

National Park Service
U.S. Department of the Interior

Flight 93 National Memorial
Somerset, PA

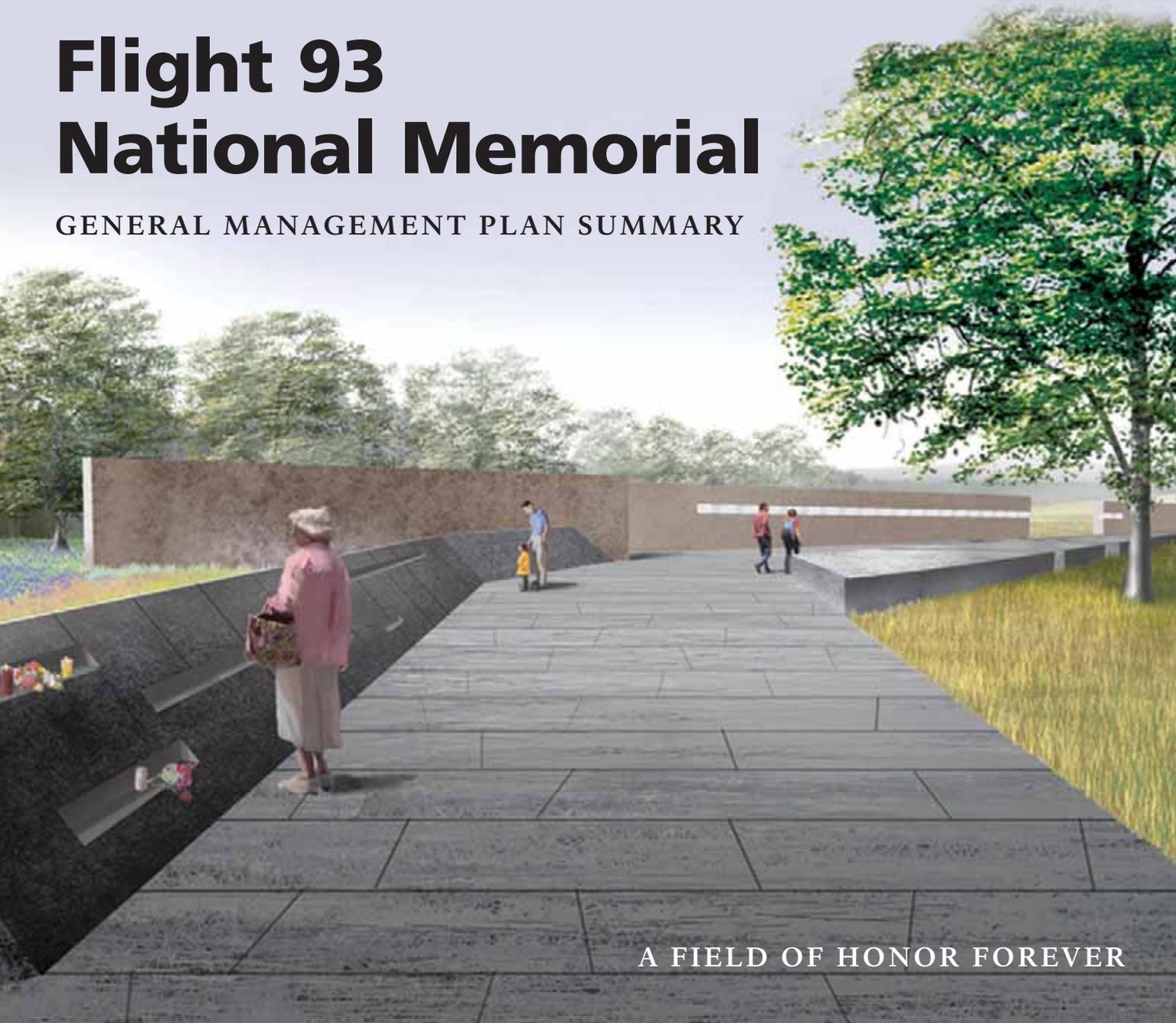


flight 93



Flight 93 National Memorial

GENERAL MANAGEMENT PLAN SUMMARY



A FIELD OF HONOR FOREVER

*This document is a summary of the approved Flight 93 National Memorial
Final General Management Plan/Environmental Impact Statement
(National Park Service, 2007)*

Cover illustration of visitor overlooking the Sacred Ground by Paul Murdoch Architects and Aleksander Novak-Zemplinski

Summary Report designed by Graphic Works, Inc.

*“A common field one day.
A field of honor forever.”*

Captain Stephen Ruda, Los Angeles City Fire Department

May all who visit this place remember the collective acts of courage and sacrifice of the passengers and crew, revere this hallowed ground as the final resting place of those heroes, and reflect on the power of individuals who choose to make a difference.

September 11, 2001

On Tuesday morning, September 11, 2001, the United States came under attack when four commercial airliners departing from airports on the East Coast were hijacked and used to strike targets on the ground. During the events that ensued, 2,973 people tragically lost their lives as a result of these planned, hostile attacks on this country. Within one hour, two airliners, American Airlines Flight 11, carrying 92 passengers and crew members, and United Airlines Flight 175, carrying 65 passengers and crew, departed Boston's Logan International Airport and were flown into the north and south towers of the World Trade Center in New York City, killing a total of 2,635 people. A third airliner, American Airlines Flight 77, departed Dulles International Airport near Washington, D.C., struck the Pentagon in Arlington, Virginia, killing 64 passengers and crew on board and 125 people in the building.

