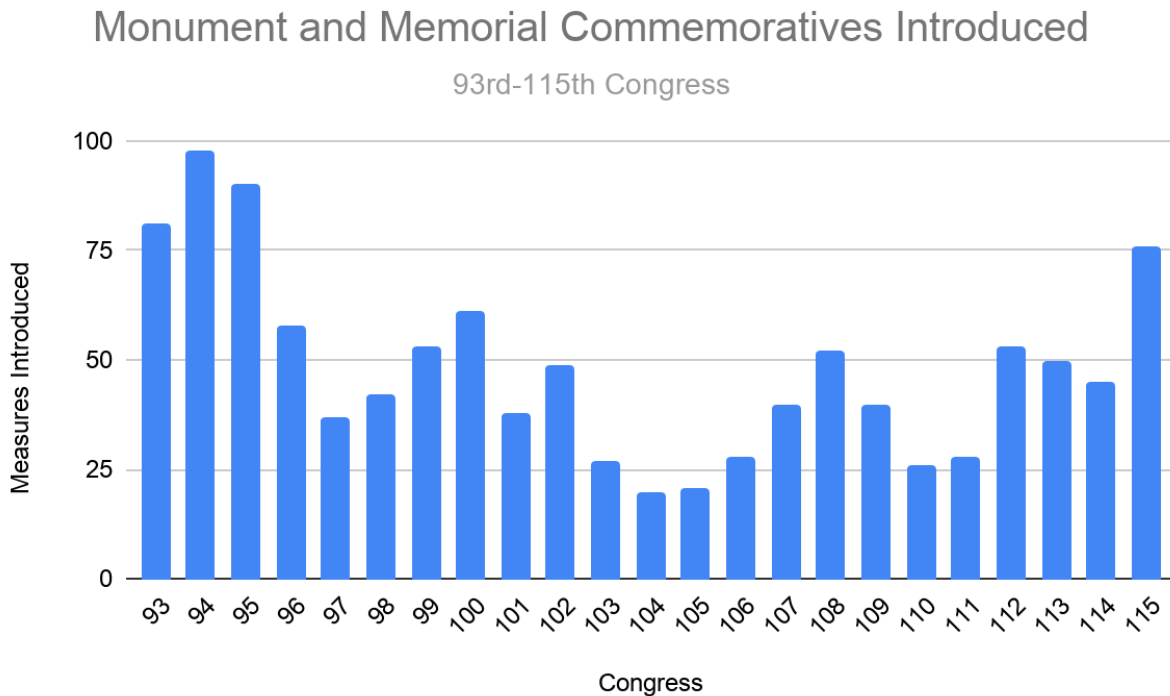
As shown in **Figure 12**, the dataset shows that from the 93rd to 115th Congress, coins represented one of nine categories: causes, individuals, anniversaries, military figures and events, sports-related figures and events, organizations, groups and patriotic symbols. Disproportionately, individuals and anniversaries are the two largest options congress utilizes when issuing commemorative coins.

<sup>56</sup> Jacob R. Straus, *Commemorative Coins: Background, Legislative Process, and Issues for Congress*, pp. 6-8.

- Monuments and Memorials

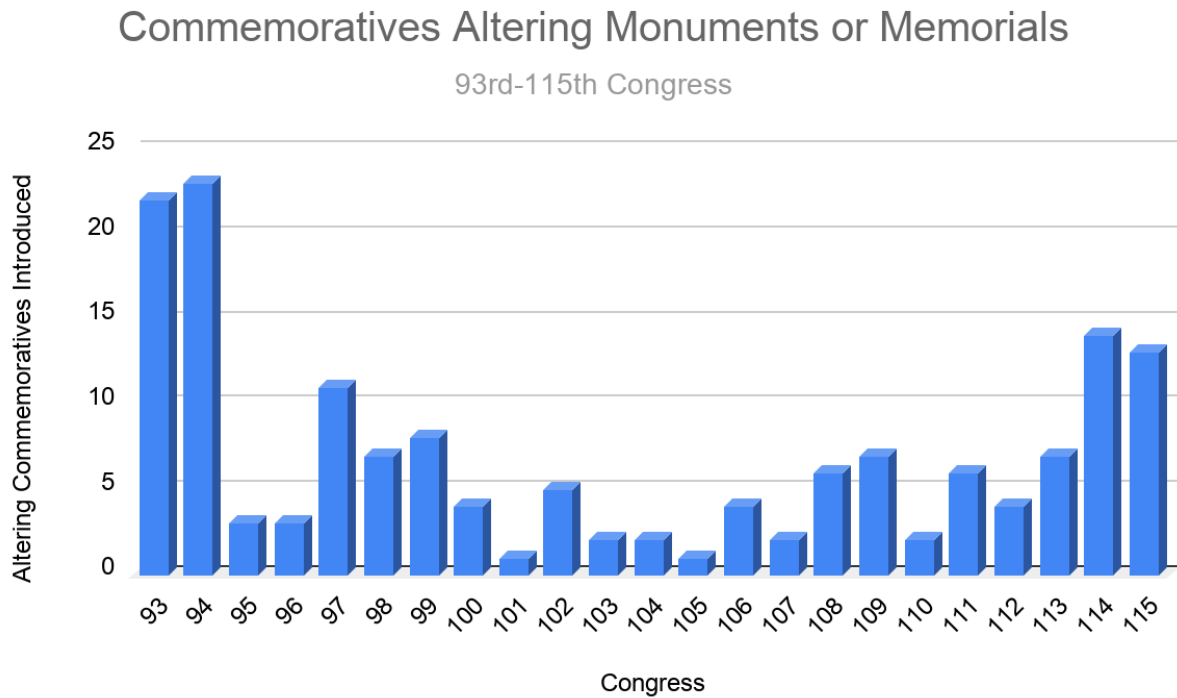
The number of measures concerning monuments and memorials have changed in frequency and type overtime. The data shows a decrease in the number of measures introduced after the 95th Congress; with the exception of the 115th Congress, the numbers have remained consistently low. The following graphs show the total number of measures introduced containing monuments and memorials, altering current monuments and memorials, and where monuments and memorials are located.

