



United States Department of the Interior



National Park Service
Flight 93 National Memorial
109 West Main Street, Suite 104
Somerset, PA 15501

In reply refer to:

L4147

MAR 01 2006

Memorandum

To: Director, National Park Service

Through: Regional Director, Northeast Region, National Park Service

From: Superintendent, Flight 93 National Memorial

Subject: Evaluation of Flight 93 National Memorial Boundary

Mary H. Donner
Josanne M. Ranley

Public Law 107-226, the Flight 93 Memorial Act, was signed by the President on September 24, 2002 and mandated that the Flight 93 Advisory Commission was to have recommendations on:

- the design of a permanent memorial to the Secretary of the Interior (the Secretary) and to Congress by September 25, 2005 (completed);
- the management plan for the national memorial to the Secretary (in process); and
- the boundaries of the national memorial to the Secretary (completed).

In the FY 2006 Conference Report Interior and Related Agencies (House Report 109-188, page 87), the National Park Service was strongly encouraged to reduce dramatically the amount of land required for this project.

"Funds provided for the Flight 93 National Memorial may not be used for land acquisition. The Service is strongly encouraged to reduce dramatically the amount of land required for this project."

After thoughtful evaluation, consideration, and consultation with partners, we are recommending that the boundary not be reduced in size.

On July 30, 2004, the Flight 93 Advisory Commission formally adopted Resolution 04-01, which recommended that approximately 2,262 acres be included in the boundary for the national memorial. Of that, approximately 1,355 acres are to be purchased in fee-simple acquisition, and 907 acres in scenic easements. The Secretary of the Interior approved the boundary recommendation on January 13, 2005, and it was published in the Federal Register on March 21, 2005.

The development of the boundary for the national memorial was a slow, deliberate and inclusive process, and ensured that the Flight 93 Advisory Commission and the NPS consulted closely with the Families of Flight 93, the Flight 93 Memorial Task Force, the other project partners, and many others. Many local meetings and workshops were held with and for the community, as well as individual one-on-one meetings with every potentially affected landowner. The Advisory Commission and technical advisors made numerous field trips to the site and ground-truthed every inch of the boundary, studying computer generated view shed models from many vantage points on the ground to specifically ascertain which lands and views were critical.

In re-evaluating the original boundary development process and analysis, staff at the Memorial and the Northeast Region, in consultation with the Advisory Commission and other project partners, reached the same conclusions as we did in 2004/2005. Attached for your information is 1) a matrix which identifies other alternatives considered and rejected, as well as an analysis of their advantages and disadvantages, and 2) Resolution 06-01 from the February 18, 2006 Advisory Commission meeting re-affirming the approved boundary of the national memorial.

The following briefly summarizes how the 2,262 acres within the memorial will be used.

Out of the 2,262 acres, there are 1,355 acres identified for fee-simple acquisition for direct resource protection and accommodation of visitors:

- There are a total of 12 landowners in this area.
- About 320 acres constitutes the “sacred ground - the crash site, the extent of human remains and the extent of the debris field,” inside the fenced area, plus the uneconomic remnants outside the fence. Over 92% of human remains were vaporized and still reside in the trees, the ground, and the grass. Plane parts, as well as human remains, can still fall from trees or be pushed up from frost heave. This area will not be accessible to the public; it is a cemetery.
- An additional 483 acres is within a “bowl-shaped” topographic feature, which is immediately adjacent to the crash site, and which includes the temporary memorial area. This is the “view shed,” the “cultural landscape,” which provides the “sacred setting” of the crash of Flight 93. It is the battlefield upon which the first war on terrorism was fought, and likely the place where the permanent memorial will be built and where visitors will be brought, since the general public will not have access to the sacred ground described above.
- An additional 550 acres are owned solely by one landowner, PBS Coals. Their land stretches northward from the crash site/temporary memorial to Route 30, a major east-west thoroughfare and is also the Lincoln Highway Heritage Corridor.
 - All of the surrounding small communities – Shanksville, Lambertsville, Buckstown, Reel’s Corner, Indian Lake – have requested through public involvement and public meetings that the NPS bring visitors to the crash site in a way that DOES NOT continue to impact their small communities. There has been an average of 120,000 to 150,000 visitors a year to the temporary memorial, including several hundred tour buses, and tens of thousands of motorcycles traveling on the small, rural roads through these tiny communities. The communities have specifically requested that access to the memorial be off of Route 30 to the north, thereby avoiding these small communities altogether.