At 8:42 a.m., after a delayed departure, a fourth airliner, United Airlines Flight 93, a Boeing 757 carrying 33 passengers, seven crew members and four hijackers departed Newark International Airport in New Jersey en route to San Francisco, California. Approximately 45 minutes into the flight, the plane changed course near Cleveland, Ohio, and was redirected southeast toward Washington, D.C. After action was taken by the passengers and crew members to overtake the hijackers, Flight 93 crashed a few minutes after 10:00 a.m. into a reclaimed coal strip mine near the town of Shanksville in Somerset County, Pennsylvania. All persons on board were killed and an attack on the nation's capital was thwarted.¹

¹ In November 2002, Congress established the "National Commission on Terrorist Attacks Upon the United States," also known as the "9/11 Commission." In July 2004, the "*The 9/11 Commission Report*" was published. The report states, "We are sure that the nation owes a debt to the passengers of United Flight 93. Their actions saved the lives of countless others, and may have saved either the U.S. Capitol or the White House from destruction."

Passengers and Crew of United Airlines Flight 93

September 11, 2001

Flight 93 Crew Members

Captain Jason M. Dahl	Littleton, CO
First Officer LeRoy Homer	Marlton, NJ
Lorraine G. Bay, Flight Attendant	East Windsor, NJ
Sandra Bradshaw, Flight Attendant	Greensboro, NC
Wanda Anita Green, Flight Attendant	Oakland, CA/Linden, NJ
CeeCee Lyles, Flight Attendant	Fort Pierce, FL
Deborah Welsh, Flight Attendant	New York City, NY

Passengers

Christian Adams	Biebelsheim, Rheinland-Pfalz, Germany
Todd Beamer	Cranbury, NJ
Alan Anthony Beaven	Oakland, CA
Mark Bingham	San Francisco, CA
Deora Frances Bodley	San Diego, CA
Marion R. Britton	Brooklyn, NY
Thomas E. Burnett, Jr.	Bloomington, MN
William Joseph Cashman	West New York, NJ
Georgine Rose Corrigan	Honolulu, HI
Patricia Cushing	Bayonne, NJ
Joseph DeLuca	Succasunna, NJ
Patrick Joseph Driscoll	Manalapan, NJ
Edward P. Felt	Matawan, NJ
Jane Folger	Bayonne, NJ
Colleen Fraser	Elizabeth, NJ
Andrew Garcia	Portola Valley, CA
Jeremy Glick	Hewitt, NJ
Lauren Catuzzi Grandcolas	San Rafael, CA
Donald Freeman Greene	Greenwich, CT
Linda Gronlund	Greenwood Lake, NY
Kristin White Gould	New York City, NY
Richard Guadagno	Eureka, CA/Trenton, NJ
Toshiya Kuge	Osaka, Japan
Hilda Marcin	Mount Olive, NJ
Waleska Martinez	Jersey City, NJ
Nicole Carol Miller	San Jose, CA
Louis J. Nacke, II	New Hope, PA
Donald Peterson	Spring Lake, NJ
Jean Hoadley Peterson	Spring Lake, NJ
Mark Rothenberg	Scotch Plains, NJ
Christine Snyder	Kailua, HI
John Talignani	Staten Island, NY
Honor Elizabeth Wainio	Baltimore, MD

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Creating the Flight 93 National Memorial



Creating the Flight 93 National Memorial

The lives of all Americans were changed forever on September 11, 2001. While the nation mourned the loss of life on that day, the selfless act of the passengers and crew of Flight 93 evoked respect and appreciation from people around the world. In the days and weeks following the tragedy, the nation experienced a rekindled sense of unity, strength, and resolve. Actions of the terrorists, intended to divide and demoralize the nation, had the opposite effect, and the crash of Flight 93 became a symbol of courage. The site of the crash became a place of impromptu gathering where the public memorialized and commemorated these events while they struggled to comprehend their meaning.

Following an exhaustive field investigation and recovery effort during the autumn of 2001, the crash site was reclaimed, the crater was back-filled, and the area was planted with grasses and wildflowers. At the same time, county and regional leaders, members of the local community, the families of the passengers and crew of Flight 93, and representatives from the National Park Service began to realize the importance of the crash site as a place of honor and the need to preserve and protect it. Within six months of the tragic event, Federal legislation was introduced to create a national memorial. Congress acted quickly to approve legislation creating the Flight 93 National Memorial.

THE FLIGHT 93 NATIONAL MEMORIAL ACT

In the days and weeks following the crash of Flight 93, exhaustive investigations into the crash occurred. During the autumn of 2001, the crater caused by the crash was backfilled and the area was planted with grasses and wildflowers. A Temporary Memorial was created overlooking the crash site to accommodate the impromptu gathering of thousands of visitors wishing to memorialize and commemorate the actions of the passengers and crew of Flight 93.

At the same time, county and regional leaders, members of the local community, the families of the passengers and crew of Flight 93, and representatives from the National Park Service began to realize the importance of the crash site as a place of honor and the need to protect it and to accommodate the overwhelming public visitation to the site. Within six months of the tragic event, Federal legislation was introduced to create a new national memorial honoring the passengers and crew of Flight 93.