*Figure 13*



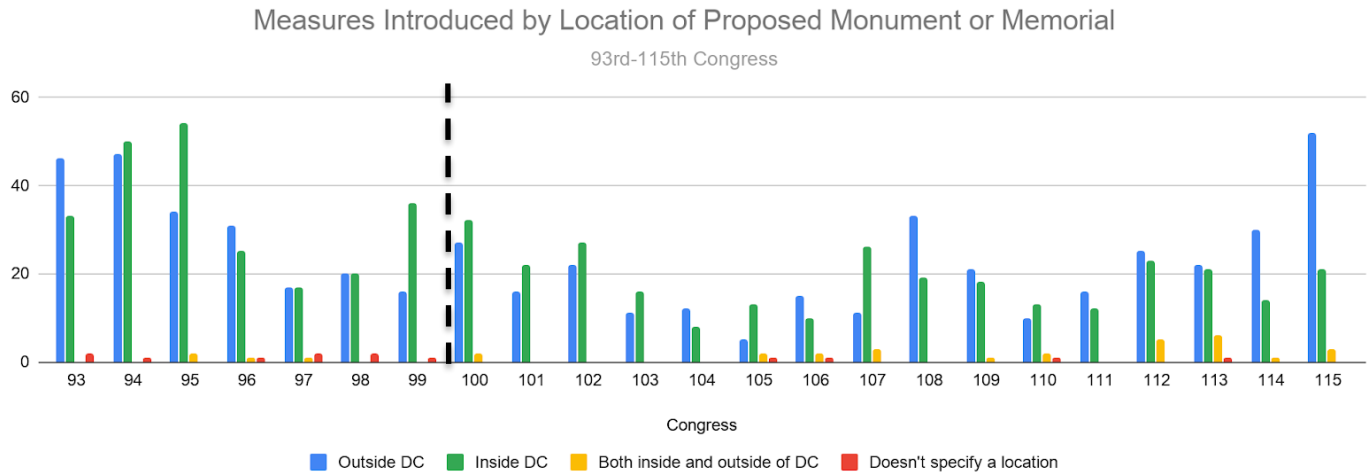
After the 95th Congress, the number of commemoratives concerning monuments and memorials decreased and did not return to the levels of the 93rd to 95th Congress until the 115th Congress. Above, **Figure 13** shows that the average amount of measures was about 90 for the 93rd to 95th Congress. After, the average dropped to about 42 measures per Congress, with a low of 20 in the 104th and a high of 76 in the 115th Congress.

Figure 14



Measures specifically editing a current monument or memorial made up about 14% of the commemoratives concerning monuments and memorials, with the largest portion of those being passed in the 93rd and 94th Congress as shown in **Figure 14** above.

Figure 15

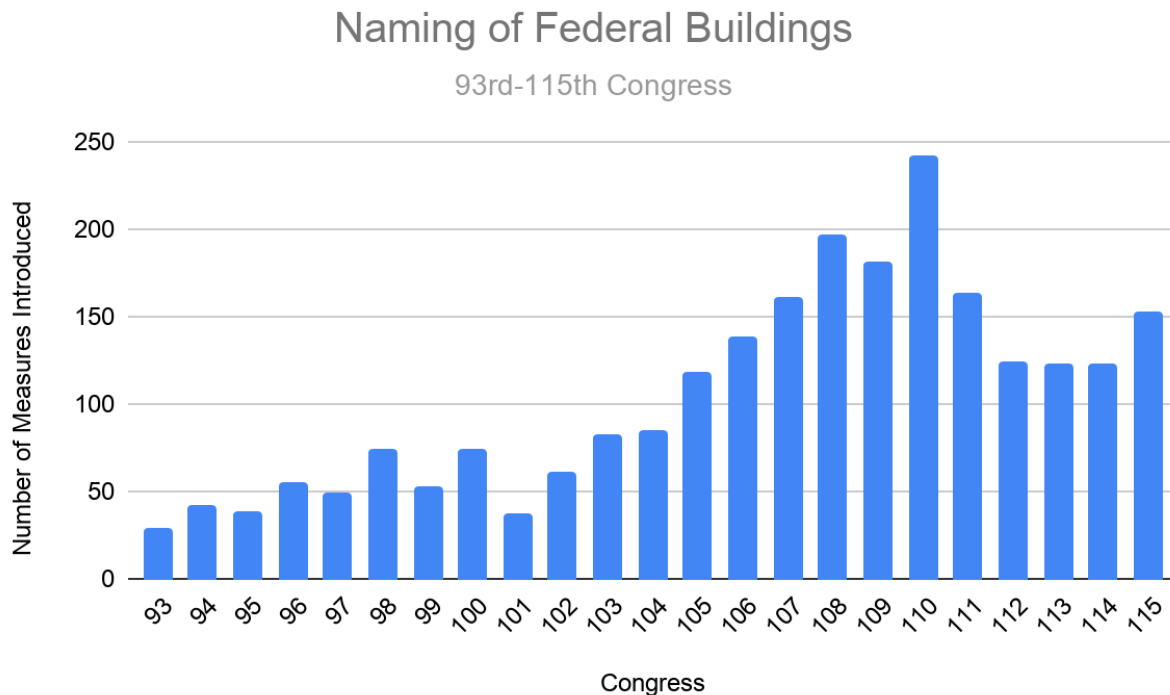


The Commemorative Works Act of 1986, passed during the 99th Congress, concerns the monument and memorial measures focused on Washington, D.C. compared to other US locations. As **Figure 15** shows, the data shows no general trends among the different types of monument and memorial commemorations aside from a decrease in those within D.C. Following the decrease after the 99th Congress, the number never returned to this level.

