

Calendar No. 378

119TH CONGRESS }
2d Session }

SENATE

{ REPORT
119-118 }

BABY CHANGING ON BOARD ACT

R E P O R T

OF THE

COMMITTEE ON COMMERCE, SCIENCE, AND
TRANSPORTATION

ON

S. 71



APRIL 22, 2026.—Ordered to be printed

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SENATE COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

ONE HUNDRED NINETEENTH CONGRESS

SECOND SESSION

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Mr. CRUZ, from the Committee on Commerce, Science, and
Transportation, submitted the following

R E P O R T

[To accompany S. 71]

[Including cost estimate of the Congressional Budget Office]

The Committee on Commerce, Science, and Transportation, to which was referred the bill (S. 71) to require Amtrak to install baby changing tables in bathrooms on passenger rail cars, having considered the same, reports favorably thereon with an amendment in the nature of a substitute and recommends that the bill, as amended, do pass.

PURPOSE OF THE BILL

The purpose of S. 71 is to require the National Railroad Passenger Corporation (Amtrak) and intercity passenger rail providers that have benefited from Federal financial assistance to have baby changing tables installed in at least one accessible public restroom on each applicable rail car newly built and solicited for purchase after enactment.

BACKGROUND AND NEEDS

Many trips on Amtrak’s most traveled route, the Northeast Regional (primarily connecting Boston, New York, and Washington, DC), can last between 3.5 and 8 hours.¹ Amtrak’s long-distance routes, such as the California Zephyr connecting Los Angeles to Chicago, can take upwards of 50 hours to travel.² Parents traveling

¹“Northeast Regional Stops & Things to Know,” U.S. Train Travel Guide, <https://amtrakguide.com/routes/northeast-regional/>.

²“California Zephyr,” Amtrak, <https://www.amtrak.com/california-zephyr-train>.

by rail with infants should change a child's diaper at least every 2 to 4 hours.³

As introduced, this bill would require that all trains owned and operated by Amtrak have a baby changing table in at least one restroom on cars with a restroom. The requirement would apply to passenger train equipment procured by Amtrak after the date of enactment.

During the markup of S. 71, the Committee expanded the scope of the bill to include any intercity passenger rail provider that has benefited from Federal financial assistance. Currently, the Committee is aware of two other intercity passenger rail providers that would meet the criteria of the legislation: the Alaska Railroad and Brightline.

This bill would effectively codify existing Amtrak and Brightline policies, as all of the new equipment Amtrak is procuring meets the requirements of the bill (and at present most Amtrak and Brightline cars are already equipped with changing tables).⁴ The bill would not authorize funding to carry out this requirement. Thus, intercity passenger rail providers must utilize current funding streams to install baby changing tables on new passenger rail equipment solicited after enactment.

SUMMARY OF PROVISIONS

S. 71 would do the following:

- Require intercity passenger rail cars owned and operated by Amtrak or an intercity passenger rail provider that has benefited from Federal financial assistance to have a baby changing table in at least one restroom in each passenger rail car.
- Define passenger rail car for which the requirements of the bill apply as those that are newly built, solicited for purchase after the date of enactment, and have at least one restroom that is not in a private accommodation.
- Exclude from the requirements of the bill private rail cars (defined as rolling stock that is only for excursions, recreation, or private transportation) and historical or antiquated passenger rail cars.
- Require changing tables to be in all ADA-compliant public restrooms.

LEGISLATIVE HISTORY

S. 71 was introduced on January 13, 2025, by Senator Welch (for himself and Senator Blackburn) and was referred to the Committee on Commerce, Science, and Transportation of the Senate. On February 12, 2026, the Committee met in an open Executive Session and, by voice vote, ordered S. 71 reported favorably with an amendment (in the nature of a substitute).

H.R. 248, the Baby Changing on Board Act, was introduced on January 9, 2025, by Representative Underwood (for herself and Representative Van Drew) and was referred to the Committee on

³Mayo Clinic, "Mayo Clinic Expert Suggests Proper Techniques for Newborn Bathing and Skin Care Basics," January 22, 2013, <https://newsnetwork.mayoclinic.org/discussion/mayo-clinic-expert-suggests-proper-techniques-for-newborn-bathing-and-skin-care-basics/>.

⁴"Seven Tips for Traveling with Kids on Amtrak," Amtrak, <https://www.amtrak.com/train-travel-with-kids-tips>; The Palm Beach Moms, "Brightline Orlando to Miami," <https://thebpmoms.com/>.