On September 24, 2002, Congress enacted the *Flight 93 National Memorial Act* (Public Law 107-226, 116 Stat. 1345). The Act authorized “a national memorial to commemorate the passengers and crew of Flight 93 who, on September 11, 2001, courageously gave their lives thereby thwarting a planned attack on our Nation’s Capital,...”. This legislation created the Flight 93 National Memorial and specifically designated the crash site of Flight 93, located in Stonycreek Township, Somerset County, Pennsylvania, as the site to honor the passengers and crew of Flight 93. The Secretary of the Interior is authorized by the Act to administer the memorial as a unit of the national park system.



Visitors to an early temporary memorial at the site (NPS, 2001)



Flight 93 Memorial Task Force Workshop (NPS, 2003)

The purposes of the *Flight 93 National Memorial Act* are to—

- establish a national memorial to honor the passengers and crew of United Airlines Flight 93 of September 11, 2001;
- establish the Flight 93 Advisory Commission to assist with consideration and formulation of plans for a permanent memorial to the passengers and crew of Flight 93, including its nature, design, and construction; and
- authorize the Secretary of the Interior to coordinate and facilitate the activities of the Flight 93 Advisory Commission, provide technical and financial assistance to the Flight 93 Task Force, and to administer a Flight 93 memorial.

A copy of the complete Act is at the end of this document.

A UNIQUE PARTNERSHIP

Four partner organizations are overseeing the planning, design and construction of a permanent memorial for Flight 93. The Partners are 1) the Flight 93 Advisory Commission, 2) the Families of Flight 93, 3) the Flight 93 Memorial Task Force, and 4) the National Park Service. Brief descriptions of the roles of these Partners are presented in the following discussion.

Secretary of the Interior Gale Norton swears in Flight 93 Advisory Commission on September 11, 2003. (DOI, 2003)



Flight 93 Advisory Commission

Pursuant to the *Flight 93 National Memorial Act*, the Flight 93 Advisory Commission was established and directed to prepare “a report containing recommendations for the planning, design, construction and long-term management of a permanent memorial at the crash site.” Specifically, the Advisory Commission is required to—

1. submit by September 24, 2005, a report to the Secretary of the Interior and Congress containing recommendations on the planning, design, construction and long-term management of a permanent memorial at the crash site;
2. advise the Secretary on the boundaries of the memorial site;
3. advise the Secretary in the development of a management plan for the memorial site;
4. consult and coordinate closely with the Flight 93 Task Force, the Commonwealth of Pennsylvania, and other interested parties, as appropriate, to support and not supplant the efforts of the Flight 93 Task Force on and before the date of the enactment of this Act to commemorate Flight 93; and
5. provide significant opportunities for public participation in the planning and design of the memorial.

On September 11, 2003, 15 members of the Flight 93 Advisory Commission (Commission) were sworn in by the Secretary of the Interior. The members of the Commission, selected by a Nominating Committee of the Flight 93 Memorial Task Force, are family members, local residents, and local and national leaders. The Director of the National Park Service’s designee also serves on the Commission. The Commission held its first meeting on November 14, 2003 and meets quarterly.

Families of Flight 93, Inc.

The Families of Flight 93, Inc. (Families of Flight 93) is a certified 501(c)(3) nonprofit organization comprised of relatives of the passengers and crew of Flight 93. The purpose of the organization is to assist in developing and sustaining a permanent memorial to the passengers and crew of Flight 93. The organization is led by a 15-member Board of Directors.

Flight 93 Memorial Task Force

The Flight 93 Memorial Task Force is a broad-based working group, composed of more than 80 family members, local residents, first responders, educators and local business and government representatives. Task Force members came together in the months after September 11th as the families and the community sought ways to deal with the crash and commemorate the acts of the passengers and crew aboard Flight 93. The Task Force is structured into committees that serve as the operational arm of the Flight 93 Advisory Commission.

National Park Service

The National Park Service is the Federal agency responsible for overseeing and managing the planning, design and construction of the Flight 93 National Memorial. As the memorial's long-term steward, the National Park Service is responsible for administering the memorial as a unit within the national park system. In the fall of 2003, the National Park Service established the Flight 93 National Memorial project office at 109 West Main Street, Suite 104, Somerset, Pennsylvania 15501-2035. The office serves as the headquarters for the memorial, as well as the combined offices for the Partners of Flight 93.



Overlooking the Flight 93 National Memorial landscape
(David Urda, 2005)

THE COMMUNITY AND THE SITE

Flight 93 National Memorial is situated in rural southwestern Pennsylvania, just south of U.S. Route 30. The memorial is located in Stonycreek Township, Somerset County, Pennsylvania, southeast of the Borough of Stoystown and about 3 miles north of the Borough of Shanksville. The area is commonly known as the Laurel Highlands and lies on a plateau between the Allegheny Mountains on the east and the Laurel Mountains on the west. This surrounding land is characterized by a series of ridges, valleys and glades that offer spectacular vistas.

The land on which Flight 93 National Memorial is situated is privately owned land, most of which is owned by PBS Coals, Inc. and Svonavec, Inc. The former surface mines have been reclaimed and the deep mines were closed and backfilled. The site of the memorial is a reconstructed landscape with rolling hills, depressions, retention ponds, wetlands, and re-established grasses. Two large mining draglines, used during the strip mining operations, sit atop a ridge that forms the northeastern edge of a depressed bowl in the landscape.