- Federal Naming of Buildings

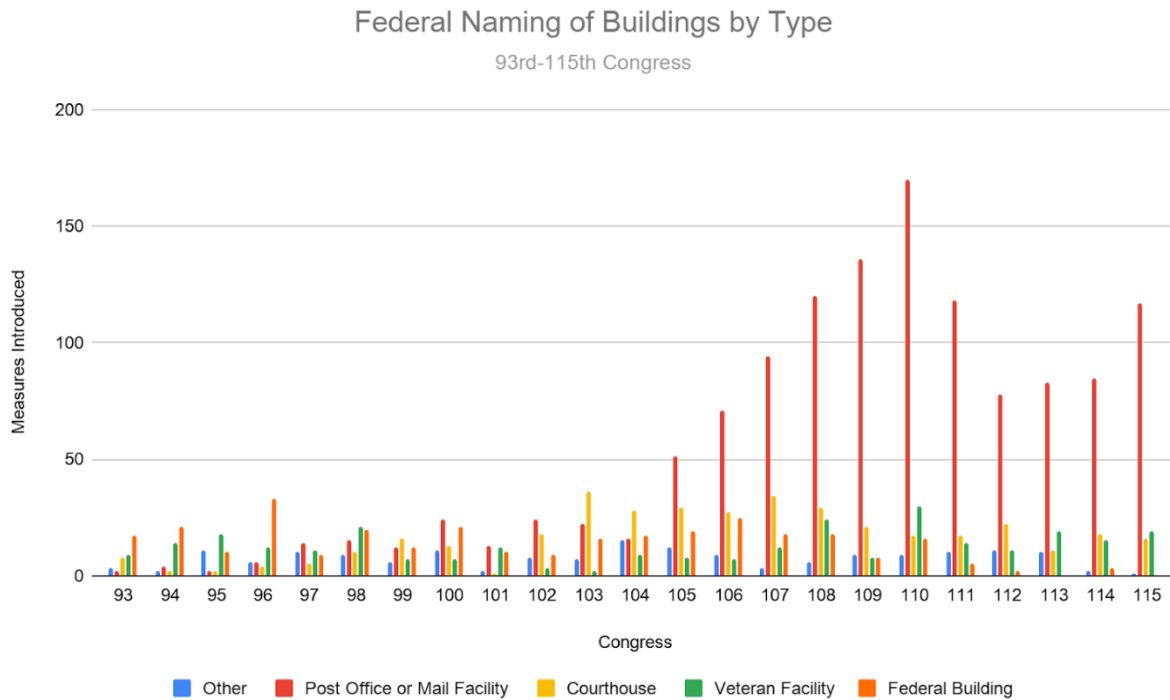
The frequency of federal building naming's has increased over time, both in frequency and by category of federal buildings named. The data shows that over time there has been a general increase; disproportionately, this increase is representative of post office and mail facility naming's.

*Figure 16*



The number of measures about the naming of federal buildings is shown in **Figure 16**. The general trend shows an increase from 29 measures introduced in the 93rd Congress, a more rapid increase from the 101st Congress which peaked in the 110th Congress with 242 measures, before slightly falling in subsequent congresses. The literature does not explain why this increase occurred.

Figure 17



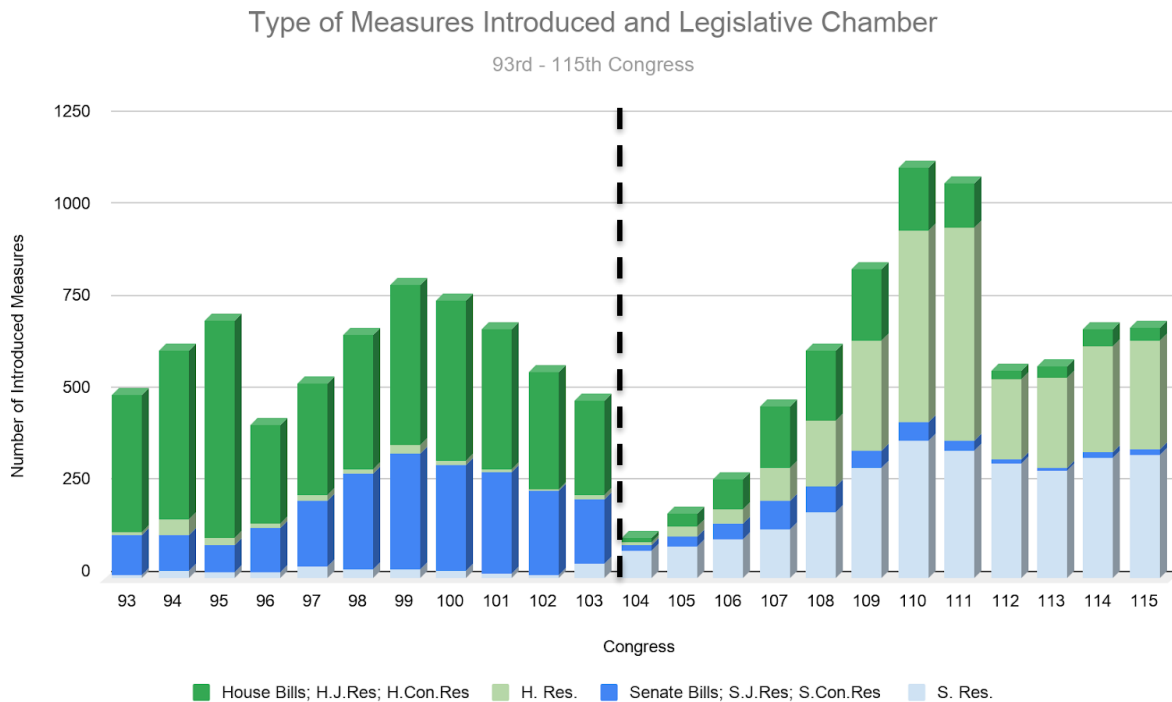
The breakdown by type of the federal building naming's: post offices or mailing facilities, courthouses, veteran's facilities, federal buildings (e.g agency headquarters), and other buildings that didn't fall into any of the categories is shown in **Figure 17**. Much of the increase came from the naming of post offices or mailing facilities, which made up 52.5% of the total number of federal building naming's introduced. There is no literature to support why this increase occurred. The remainder of the measure types has remained relatively consistent since the 93rd Congress.

## Research Question 2

*How does House Rule XII, clause 5 and other legislation affect the future of commemorative legislation?*

As a part of analyzing the impact of House Rule XII, clause 5, the Capstone Team analyzed several variables: (1) the amount of commemorations approved per Congress, (2) the types of measures introduced each Congress, (3) the amount and types of measures by each chamber; and (4) cross-tabulations of the former three variables.