Transportation and Infrastructure of the House of Representatives. On April 2, 2025, that Committee met in an open Executive Session and, by voice vote, ordered H.R. 248 to be reported favorably without amendment. Representatives Fitzpatrick, Malliotakis, Hayes, Jackson (IL), Lawler, and Scanlon were later added as cosponsors. On June 9, 2025, H.R. 248 passed the House under suspension of the rules by voice vote.

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S. 4315, the Baby Changing on Board Act, was introduced on May 9, 2024, by Senator Welch (for himself and Senator Blackburn) and was referred to the Committee on Commerce, Science, and Transportation of the Senate.

H.R. 8995, the Baby Changing on Board Act, was introduced on July 11, 2024, by Representative Underwood (for herself and Representatives Adams, Fitzpatrick, Trone, Grijalva, Davis (NC), Brown, Tokuda, and Van Drew) and was referred to the Committee on Transportation and Infrastructure of the House of Representatives. Nine Representatives were later added as cosponsors. On September 18, 2024, that Committee met in open Executive Session and, by unanimous consent, ordered H.R. 8995 reported favorably without amendment.

ESTIMATED COSTS

In accordance with paragraph 11(a) of rule XXVI of the Standing Rules of the Senate and section 403 of the Congressional Budget Act of 1974, the Committee provides the following cost estimate, prepared by the Congressional Budget Office:

S. 71, Baby Changing on Board Act			
As ordered reported by the Senate Committee on Commerce, Science, and Transportation on February 12, 2026			
By Fiscal Year, Millions of Dollars	2026	2026-2031	2026-2036
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	0	0	0
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2037?	No	Statutory pay-as-you-go procedures apply? No	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2037?	No	Mandate Effects	
		Contains intergovernmental mandate?	No
		Contains private-sector mandate?	Yes, Under Threshold

S. 71 would require Amtrak and any intercity passenger rail service that receives financial assistance from the federal government, to install baby changing tables in at least one public restroom per rail car on all passenger trains purchased after enactment, including restrooms that are subject to the requirements of the Americans with Disabilities Act of 1990 (ADA). The bill also would require such restrooms to include appropriate signage indicating the presence of a baby changing table. Because Amtrak and

intercity passenger rail services are considered to be nonfederal entities, CBO estimates that enacting the bill would have no effect on the federal budget.

Amtrak's new passenger trains are being designed to include baby changing stations in all onboard bathrooms, including those that are ADA-compliant. By requiring Amtrak to comply with additional signage requirements on all new passenger trains they own, S. 71 would impose a private-sector mandate as defined in the Unfunded Mandates Reform Act (UMRA). CBO estimates that the cost would not exceed the threshold established in UMRA for private-sector mandates (\$214 million in 2026, adjusted annually for inflation).

The legislation would not impose an intergovernmental mandate as defined in UMRA on the operators of intercity passenger rail services because the bill's requirements would be a condition of federal assistance.

On June 4, 2025, CBO transmitted a cost estimate for H.R. 248, the Baby Changing on Board Act, as ordered reported by the House Committee on Transportation and Infrastructure on April 2, 2025. The two bills are similar, and CBO's estimates of their budgetary effects are the same.

The CBO staff contacts for this estimate are Aurora Swanson (for federal costs) and Brandon Lever (for mandates). The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

REGULATORY IMPACT STATEMENT

In accordance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee provides the following evaluation of the regulatory impact of the legislation, as reported:

NUMBER OF PERSONS COVERED

S. 71, as reported, would not subject individuals to new regulations. The bill would apply to Amtrak and other covered intercity passenger rail providers by requiring the installation of baby changing tables in at least one accessible public restroom on each applicable passenger rail car solicited for purchase after the date of enactment.

ECONOMIC IMPACT

S. 71, as reported, would not have a significant negative impact on the Nation's economy. The bill would codify existing Amtrak and Brightline practices for newly procured passenger rail cars and would not require retrofitting of existing rail cars. Any costs associated with compliance would be limited and absorbed within existing procurement and capital planning processes of the covered intercity rail providers. The Committee does not expect the bill to result in a significant increase in operating costs or fares for passengers.

PRIVACY

S. 71, as reported, would not have any adverse impact on the personal privacy of individuals.

PAPERWORK

S. 71, as reported, would not impose any significant new paperwork or recordkeeping requirements on individuals or covered entities.

CONGRESSIONALLY DIRECTED SPENDING

In compliance with paragraph 4(b) of rule XLIV of the Standing Rules of the Senate, the Committee provides that no provisions contained in the bill, as reported, meet the definition of congressionally directed spending items under the rule.