Mining ponds and dragline as seen from U.S. Route 30
(Jason Cohn, 2004)

Mining operations have left long-lasting effects on the landscape and the resources. Not only has mining scarred the landscape, but acid mine drainage, which continually seeps from the mines, has contaminated the region's surface and groundwater. This drainage is continually pumped and treated in artificially constructed ponds on the site. Lamberts Run, a small headwaters tributary of the Stonycreek River, drains the core visitor area of the memorial. The stream has also suffered from low pH caused by acid mine drainage, which also adversely affects the Upper Gorge of the Stonycreek River.

Immediately southeast of the crash site is a grove of mature hemlocks and deciduous hardwoods. Four homes, vacated since the crash, are nestled within the trees. Several springs, including Grove Run, and a wetland area, are also located within the hemlock grove.

Southwest of the site is a scrap metal and recycling facility owned and operated by Rollock, Inc. A cluster of industrial buildings associated with the Rollock facility and with former mining operations are scattered throughout the site. An electric furnace used as a smelter for the scrap metal and a 30-foot tall bag house are also in the area.

At the north end of the core visitor use area is a small, family cemetery known as the Sorber Family Cemetery. This cemetery, comprised of six grave sites, dates to the mid-19th century.

Wildlife, such as deer, fox, black bear, wild turkey, waterfowl, lynx, raptors, snakes, amphibians, and prey species thrive in the area. An abundance of bird species was observed at the memorial, including wild turkey, great-blue heron and red-tailed hawks were sighted. Of

special interest are the northern harrier, Wilson's snipe and a short-eared owl, all species of special concern which were observed at the memorial in 2004-2005. Upland sandpipers, also species of State concern, were observed not onsite, but a few miles southwest of the memorial.

Due to the significant land disturbance and replanting that have occurred to the site from former mining activities, much of the vegetation is composed of non-native species, such as Kentucky #31 tall fescue. Gypsy moths and the hemlock woolly adelgid are species of serious concern. Though not detected in the hemlock grove, the woolly adelgid is an insect known to threaten the health of eastern hemlocks.

A complete description of the site can be found in the Final General Management Plan/ Environmental Impact Statement.

PLANNING THE MEMORIAL

Through the enactment of P.L. 107-226, Congress established the Flight 93 National Memorial, thereby creating a new unit to the national park system. In accordance with its mandates under the Organic Act, the National Park Service serves as the lead Federal agency in administering and managing the national memorial. In the summer of 2003, the Partners agreed to a process for developing the recommendations required by the Act. This process ensured that the Partners were involved throughout decisionmaking process and that all requirements for planning a new unit of the national park system were met. In addition, through a series of workshops, an online forum, and project newsletters, the Partners crafted a Mission Statement that guided and grounded all steps in the planning process.

ESTABLISHING THE BOUNDARY

Determining the boundary for the Flight 93 National Memorial involved resource, engineering and viewshed studies, as well as public input. The Partners created a Resource Assessment Committee of the Task Force to offer recommendations to the Advisory Commission. This committee was comprised of community residents, local officials, National Park Service staff, and representatives from the Partners. The committee toured the site and initiated numerous studies conducted by natural and cultural resource specialists, economists, planners and engineers to better understand the resources from the crash site, as well as the surrounding landscape.

Extensive computer modeling was also done to define views that will be important to providing an appropriate setting for the national memorial. After considering all the information, the Partners concluded that the boundary should include the following lands and resources:

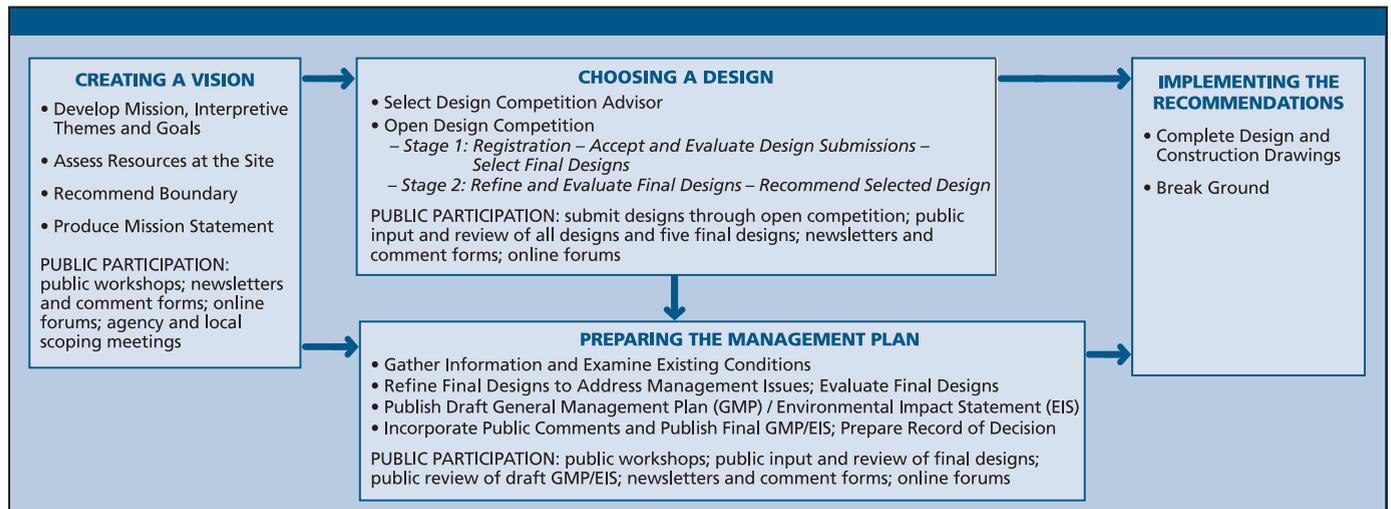
- 1) the crash site, the adjacent debris field, and the areas where human remains were found;
- 2) the immediate lands from which visitors could view the crash site, as well as areas necessary for visitor access and facilities; and
- 3) lands necessary to provide an appropriate setting for the memorial.