Figure 18



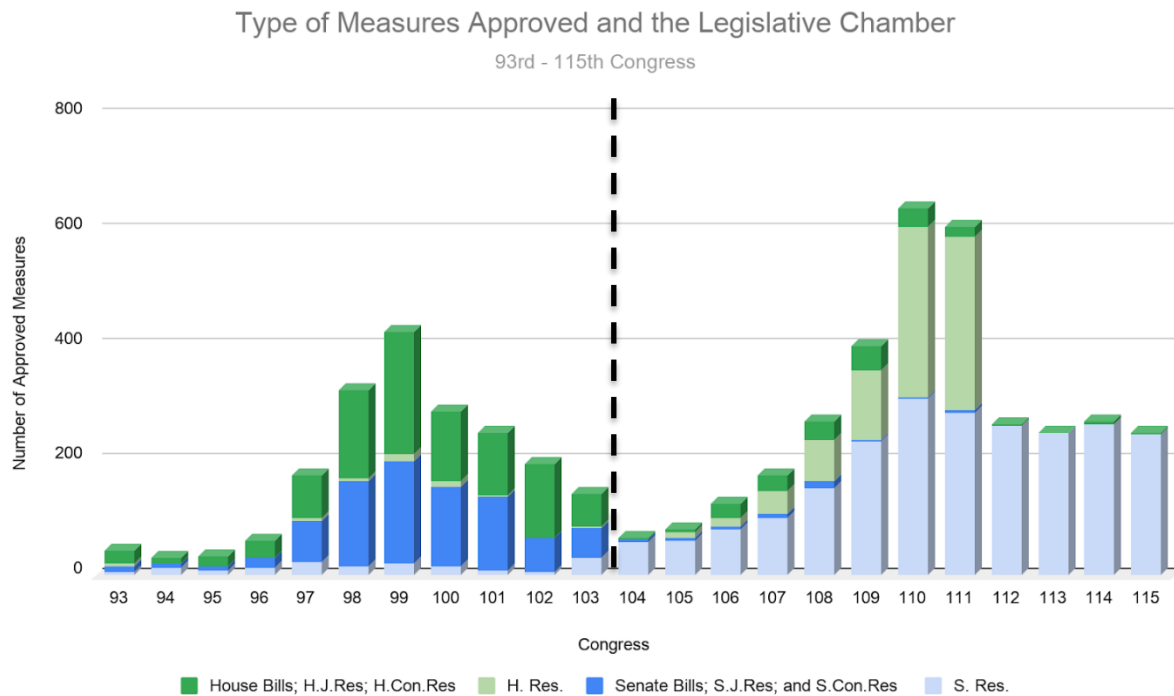
From the data, and as shown in **Figure 18**, the Capstone Team observed several phenomena related to the introduction of *Days and Observances*. First, the number of introductions per Congress has remained consistent since the 93rd. Although there was an immediate impact seen in the decrease after the implementation of the house rule, the amount of commemorations soon returned to similar levels, comparable to pre-house rule congresses. As a result, the Team concludes that House Rule XII, clause 5 did not have a sustained impact on the amount of commemorations introduced. However, the rule did have an impact on the types of measures introduced within each chamber.

House Rule XII, clause 5, had a significant impact on the methods and processes for the introduction and approval of Days and Observances. The rule limited the ability to pass date-specific bills, joint resolutions, and concurrent resolutions. This is due to the bicameralism needed to pass these types of measures. As a result, there has been a significant increase in the number of simple resolutions introduced and approved by each chamber. Prior to the passage of



the house rule, 94% of the *Days and Observances* introduced were bicameral; in contrast, since the implementation of the house rule in the 104th Congress, bicameral introduction of the same measures has decreased to only 29%. Disproportionately, the bicameral measures introduced throughout the 104th to 115th Congress originate from the House of Representatives.

Figure 19



The data, as shown in **Figure 19**, does not show that House Rule XII, clause 5 is the causal factor for a decrease in the approval of date-specific measures. Since the 98th Congress, the number of date-specific measures approved have remained consistent—except for immediate declines following the passage of the house rule. From the 98th through the 103rd Congress (1983-95), of the public laws passed, about one-third of them were commemoratives. The most common of laws were requests for the President to issue a special proclamation designating a day, week, month, or year to be commemorated. This information provides context when examining the impact of House Rule XII, clause 5. Considering the passage of House Rule XII, clause 5 during the 103rd Congress and its ban on date-specific commemorations in the House, it is concluded that:

1. The ban on date-specific commemorations in the House contributed to the inability to approve bicameral legislation (i.e. measures, joint resolutions, and concurrent resolutions). As a result, the House and Senate resorted to approving simple resolutions in order to have measures approved.
2. House Rule XII, clause 5 has had a direct impact on the amount of joint resolution-based special proclamations by the U.S. President. Due to the ban on date-specific commemorations in the House and the inability to approve joint resolutions and bills, the implementation of special proclamations by the President is severely limited.

The Capstone Team concludes that although House Rule XII, clause 5 has the ability to prevent the introduction of date-specific measures, the data does not show that it has had its desired implications (i.e. deterrence of introduction and approval). As shown in **Figure 18 and 19**, the amount of introduced and approved commemorations has remained consistent, with a minor decline following the passage of the house rule. Further, although the approval of date-specific measures decreased to almost none in the 112th to 115th Congress, the Team cannot definitively conclude that the house rule is the primary causal factor. Nevertheless, in addition to other variables (e.g. majority Party in the chamber), House Rule XII, clause 5 can be highlighted as one of several factors impacting the type and number of measures introduced and approved in Congress, more specifically, the House of Representatives.

### *Research Question 3*

*How do Congress Members use commemorative legislation to engage with their constituency and other Congressional Members?*

The literature and data suggest Congress uses commemoratives as a communication or dialectical tool used to communicate ideas to congressional members, their constituencies and the nation. Commemoratives are used by Members of Congress and their colleagues to develop a shared history and communicate public values. As trustees, Members assume the role of acting in the nation's best interest.<sup>57</sup> It is in this role that Congress members interact with each other, though debate and logrolling, to gain consensus on what the national perception is, or should be, on a specific topic. As delegates, members legislate in the interests of their voters; they follow the expressed preferences of their constituents, mostly through lobbying.<sup>58</sup> The result is expressed through the naming of buildings, postage stamps, commemorative coins, congressional gold medals, monuments and memorials, and holidays.

Using commemorations, Members of Congress establish a shared history by shaping the perception of events, places, and historical figures. They use these perceptions to support and highlight specific values and virtues. As a result, congressional members, purposefully or inadvertently, influence the collective memory and national identity of the United States citizens. Collective memory “refers to the social distribution of beliefs, feelings, and moral judgments about the past;” it is defined by how and what humans remember as time passes.<sup>59</sup> It is through commemorative legislation that collective memory is enforced.