SECTION-BY-SECTION ANALYSIS

Section 1. Short title

This section would provide that the bill may be cited as the “Baby Changing on Board Act”.

Section 2. Installation of baby changing tables on Amtrak trains

This section would define four relevant terms: “ADA-compliant public restroom”, “baby changing table”, “covered passenger rail car”, and “private rail car”. The term “ADA-compliant public restroom” is defined as one that complies with the Americans with Disabilities Act (ADA) and is not in a private accommodation. The term “baby changing table” is one that must be able to support a child with a body weight of up to 30 pounds in a horizontal position. The term “covered passenger rail car” means a rail car that is: (1) owned and operated by Amtrak or an intercity passenger rail provider that has received, or been the primary beneficiary of, Federal financial assistance; (2) is newly built and solicited for purchase after the date of enactment of the bill; and (3) has at least one restroom in it that is not in a private accommodation, but does not include a private rail car or a historical or anticipated passenger rail car. The definition of the term “private rail car” includes rail rolling equipment that is used for excursions, recreational, or private transportation purposes.

This section would require that all covered passenger rail cars have a baby changing table in at least one restroom, and when an ADA-compliant public restroom is on that rail car, such restroom shall have a baby changing table.

Finally, this section would require that each restroom with an installed baby changing table be marked by signage clearly indicating the presence of such a table.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new material is printed in italic, existing law in which no change is proposed is shown in roman):

UNITED STATES CODE

* * * * *

TITLE 49—TRANSPORTATION

* * * * *

Subtitle V—Rail Programs

* * * * *

PART C—PASSENGER TRANSPORTATION

* * * * *

CHAPTER 243—AMTRAK

* * * * *

§ 24313. Rail safety system program

In consultation with rail labor organizations, Amtrak shall maintain a rail safety system program for employees working on property owned by Amtrak. The program shall be a model for other rail carriers to use in developing safety programs. The program shall include—

- (1) periodic analyses of accident information, including primary and secondary causes;
- (2) periodic evaluations of the activities of the program, particularly specific steps taken in response to an accident;
- (3) periodic reports on amounts spent for occupational health and safety activities of the program;
- (4) periodic reports on reduced costs and personal injuries because of accident prevention activities of the program;
- (5) periodic reports on direct accident costs, including claims related to accidents; and
- (6) reports and evaluations of other information Amtrak considers appropriate.

§ 24314. Baby changing tables

(a) *DEFINITIONS.—In this section:*

(1) *ADA-COMPLIANT PUBLIC RESTROOM.*—The term “ADA-compliant public restroom” means a restroom that is not in a private accommodation and complies with the requirements set forth in section 242(a) of the Americans with Disabilities Act of 1990 (42 U.S.C. 12162(a)).

(2) *BABY CHANGING TABLE.*—The term “baby changing table” means an elevated structure generally designed to support and retain a child with a body weight of up to 30 pounds in a horizontal position for the purpose of allowing an individual to change the child’s diaper, including pull-out or drop-down changing surfaces.

(3) *COVERED PASSENGER RAIL CAR.*—The term “covered passenger rail car”—

- (A) means a passenger rail car that—
- (i) is owned and operated by—
 - (I) the National Railroad Passenger Corporation (commonly known as “Amtrak”); or
 - (II) another intercity passenger rail service provider that—
 - (aa) is the recipient or subrecipient of Federal financial assistance; or
 - (bb) is a primary beneficiary of Federal financial assistance from a project for which another entity has received Federal financial assistance;
 - (ii) is newly built and was solicited for purchase after the date of the enactment of the Baby Changing on Board Act; and
 - (iii) has at least one restroom that is not in a private accommodation; and
- (B) does not include—
- (i) a private rail car; or
 - (ii) a historical or antiquated rail passenger car (as defined in section 304(c)(2) of the Americans with Disabilities Act of 1990 (42 U.S.C. 12184(c)(2))).

(4) PRIVATE RAIL CAR.—The term “private rail car” means rail rolling equipment that is used only for excursion, recreational, or private transportation purposes.

(b) BABY CHANGING TABLES.—

(1) IN GENERAL.—All covered passenger rail cars shall have a baby changing table in at least one restroom, and when an ADA-compliant public restroom is present in the covered passenger car, such restroom shall have a baby changing table.

(2) SIGNAGE.—Each restroom described in paragraph (1) shall clearly indicate with signage the presence of a baby changing table and such baby changing tables shall be clearly identified with signage.

* * * * *