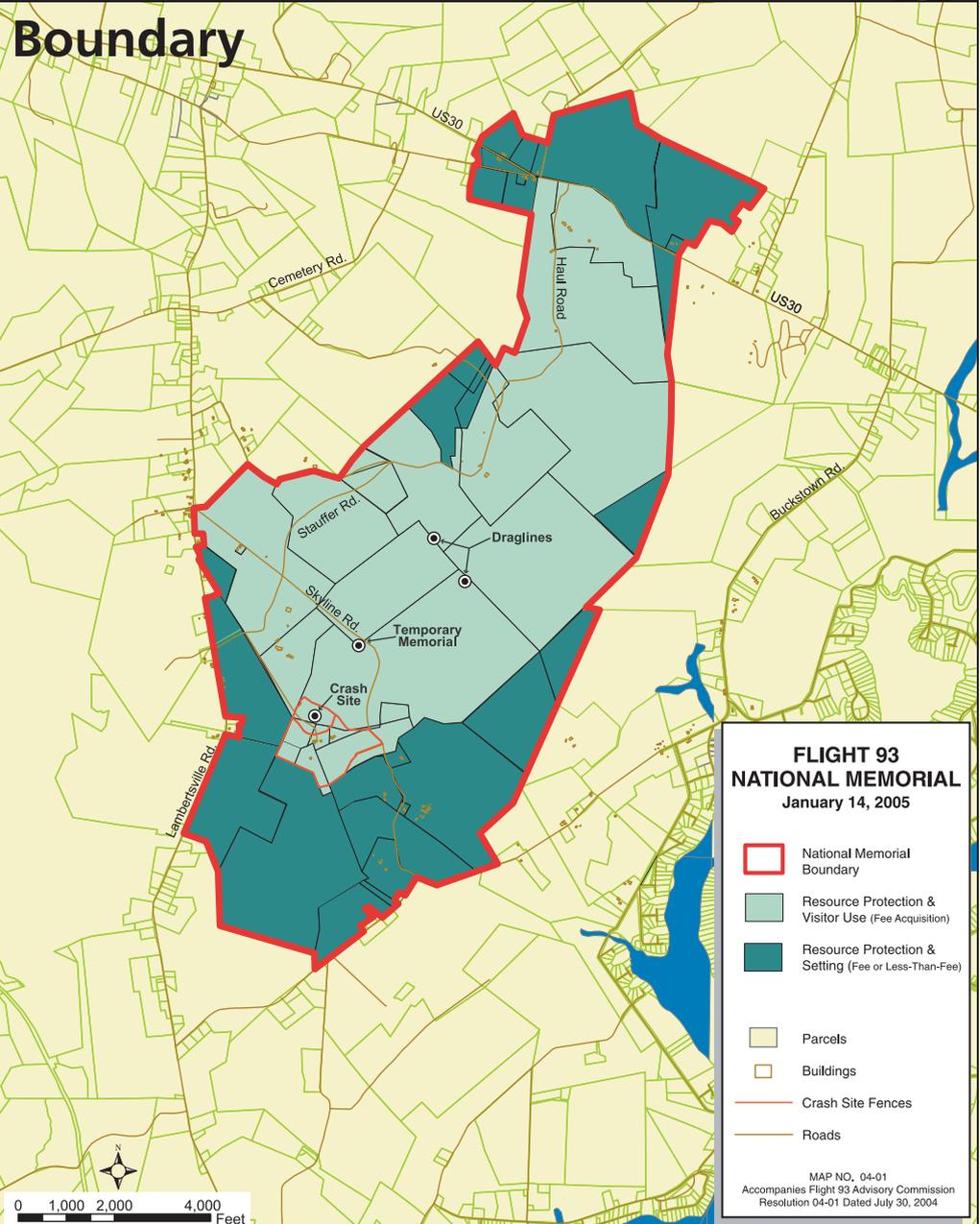
The total area within the boundary is approximately 2,200 acres, of which approximately 1,355 acres include the crash site, the areas where human remains were found, the debris field, and lands necessary for viewing the national memorial. These lands will also allow for safe visitor access to and from the memorial via U.S. Route 30 and will reduce memorial traffic on the local rural roadways. When acquired, these lands will be owned and managed by the Federal government. Approximately 907 additional acres comprise the perimeter viewshed. The viewshed will ideally remain in private ownership and be protected through the acquisition of conservation or scenic easements by partners or other government agencies.