Commemoration separates the important from the unimportant and provides meaning to certain people, occurrences, or places. As congress members socially abstract the past through commemorations, they in turn, perpetuate narratives of egalitarianism, patriotism, and moral goodness among other things. As a result, commemoratives serve as an avenue for congressional members to define the nation’s desired qualities and values. In the data collected, commemoratives promote motifs of causes (e.g breast cancer), patriotism, hope, sacrifice, and freedom. Rather than simply restating history, commemorations function more like a civics lesson, providing a display of the model citizen.<sup>60</sup> For example, consider the dichotomy of commemoratives surrounding the Civil Rights movement. Rather than emphasizing conflict and violence, many of the displays emphasize the values of hope and resilience. These values may represent the way those in power prefer to remember a period of tainted morality, rather than accurately representing the experience of those affected.<sup>61</sup> The elected officials who introduce, vote on, and pass commemorative legislation determine the portrayal of people and groups within their legislation. Elected officials are most likely to represent the wealthiest, whitest, constituents in their degree of responsiveness through policymaking (Gilens, 2009).<sup>62</sup> In

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<sup>57</sup> Suzanne Dovi, “Political Representation”, (2018).

<sup>58</sup> Dovi, “Political Representation”.

<sup>59</sup> Barry Schwartz, "Collective Memory and Abortive Commemoration: Presidents' Day and the American Holiday Calendar," *Social Research: An International Quarterly* 75, (2008), pp. 75-110.

<sup>60</sup> Barbara Biesecker, “Remembering World War II: The Rhetoric and Politics of National Commemoration at the Turn of the 21st Century.” *Quarterly Journal of Speech* (2002), pp. 393-409.

<sup>61</sup> Nicole Maurantonio, “The Politics of Memory.” pp. 1-18

<sup>62</sup> Martin Gilens, “Preference Gaps and Inequality in Representation.” *PS: Political Science & Politics*, pp. 335-341

selecting which groups to commemorate, Congress favors the importance of some groups over others.

There are a variety of perspectives, biases, and other divisive factors that come into conflict when considering the commemoration of certain people, places, and ideas. Commemoratives are a tool used to control or shape the collective memory of society. They assist in the collective memory of historical figures and occurrences. Subsequently, Members of Congress participate in the selective forgetting and collective memory of negative and positive attributes and occurrences. Commemorations are used as a dialectical tool for developing a shared national narrative and the communication of ideas and values. Members of Congress, from this perspective, create a shared history that all Americans can subjectively accept.

## **Limitations**

This project has the following limitations:

- I. The study focused on collecting commemorative data from the 115th - 93rd Congress. This report excludes data from the 92nd to the first Congress, therefore, the dataset does not provide a comprehensive set on all commemoratives from the beginning of Congress.
- II. The CRS provided specific search terms during the extraction of data from Congress.gov. These search terms may not have captured all commemorative legislation.
- III. Congress.gov started including bill text in the 101<sup>st</sup> Congress (1989-1990), causing potential issues when deciphering if a specific piece of legislation is commemorative in nature.
- IV. After the 110th Congress, Congress.gov changed the Legislative Subject Terms from “commemorative events and holidays” to “commemorations.” This change in terminology, a quarter of the way through the congresses, possibly could cause bills to not be included and inconsistencies may appear in the dataset.

## **Recommendations for Future Research**

After this report was complete, the team created the following recommendations for future work:

- I. Specifically, for the days and observances commemorative, analyzing the language and format of measures. Due to the passage of House Rule XII, clause 5, there has been a decrease in bicameral measures. Analyzing the language used in House-approved measures, could assist in creating a format for bicameral measures introduced in the Senate.
- II. Research should be done to determine if a Member commemorates individuals, events, anniversaries from their district versus national ideals.
- III. Further studies could be done to see if there is presidential impact or correlation on the introduction of commemorative measures.
- IV. Analyzing the impact of commemoration legislation on elections.

## Conclusion

Historically, commemoratives have been a prominent way for Congress to remember and honor individuals, historical events and fallen service members. These honors can be expressed through naming federal buildings, minting commemorative coins and congressional gold medals, building monuments and memorials, establishing observance days and federal holidays, and authorizing commemorative postage stamps. The process of selecting the method of observance is done by Congress, and each type of commemorative has its own process of selection and legislation. However, over the past 25 years, the use of commemorative legislation has changed. Prior to 1994, this type of legislation accounted for more than 30% of all laws signed by the president. Despite being a legislative priority for several years, Congress attempted to curb commemorative legislation. In 1995, the House of Representatives adopted House Rule XII, clause 5 which attempted to limit both the volume and amount of time spent by Congress on such activities.

In order to identify specifically how commemoratives have changed over time, and if Congress was successful in reducing commemorative measures, the Capstone Team created a commemorative legislation dataset. In addition, the Team completed an analytical report. The dataset indicated that over time, commemorative legislation has increased from the 93rd Congress to the 115th. Despite the implementation of rules, such as House Rule XII, clause 5, there was no wide-ranging effect. Specifically, our research found that commemorative legislation decreased by approximately 60% the year after House Rule XII, clause 5 was implemented. However, commemorative legislation increased the following year and continued to climb in years following. Additionally, data shows that Democrats introduced 11,270, Republicans 7,832, and Independents only 31 commemorative measures in the congresses studied, reflecting that the political party in control introduces more commemoratives. Further, the House introduced overwhelmingly more commemoratives than the Senate between the 93rd and 115th Congress. Because the Days and Observances category had such many date specific legislation, the passage of House Rule XII, clause 5 caused a major shift in these measures. The ban on date-specific commemorations in the House contributed to the inability to approve bicameral legislation. As a result, the House and Senate resorted to approving simple resolutions in order to have measures approved. The dataset shows that due to the ban on date-specific commemorations in the House and the inability to approve joint resolutions, the implementation of special proclamations by the President was severely limited.

Supported by the change in frequency, scholars have asserted that the changes in commemorative legislation has been due to shifts in legislative priorities. Prior to the 1990's, congressional members believed commemoratives took away from more pressing policy issues. This triggered the beginning of date specific bans, such as House Rule XII, clause 5. Although the literature acknowledges this change, the lack of a comprehensive dataset has led to limited support for this argument. Ultimately, the data collected, and empirical analysis conducted in this report indicates that commemoratives remain a way to highlight important events, honor people, and connect Americans to their origins. The data collected through this capstone project will allow the Congressional Research Service to continue analyzing trends among commemorative legislation in an effort to best inform members of Congress.