- An easement along the road versus purchasing the entire PBS property was not considered desirable from a resource protection perspective. There is no zoning, nor likely to be any zoning in the township. A two-mile approach road within the boundary, along which we only have easement rights, will, more than likely, be subject to the haphazard and inappropriate development as there is elsewhere throughout the township.
- The landowner will not sell us an easement only, or a portion of the property.

Out of the 2,262 acres, there are 907 acres identified for scenic easements:

- There are a total of 24 landowners within the area designated for scenic easements.
- This is land, on which we will not put facilities or visitors, but which has critical immediately adjacent views. Easements on these lands will preserve their rural character prevent adverse development. This will protect not only the NPS' interest but the landowner's interest as well. Most adjacent landowners have stated that they do not want the character of the areas' landscape or their way of life to change. The events of September 11, 2001 have forever changed these communities. Protecting the areas immediately adjacent the Memorial from adverse development will help maintain the rural landscape.

Please feel free to contact me at the office at 814.443.4557 or on my cell at 724.322.5395 if you have any questions or concerns. Thank you for all of your support throughout this process.

Attachments

**Flight 93 National Memorial
Evaluation of Boundary Alternatives Considered**

Boundary Alternatives	Brief Description	Approximate Acreage, Type of Acquisition, & Number of Landowners	Advantages	Disadvantages
I. Sacred Ground (considered & rejected)	Protects the crash site, extent of human remains, & debris field inside fence; includes uneconomic parcel remnants outside of fence.	322 acres in fee 6 landowners	Protects sacred ground. Families can visit protected area. Minimum cost.	Cannot use any sacred ground area for visitation – it is a cemetery where 92% of human remains were vaporized. Does not provide any area for a memorial or commemorative feature, parking, facilities or visitor use for 135K visitors per year. Major impact on surrounding communities because access continues to be on small, rural country roads. Does not protect integrity of surrounding cultural landscape & viewsheds, and would make it difficult to maintain a respectful setting. Area has no zoning & incompatible opportunistic development likely.

<p>II. Sacred Ground + Surrounding Landscape (considered & rejected)</p>	<p>In addition to above, includes "the bowl" which is a geographic landform within which the sacred ground is situated. Can be considered "the sacred setting" of the sacred ground and provides protection from visual.</p>	<p>805 acres in fee 11 landowners</p>	<p>Protects sacred ground. Families can visit protected area. Minimal cost. Parking & visitor facilities can be developed on land immediately adjacent to sacred ground.</p>	<p>Development of parking & visitor facilities on land immediately adjacent to sacred ground will be a major intrusion onto the historic scene & cultural landscape. Major impact on surrounding communities because access to park continues to be on small, rural country roads. Upgrade of county/township road access is required, including possible demolition of several houses &/or area business. Area has no zoning & incompatible opportunistic development likely.</p>
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<p>III. Sacred Ground + Surrounding Landscape + Access (considered & rejected)</p>	<p>In addition to above, includes access to US Route 30, a major east/west thoroughfare.</p>	<p>1355 acres in fee 12 landowners</p>	<p>Provides protection to sacred ground and to adjacent historic scene/cultural landscape by allowing visitor facilities and parking to be built on land outside the "bowl." Access to the site is provided directly off of US 30; little to no impact to surrounding communities. No upgrading or rural roads therefore no possible demolition of some homes/businesses for access.</p>	<p>Appearance of large amount of land within the boundary, even though adding land for access is only 1 more landowner. Road access off of Route 30 to the site within the boundary will require additional capital improvement and maintenance. Surrounding area has no zoning & incompatible opportunistic development continues to be likely in areas immediately south of the crash site and on surrounding land/hillsides within view.</p>
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<p>IV. Sacred Ground + Surrounding Landscape + Access + scenic easements <i>Selected and Approved Alternative</i></p>	<p>In addition to above, includes lands for scenic easements to provide protection to critical resources</p>	<p>1355 acres in fee; 907 acres in easement; Total 2262 acres 36 landowners</p>	<p>Provides protection to sacred ground and to adjacent historic scene/cultural landscape by allowing visitor facilities and parking to be built on land outside the "bowl." Access to the site is provided directly off of US 30; little to no impact to surrounding communities. No upgrading or rural roads therefore no possible demolition of some homes/businesses for access. Through easements, protects critical and strategic land that is visible from the crash site, entrance and major site lines.</p>	<p>Appearance of large amount of land within the boundary. Road access off of Route 30 to the site within the boundary will require additional capital improvement and maintenance. Easements may be difficult to enforce.</p>
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<p>V. Sacred Ground + Surrounding Landscape + Access + scenic easements + lands protected thru partnerships (considered & rejected)</p>	<p>In addition to above, includes lands to be protected through partnership with other agencies and/or conservation groups</p>	<p>1355 acres in fee; 907 acres in easement; 1079 acres in partnership; Total 3,341 acres 45 landowners</p>	<p>Provides protection to sacred ground and to adjacent historic scene/cultural landscape by allowing visitor facilities and parking to be built on land outside the "bowl." Access to the site is provided directly off of US 30; little to no impact to surrounding communities. No upgrading or rural roads therefore no possible demolition of some homes/businesses for access. Through easements, protects critical & strategic land that is visible from the crash site, entrance and major site lines. Ensure maximum additional protection of viewsheds on surrounding hillsides in distances.</p>	<p>Appearance of large amount of land within the boundary. Road access off of Route 30 to the site within the boundary will require additional capital improvement and maintenance. Dealing with 45 landowners will be difficult. Must rely on local municipalities & conservation organizations to protect land for diminishing returns. Most costly.</p>
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**RESOLUTION OF THE FLIGHT 93 NATIONAL MEMORIAL
FEDERAL ADVISORY COMMISSION**