Contrails over the Flight 93 National Memorial (Jason Cohn, 2004)

Flight 93 National Memorial Planning and Design Process (NPS, 2006)





As a result of collaborative efforts among all parties, the Flight 93 Advisory Commission signed Resolution 0401 on July 30, 2004, recommending a boundary for the new national memorial. The Secretary of the Interior approved the recommended boundary on January 14, 2005. The map at left illustrates the Flight 93 National Memorial boundary that was approved by the Secretary of the Interior on January 14, 2005.

AN INTERNATIONAL DESIGN COMPETITION

In the spring of 2004, the Partners initiated planning for an open design competition and collectively sponsored the Flight 93 National Memorial International Design Competition with financial support from the Heinz Endowments and the John S. and James L. Knight Foundation. The design competition was conducted in two stages. Stage I, which began on September 11, 2004, was open to design professionals, as well as to the public. All registered participants received a competition manual that presented the Memorial's Mission Statement and explained the initial design program. The competition manual included a description of the site and its environs, a community profile, the history of the area, and site and resource maps.



Stage I jury deliberates (NPS, 2005)



Exhibition of Stage I Submittals,
Flight 93 National Memorial
Design Competition
(Chuck Wagner, 2005)

The competition guidelines challenged the competitors to present concepts for a “memorial expression” that portrayed the issues, ideas, and passions contained in the Mission Statement. The competitors were requested to consider the following themes, which represented the Partners’ objectives:

- Honor the heroes of Flight 93 — the 40 passengers and crew who on one September morning changed the course of history...;
- Contribute to the dialogue of what a national memorial should be...;
- Conceive a message that will reflect on the event that occurred on September 11, 2001, and be timeless in its power and conviction....

The goal of Stage I was to provide a wide range of design concepts for the national memorial and to create a national dialogue about what the crash of Flight 93 and the events of September 11, 2001, meant to people. In October, November and December 2004, registered competitors were given an opportunity to tour the site with the competition advisors and the Partners. A photographic version of the tour was also posted on the project website and all registered competitors were given a compact



Stage II finalists and their teams gather in Somerset (Jason Cohn, 2005)

disk with a video tour of the site and the local community. A formal question and answer period was also available with the questions and answers posted on the project website for all participants to view.

The deadline for submitting the Stage I designs was January 11, 2005. All competitors were required to present their Stage I submittals anonymously as a concept on a single board. More than 1,000 entries were received from persons throughout the world. All entries that complied with the competition guidelines were exhibited in Somerset, Pennsylvania, and were photographed and posted on the project website. Visitors to the exhibition and to the website could comment on the designs. The exhibit provided family members, the Partners and the public with an opportunity to view the thoughtfulness, creativity, and commitment of the designers. All the design submittals are included in the memorial's permanent collection and will be available to future researchers studying the events of September 11, 2001, and the public's response.

An independent jury, comprised of nine design professionals, family members, and local and national leaders, evaluated all Stage I entries. The public was provided the opportunity to review and comment on the entries at an open public exhibition in Somerset, Pennsylvania, as well as through an online exhibit that was posted on the project website. The jury reviewed the public comments, discussed the merits of the design concepts and sought entries that best embodied the spirit of the Mission Statement and showed an understanding of the landscape. On February 4, 2005, the jury publicly announced five finalists who advanced to Stage II of the design competition.

In Stage II, the five finalists received an honorarium to refine their Stage I design concepts to a level that fully explained the spatial, material, and symbolic attributes of their concepts for the Flight 93 National Memorial. On February 24 and 25, 2005, the five finalists toured the site and participated in a master plan workshop to explore the site's resource conditions, understand potential visitor experiences, and determine a range of actions that will be needed throughout the national memorial site to support their design. The workshop ensured that any of the design concepts could be fully considered as an alternative in the General Management Plan.

In April 2005, the finalists met the Partners and participated in a second site visit in which they were given complete access to all areas of the site for several days. Stage II entries were due on June 15, 2005. The designs were exhibited in Somerset, Pennsylvania, and on the project website from July 1 through September 25, 2005. The public was given the opportunity to comment on the final designs at the exhibition and through the project website.



Guests view the Flight 93 National Memorial design renderings (Ketchum, 2006)

During the first week of August 2005, an independent Stage II jury, composed of 15 members, including noted design professionals, family members, and community and national leaders, evaluated the designs. The jury rigorously examined the designs to determine which one best fulfilled the spirit of the Mission Statement. As prescribed by the competition regulations, the jury's recommendation was forwarded to the Design Oversight Committee, which was comprised of a representative from each of the Partners. The Design Oversight Committee reviewed the recommendation and presented it to the head officials of their respective Partner organizations.

On September 7, 2005, the Flight 93 Advisory Commission announced the selection of the final design to the public. The selected design was submitted by the design team led by Paul Murdoch Architects from Los Angeles, California, and is described under The Plan. All groups associated with this process concurred with the recommendation which was subsequently adopted by the Commission and publicly announced.