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## Appendices

### Appendix 1: Codebook for Data Collection and Statistical Sheets

Definitions	Description
<i>Measure</i>	Referring to legislative types: (1) bill; (2) joint resolution; (3) concurrent resolution; and/or (4) simple resolution.
<i>Congress</i>	When referring to a time-period rather than the legislative branch generally, a Congress is the national legislature in office (for approximately two years). It begins with the convening of a new Congress comprised of members elected in the most-recent election and ends with the adjournment sine die of the legislature (typically after a new election has occurred).
<i>Divided Government</i>	When control of the legislative branch is split between two different political parties; each party has a majority in one of the chambers each.
<i>Unified Government</i>	When one political party controls both houses of Congress.
<i>Commemorative Coin</i>	Coins authorized by to celebrate and honor American people, places, events, and institutions. These coins are legal tender, however, they are not minted for general circulation. They are produced by the United States Mint in limited quantity and are only available for a limited time.
<i>Days and Observances</i>	Time periods set aside to recognize various commemorations (days, weeks, months, anniversaries, deaths, births, cultural observance, religious observances, inter alia)
<i>Federal Holiday</i>	A day of remembrance or celebration created by Congress in order to commemorate an event, person, or idea. Federal holidays differ from state holidays due to paid time off given to federal workers.
<i>Congressional Gold Medal</i>	An award bestowed by the Congress; it is one of the highest civilian awards in United States. Honors individuals and groups that have "who have performed an achievement that has an impact on American history and culture that is likely to be recognized as a major achievement in the recipient's field long after the achievement" (CRS Report).
<i>Commemorative Postage Stamp</i>	A postage stamp or semi-postal intended to honor or commemorate a place, event, person, anniversary, or object.
<i>Monument</i>	Monument is a type of structure produced to commemorate a person or important event, or used for that purpose. A monument also has an architectural component.
<i>Memorial</i>	A “‘primarily commemorative’ work that need not be at sites historically associated with their subjects.” They are monuments on “federal land that contains historic landmarks, historic and prehistoric structures, or other objects of historic or scientific interest.” They also are nationally designated existing state, local, or private structures and landmarks (CRS Report)
<i>Editing Monument or Memorial</i>	A monument or memorial measure that either adds or subtracts to a current commemorative work.



<b>Postal Facility Naming</b>	A measure that renames a postal/mailing facility to honor a locally esteemed individual.
<b>Federal Building Naming</b>	A measure that renames a Federal Building to honor an esteemed individual.

<b>Data Sheet Codebook</b>				
<b>Column</b>	<b>Label</b>	<b>Description</b>	<b>Variables</b>	<b>Example</b>
<b>A</b>	Legislation Number	The number used to propose law for legislative measures. Depending on the chamber of origin, bills begin with a designation of either H.R. or S.		H.R. 2519
<b>B</b>	URL	The corresponding address of a webpage for each legislative measure on Congress.gov		<a href="https://www.congress.gov/bill/115th-congress/house-bill/2519">https://www.congress.gov/bill/115th-congress/house-bill/2519</a>
<b>C</b>	Title	The name of the legislative measure given by Congress on Congress.gov		The American Legion 100th Anniversary Commemorative Coin Act
<b>D</b>	Legislative Body	The specific chamber of the legislative branch (Senate or House) in which the measure was introduced.	Senate or House	House
<b>E</b>	Coded Legislative Body	The specific chamber of the legislative branch (Senate or House) in which the measure was introduced.	Senate= 1; House=2	2
<b>F</b>	Introducer	The specific name of the congressional member who introduced the legislative measure.		Walz, Timothy J
<b>G</b>	Party Introduced	Whether a measure was introduced by a Democrat, Republican or Independent	Democrat = D; Republican = R; Independent = I	D
<b>H</b>	Coded Political Party	Whether a measure was introduced by a member of the Democratic party, Republican Party, or Independent member.	D = 1; R = 2, I = 0	1
<b>I</b>	State Introduced	The state the introducing Member represents.	State Abbreviations	DC
<b>J</b>	Date of Introduction	The date that each measure was introduced.		5/18/17
<b>K</b>	Introduction Periods	Each congressional session is broken up into two semesters. The introduction period are one of four six-month time periods: 1. K = First Six Months of First Year; 2. L = Second Six Months of First Year; 3. M = First Six Months of Second Year; 4. N = Second Six Months of Second Year	Introduced during specific time period = 1	1
<b>L</b>				0
<b>M</b>			NOT Introduced during specific time period = 0	0
<b>N</b>				0
<b>O</b>	Number of Cosponsors	Amount of legislative members cosponsoring the measure.		285
<b>P</b>	Coded Senate Majority	If the measure was introduced in the Senate and had 51 or more cosponsors.	Introduced in Senate AND has 51+ cosponsors = 1;	0

			NOT Introduced in Senate or Less than 51 cosponsors = 0	
<b>Q</b>	Coded House Majority	If the measure was introduced in the House and had 219 or more cosponsors.	Introduced in House AND has 219+ cosponsors = 1; NOT Introduced in House or Less than 219 cosponsors = 0	1
<b>R</b>	Introduction Period x Senate	Measure was introduced in the Senate and one of the following introduction periods are one of four six-month time periods: 1. R = First Six Months of First Year; 2. S = Second Six Months of First Year; 3. T = First Six Months of Second Year; 4. U = Second Six Months of Second Year	Introduced during specific time period AND in the Senate = 1  NOT Introduced during specific time period OR NOT in the Senate = 0	1
<b>S</b>				0
<b>T</b>				0
<b>U</b>				0
<b>V</b>	Introduction Period x House	Measures introduced in the House and one of the following introduction periods are one of four six-month time periods: 1. V = First Six Months of First Year; 2. W = Second Six Months of First Year; 3. X = First Six Months of Second Year; 4. Y = Second Six Months of Second Year	Introduced during specific time period AND in the House = 1  NOT Introduced during specific time period OR NOT in the House = 0	0
<b>W</b>				0
<b>X</b>				0
<b>Y</b>				0
<b>Z</b>	Introduction Period x Democrat	Measures introduced by and one of the following introduction periods are one of four six-month time periods: 1. Z = First Six Months of First Year; 2. AA = Second Six Months of First Year; 3. AB = First Six Months of Second Year; 4. AC = Second Six Months of Second Year	Introduced during specific time period AND by a Democrat = 1  NOT Introduced during specific time period OR NOT by a Democrat = 0	0
<b>AA</b>				0
<b>AB</b>				0
<b>AC</b>				0
<b>AD</b>	Introduction Period x Republican	Measures introduced by Republicans and one of the following introduction periods are one of four six-month time periods: 1. AD = First Six Months of First Year; 2. AE = Second Six Months of First Year; 3. AF = First Six Months of Second Year; 4. AG = Second Six Months of Second Year	Introduced during specific time period AND by a Republican = 1  NOT Introduced during specific time period OR NOT by a Republican = 0	0
<b>AE</b>				0
<b>AF</b>				0
<b>AG</b>				0
<b>AH</b>	Latest Action Date	The date of the latest action on a legislative measure.		10/6/17
<b>AI</b>	Latest Action	The latest action taken on a legislative measure as reported on congress.gov.		Became Public Law No: 115-65.
<b>AJ</b>	Approved	Each type of measures has its own approval process, to be considered "Approved" the measure has to fulfill its legislative destiny: 1. <b>House and Senate bills (H.R. and S.)</b> need to be approved in both chambers, the House and Senate, and be signed into law by the President. 2. <b>House and Senate simple resolutions (H. Res and S. Res)</b> need to be approved by their respective chamber. 3. <b>Joint resolutions (H.J. Res and S.J. Res.)</b> need to be approved by both the House and Senate and, with the exception	Approved = 1  NOT Approved = 0	1