Resolution Number 06-01

Title: To Reconfirm, After Further Analyses, the Boundary Delineation Recommended by the Flight 93 National Memorial Federal Advisory Commission to the Secretary of the Interior on July 30, 2004, by Resolution 04-01.

Commissioner Jerry Spangler moves and Commissioner Kenny Nacke seconds the motion that:

WHEREAS, Pursuant to Public Law 107-226, the Flight 93 National Memorial Act, the Commission adopted Resolution number 04-01 on July 30, 2004 which recommended a boundary for the national memorial to the Secretary of the Interior; and

WHEREAS, the recommended boundary was the result of extensive professional and technological analyses and the involvement of numerous persons, organizations and governments, including residents and officials of the region surrounding the national memorial, the Flight 93 Task force, and the Families of Flight 93; and

WHEREAS, the Secretary of the Interior approved the boundary recommendation on January 13, 2005, and it was published in the Federal Register on March 21, 2005; and

WHEREAS, in appropriations language in the FY 2006 conference report for the Department of the Interior & Related Agencies, the committee stated that, "The Service is strongly encouraged to reduce dramatically the amount of land required for this project."; and

WHEREAS, the Commission has carefully reviewed the analysis prepared by the Flight 93 Memorial Task Force Resource Assessment Committee, evaluated the basis for the original boundary recommendation, and has examined alternatives that provide for less land to be included in the boundary; and

WHEREAS, the Commission has concluded based on that re-evaluation that the boundary recommended to the Secretary of the Interior on July 30, 2004 is the minimum necessary to protect the resources of the national memorial, provide access for visitors in a manner that is not intrusive upon local communities and residents, and to ensure that regional growth pressures now and in the future do not impact the national memorial and the visitor experience.

NOW, THEREFORE BE IT RESOLVED THAT:

1. The Flight 93 National Memorial Federal Advisory Commission reconfirms its boundary recommendation to the Secretary of the Interior for the Flight 93 National Memorial of July 30, 2004.
2. The Commission requests that the Superintendent of the Flight 93 National Memorial forward this Resolution to the Director of the National Park Service and any other appropriate parties with such attachments that may further explain the Commission's re-evaluation process of the boundary recommendation of July 30, 2004, along with the record of the Commission's vote on this matter.

Adopted at a Meeting of the Flight 93 National Memorial Federal Advisory Commission on February 18, 2006.

John G Reynolds

dlb for John Reynolds
Chairman

Joanne Hanley

Joanne Hanley
Superintendent and
Designated Federal
Official