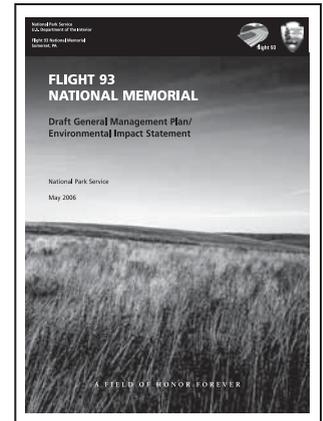
THE GENERAL MANAGEMENT PLAN

Through the *Flight 93 National Memorial Act*, Congress charged the Advisory Commission with the task of advising the Secretary of the Interior on the development of a management plan for the memorial. The Partners agreed to use the format prescribed by National Park Service guidance to chart a long-range vision for the memorial and to develop the fundamental framework for managing and administering the park.

Formal planning for the memorial was initiated on December 10, 2003, when a Notice of Intent to Prepare a General Management Plan and Environmental Impact Statement was published in the Federal Register (68 FR 68947). During 2003-2005, a series of agency and public scoping meetings was conducted. During this period, the Partners met with Federal, State and local agencies responsible for managing protected or regulated resources that could potentially exist on the site or be affected by changes caused by development. Public workshops were also conducted to gather ideas and to share information. A multidisciplinary team of specialists collected and evaluated natural and cultural resource data, economic and demographic data and engineering and infrastructure data to address issues that surfaced through the scoping process.

On June 16, 2006, a "Notice of Availability" announcing the availability of the Draft General Management Plan/Environmental Impact Statement was published in the *Federal Register* (71 FR 34964). The public comment period extended 60 days through August 15, 2006. In addition to the formal *Federal Register* announcement, media releases and a newsletter were widely distributed announcing the availability of the document. Broad email messaging and posting the document on the project website were conducted to provide easy access to the document and to notify the public and the agencies about the 60-day public comment period. Printed copies of the document were also available upon request.

A public open house workshop was conducted on July 20, 2006, at the Shanksville-Stonycreek School in Shanksville, Pennsylvania. The purpose of the public workshop and public review period was to provide agencies and the



Flight 93 National Memorial Draft GMP/EIS (NPS, 2006)

The preferred alternative was implementation of the design submitted by Paul Murdoch Architects. This design is described in detail under the section “The Plan.”

public with an opportunity to submit comments on the technical accuracy and adequacy of the Draft GMP/EIS. All agency comments and a summary of public comments can be found in Appendix J to the Final General Management Plan / Environmental Impact Statement and in a separate Compendium of Comments.

On June 21, 2007, a Notice of Availability announcing the Final General Management Plan/ Environmental Impact Statement was published in the *Federal Register* at 72 FR 34273. This plan articulates a collaborative vision for the memorial and establishes a programmatic framework for administering the memorial. Further, the plan—

- clearly describes specific resource conditions and visitor experiences to achieve with Flight 93 National Memorial, and identifies the kinds of management, use and development that will be appropriate in achieving and maintaining those conditions; and
- ensures that this basic foundation for decision-making has been developed in consultation with interested stakeholders and adopted by the National Park Service after an adequate analysis of the benefits, environmental impacts and economic costs of alternative courses of action has been conducted.

The General Management Plan complies with all statutory requirements, including the National Environmental Policy Act of 1969 (42 U.S.C. 4321-4347), the National Historic Preservation Act of 1966, as amended (16 U.S.C. 470; and 36 CFR 800); and the National Parks and Recreation Act of 1978 (16 U.S.C. 1a-7(b)). Further, the General Management Plan addresses—

- the types of management actions required for the preservation of park resources;
- the types and general intensities of development (including visitor circulation and transportation patterns, systems, and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation and anticipated costs;
- visitor carrying capacities and implementation commitments for all areas of the park; and
- potential modifications to the external boundaries of the park, if any.

On July 26, 2007, the Record of Decision for the Environmental Impact Statement was signed approving the proposed action and the agency’s preferred alternative. The preferred alternative was implementation of the design submitted by Paul Murdoch Architects. This design is described in detail under the section “The Plan.”

The Plan

*Timeless in simplicity and beauty,
like its landscape, both stark and serene,
the Memorial should be quiet in reverence,
yet powerful in form,
a place both solemn and uplifting.*

*It should instill pride, and humility.
The Memorial should offer intimate experience,
yet be heroic in scale.
Its strong framework should be open to natural change
and allow freedom of personal interpretation.*

*We want to restore life here,
to heal the land, and nourish our souls.
In this place, a scrap yard will become a gateway
and a strip mine will grow into a flowering meadow.*

*But more than restoring health,
the Memorial should be radiant,
in loving memory of the passengers and crew
who gave their lives on Flight 93.*

—Paul Murdoch Architects

The Plan

In accordance with the National Park Service planning guidance, the Partners agreed that all development and management decisions should be predicated on the memorial's Mission Statement. Through a collaborative process that engaged the public, the Partners drafted a Mission Statement to guide and ground all aspects of the project. The preamble to the Mission Statement provides the vision upon which the memorial is founded—

*"A common field one day.
A field of honor forever²."*

May all who visit this place remember the collective acts of courage and sacrifice of the passengers and crew, revere this hallowed ground as the final resting place of those heroes, and reflect on the power of individuals who choose to make a difference.

MISSION STATEMENT

The Mission of the Flight 93 National Memorial is to—

1. honor the heroism, courage and enduring sacrifice of the passengers and crew of United Airlines Flight 93;
2. revere this hallowed ground as the final resting place of 40 heroes who sacrificed their lives so that other will be spared;

²A quote by Captain Stephen Ruda, Los Angeles City Fire Department, used to describe the Flight 93 crash site. Captain Ruda wrote the words on a quilted wall hanging sent to the memorial as a tribute to the passengers and crew of Flight 93.