		<p>of Constitutional amendments, need to be signed by the President.</p> <p>4. <b>Concurrent resolutions (H.Con.Res. and S.Con.Res)</b> need to be approved by both the House and the Senate, but do not need to be signed by the president.</p>		
<b>AK</b>	Approved by Senate	Measure was introduced in the Senate and was considered “Approved.”	Introduced in the Senate and Approved = 1; Not introduced in the Senate or NOT Approved = 0	0
<b>AL</b>	Approved by House	Measure was introduced in the House and was considered “Approved.”	Introduced in the House and Approved = 1; NOT introduced in the House or NOT Approved = 0	1
<b>AM</b>	Approved by Democrats	Measure was introduced by a Democrat and was approved.	Introduced by a Democrat and Approved = 1; NOT introduced by a Democrat or NOT Approved = 0	1
<b>AN</b>	Approved by Republicans	Measure was introduced by a Republican and was approved.	Introduced by a Republican and Approved = 1; NOT introduced by a Republican or NOT Approved = 0	0
<b>AO</b>	Approved by Independents	Measure was introduced by an Independent and was approved.	Introduced by an Independent and Approved = 1; NOT introduced by an Independent or NOT Approved = 0	0

## Commemorative-Specific Codebook:

### Commemorative Coins:

Column	Label	Description	Variables	Example
AP	Values	<p>The Commemorative Coins are divided into 9 specific values that signify their purpose for being struck, each with its own definition:</p> <ol style="list-style-type: none"> <li><b>Cause</b> - to honor a specific subject Congress wants to bring awareness to;</li> <li><b>Person</b> - to honor a specific individual for a variety of achievements;</li> <li><b>Military</b> - to honor groups, events and characteristics within the military;</li> <li><b>Anniversary</b> - to remember and honor an anniversary of a certain event within history;</li> <li><b>Sports-Related</b> - any striking of a coin that celebrates sports related topics;</li> <li><b>Organizations</b> - to honor professional organizations</li> <li><b>Groups</b> - to honor a certain group within society;</li> <li><b>National Symbols</b> - honoring a certain symbol Congress deems as a nationally significant;</li> <li><b>Other</b> - represents any commemorative coin legislation that falls out of the previous categories.</li> </ol>	Cause = 0	National Breast Cancer Awareness Coin
			Person = 1	Martin Luther King, Jr. Coin
			Military = 2	United States Coast Guard Commemorative Coin Act of 2017
			Anniversary = 3	75th Anniversary of the End of World War II Commemorative Coin Act
			Sports-Related = 4	National Baseball Hall of Fame Commemorative Coin Act
			Organization = 5	Lions Clubs International Century of Service Commemorative Coin Act
			Groups = 6	Korean Immigration Commemorative Coin Act
			National Symbols = 7	A resolution designating June 20, 2011, as "American Eagle Day", and celebrating the recovery and restoration of the bald eagle, the national symbol of the United States
			Other = 8	San Francisco Old Mint Commemorative Coin Act

### Observances and Days:

Column	Label	Description	Variables	Example
<b>AP</b>	Approved by House Democrats	Measure was introduced by a Democrat, Measure was Introduced in the House, and Measure was Approved.	Measure was introduced by a Democrat, Introduced in the House AND Approved = 1;  Measure was NOT introduced by a Republican OR NOT Introduced in the House OR NOT Approved = 0	1
<b>AQ</b>	Approved by House Republicans	Measure was introduced by a Republican, Measure was Introduced in the House, and Measure was Approved.	Measure was introduced by a Republican, Introduced in the House & Approved = 1;  Measure was NOT introduced by a Democrat OR NOT Introduced in the House OR NOT Approved = 0	1
<b>AR</b>	Introduced as a Senate or House Resolution	Measure was introduced in the form of a simple resolutions (S. Res.), Senate or House	Measure is Introduced as S. Res = 1; Measure is NOT Introduced as S. Res = 0	1
<b>AS</b>	Introduced as a Joint or Concurrent Resolution	Measure was introduced in the form of a Joint or Concurrent Resolution (J/C Resolution)	Measure is Introduced as J/C Res. = 1; Measure is NOT Introduced as J/C Res. = 0	0
<b>AT</b>	Introduced as a Bill	Measure was introduced in the form of a Bill	Measure is Introduced as Resolution = 1; Measure is NOT Introduced as Resolution = 0	0
<b>AU</b>	Approved as a Senate or House Resolution	Measure was Approved and introduced as a simple resolution (S. Res.), Senate or House	Measure is Introduced as S. Res = 1; Measure is NOT Approved as S. Res = 0	1
<b>AV</b>	Approved as a Joint or Concurrent Resolution	Measure was Approved and introduced in the form of a Joint or Concurrent Resolutions (J/C Res.)	Measure is Approved as J/C Res. = 1; Measure is NOT Approved as a J/C Res. = 0	0
<b>AW</b>	Approved as a Bill	Measure was Approved and introduced in the form of a Bill	Measure is Approved as a Bill = 1; Measure is NOT Approved as a Bill = 0	0

<b>AX</b>	Introduced as Senate SRes	Measure was Introduced in the Senate as a S. Res	Measure was Introduced in the Senate AND as a S. Res. = 1;  Measure was NOT Introduced in the Senate OR NOT as a S. Res. = 0	1
<b>AY</b>	Introduced as House SRes	Measure was Introduced in the House as a S. Res	Measure was Introduced in the House AND as a S. Res. = 1;  Measure was NOT Introduced in the House OR NOT as a S. Res. = 0	0
<b>AZ</b>	Introduced as Sen JCon Res	Measure was Introduced in the Senate as a Joint or Concurrent Resolution.	Measure was Introduced in the Senate AND as a J/C Res. = 1;  Measure was NOT Introduced in the Senate OR NOT as a J/C Res. = 0	0
<b>BA</b>	Introduced as House JCon Res	Measure was Introduced in the House as a Joint or Concurrent Resolution.	Measure was Introduced in the House AND as a J/C Res. = 1;  Measure was NOT Introduced in the House OR NOT as a J/C Res. = 0	0
<b>BB</b>	Introduced as Sen Bills	Measure was Introduced in the Senate as a Bill	Measure was Introduced in the Senate AND as a Bill = 1;  Measure was NOT Introduced in the Senate OR NOT as a Bill = 0	0
<b>BC</b>	Introduced as House Bills	Measure was Introduced in the in the House and as a Bill.	Measure was Introduced in the House AND as a Bill = 1;  Measure was NOT Introduced in the House OR NOT as a Bill = 0	0
<b>BD</b>	Approved as Senate SRes	Measure was Approved in the Senate as a S. Res	Measure was Approved in the Senate AND as a S. Res. = 1;  Measure was NOT Approved in the Senate OR NOT as a S. Res. = 0	1

<b>BE</b>	Approved as House SRes	Measure was Approved in the House as a S. Res	Measure was Approved in the House AND as a S. Res. = 1;  Measure was NOT Approved in the House OR NOT as a S. Res. = 0	0
<b>BF</b>	Approved as Sen JCon Res	Measure was Approved in the Senate as a Joint or Concurrent Resolution.	Measure was Approved in the Senate AND as a J/C Res.= 1;  Measure was NOT Approved in the Senate OR NOT as a J/C Res.= 0	0
<b>BG</b>	Approved as House JCon Res	Measure was Approved in the House as a Joint or Concurrent Resolution.	Measure was Approved in the House AND as a J/C Res.= 1;  Measure was NOT Approved in the House OR NOT as a J/C Res.= 0	0
<b>BH</b>	Approved as Sen Bills	Measure was Approved in the Senate as a Bill	Measure was Approved in the Senate AND as a Bill = 1;  Measure was NOT Approved in the Senate OR NOT as a Bill = 0	0
<b>BI</b>	Approved as House Bills	Measure was Approved in the in the House and as a Bill.	Measure was Approved in the House AND as a Bill = 1;  Measure was NOT Approved in the House OR NOT as a Bill = 0	0

### Congressional Gold Medals:

Column	Label	Description	Variables	Example
AP	Military or Non-Military	<p>Congressional Gold Medals (CGM) were divided into two themes:</p> <ol style="list-style-type: none"> <li>1. Military - refers to any CGM that honors anything related to Armed Forces (i.e. person, place, military branch, events, groups or anniversaries).</li> <li>2. Non-military - refers to CGMs honoring subjects not connected to the Armed Forces (i.e. science, individuals, etc.)</li> </ol>	<p>Military- Related = 1</p> <p>NOT Military-Related = 0</p>	1

### Monuments and Memorials:

Column	Label	Description	Variables	Example
AP	Modifiers	Describes whether a measure modified a memorial by adding or taking away something from an existing monument or memorial.	"Edits Monument" or "Removal of a statue"	Edits Monument
AQ	Edits Memorial	Describes whether the measure “edited” a monument or not.	<p>Edits a monument of memorial = 1</p> <p>Does NOT edit a monument or memorial = 0</p>	1
AR	D.C.	Describes whether a monument or memorial (M/M) was located in D.C. or not.	<p>M/M NOT in D.C. = 0;</p> <p>M/M is in D.C. = 1;</p> <p>Inside and Outside of D.C. = 2;</p> <p>Does NOT Specify = 3;</p>	3



Commemorative Postage Stamp:				
Column	Label	Description	Variables	Example
AQ	Values	<p>The Postage Stamps are divided into 9 specific values that signify their purpose, each with its own definition:</p> <ol style="list-style-type: none"> <li>1. <b>Cause</b> - to honor a specific subject Congress wants to bring awareness to;</li> <li>2. <b>Person</b> - to honor a specific individual for a variety of achievements;</li> <li>3. <b>Military</b> - to honor groups, events and characteristics within the military;</li> <li>4. <b>Anniversary</b> - to remember and honor an anniversary of a certain event within history;</li> <li>5. <b>Sports-Related</b> - any striking of a coin that celebrates sports related topics;</li> <li>6. <b>Organizations</b> - to honor professional organizations</li> <li>7. <b>Groups</b> - to honor a certain group within society;</li> <li>8. <b>National Symbols</b> - honoring a certain symbol Congress deems as a nationally significant;</li> <li>9. <b>Other</b> - represents any commemorative coin legislation that falls out of the previous categories.</li> </ol>	Cause = 0	Wildlife Refuge System Conservation Semipostal Stamp Act of 2011
			Person = 1	To provide for the issuance of a commemorative postage stamp in honor of George Henry White.
			Military = 2	Expressing the sense of Congress that a commemorative postage stamp should be issued in honor of the Buffalo Soldiers.
			Anniversary = 3	Expressing the sense of the House of Representatives that the United States Postal Service should issue a commemorative stamp commemorating the 100th Anniversary of the purchase of the territories known as the Virgin Islands of the United States.
			Sports-Related = 4	N/A
			Organization = 5	Expressing the sense of the House of Representatives that the United States Postal Service should issue a postage stamp commemorating the Fisk Jubilee Singers.
			Groups = 6	Expressing the sense of Congress that the United States Postal Service should issue a commemorative stamp honoring the Nation's coal miners.
			National Symbols = 7	Peace Stamp for the Peace Corps Act
			Other = 8	Expressing the sense of the Congress that a postage stamp should be issued in honor of the United States Masters Swimming program.

Naming Buildings:				
Column	Label	Description	Variables	Example
AP	Type	Refers to the naming of a different types of Federal buildings.	Other, Building is NOT specified federal building types; Post office OR Mail Facility = 1; Courthouse = 2; Veteran Facility = 3; Federal Building = 4	2