3. remember and commemorate the events of September 11, 2001;
4. celebrate the lives of the passengers and crew of Flight 93;
5. express the appreciation of a grateful nation forever changed by the events of September 11, 2001;
6. educate visitors about the context of the events of September 11, 2001; and
7. offer a place of comfort, hope and inspiration.

Statement of Purpose

The *Flight 93 National Memorial Act* articulates the purpose of the national memorial. The following statements represent shared understandings about the purposes for creating the memorial:

- Honor the passengers and crew members of Flight 93 who courageously gave their lives, thereby thwarting a planned attack on Washington, D.C.
- Allow the public to visit the site and express their feelings about the event and the passengers and crew of Flight 93
- Respect the rural landscape and preserve the solemn and tranquil setting of the crash site of Flight 93



Wildflowers in the Bowl
(Jason Cohn, 2004)



View of the Crash Site
(NPS, 2005)



Allée through Memorial Groves
(Paul Murdoch Architects and Aleksander Novak-Zemplinski, 2005)

Statement of Significance

The events of September 11, 2001, and the dramatic story of Flight 93 are forever linked to the field known as the “crash site.” The following statements summarize the significance of the site and explain why this place is so important that it was selected as the specific site for the Flight 93 National Memorial:

- The crash site is the final resting place of the passengers and crew of Flight 93.
- The heroic actions of the passengers and crew of Flight 93 are part of the transformational events of the September 11, 2001, terrorist attacks on the United States.

Fundamental Resources and Values

To ensure the site is protected and the story of Flight 93 can be told to future generations, the National Park Service and the Partners identified those essential qualities and resources at the site that cannot be compromised and are essential for achieving the purpose and mission of the memorial. These fundamental resources will help ensure that planning and management decisions are focused on the most significant values of the memorial and include: 1) the crash site, 2) the hemlock grove, and 3) the viewshed and setting of the memorial.

These resources do not represent everything that is important or interesting about the site, but they were determined to be critical for achieving the purpose and fulfilling the mission of the memorial.

Preliminary Interpretive Themes

It is important that the memorial become a place for all generations to learn about the story of Flight 93 and the events that occurred on September 11, 2001, and to find meaning and inspiration in their experience. The preliminary interpretive themes should facilitate media and programs that inspire personal reflection and national introspections, as well

as educate the nation about the story of Flight 93 and the national tragedy that occurred on September 11, 2001. The preliminary themes outlined in this section serve only as a starting point for the memorial interpretive programs, and will be more fully developed in time as we as a nation gain greater perspective into the tragedy. In the future, interpretive media and programs will be developed around the key stories and ideas that explain the significance of the memorial and help to place the memorial in its national and global contexts. The preliminary interpretive themes for the memorial are—

- Flight 93 was the only hijacked plane on September 11, 2001, that failed to hit its intended target. The crash of Flight 93, which occurred only 20 minutes by air from Washington, D.C., was the direct result of the actions of the passengers and crew who gave their lives to prevent a larger disaster at the center of American government.
- The events of September 11, 2001, revealed the extraordinary bravery of ordinary men and women who, when challenged, responded with spontaneous leadership and collective acts of courage, sacrifice, and heroism.
- The first responders, the community, and those individuals and organizations that provided assistance in the recovery and investigation demonstrated compassion and exemplary service.
- Knowledge of the events surrounding September 11, 2001, contributes to a realization of the impact of intolerance, hatred, and violence.
- The public reaction to the events of September 11, 2001, including the actions of the passengers and crew of Flight 93, led to a strong sense of pride and patriotism and an affirmation of the value of human life.

THE MEMORIAL DESIGN

The memorial design commemorates the actions of the passengers and crew of Flight 93 by transforming the site into a designed landscape. The design sets forth a new form that blends uniqueness with the landscape and enhances the physical features of the site. The design does not attempt to introduce symbolism, but rather focuses attention on the crash site and presents a variety of opportunities for experiencing the site. The features of the design that are described in this section are from the design concept submitted by the architect. As the design unfolds, certain features, such as the materials suggested, the lighting or the size of the feature, may be modified to meet budgetary constraints or other considerations.

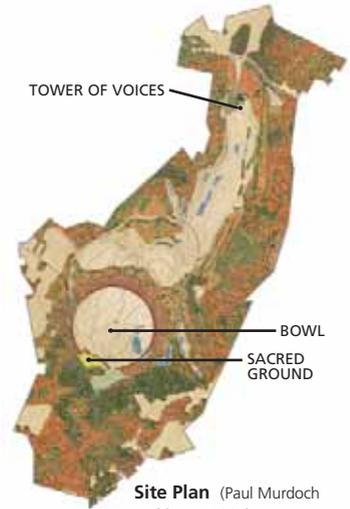
A visitor center will provide basic visitor facilities and services and will facilitate interpretation of the actions of the passengers and crew, as well as the events that occurred on September 11, 2001.

A tree-lined allée and curving landform will define the edge of the natural “Bowl” that surrounds the crash site. This circle engenders a gesture of collective embrace of the final resting place of the passengers and crew, and

focuses attention on the crash site. The final flight path and crash site are delineated as they break the circle of the Bowl.

The allée will lead visitors to a plaza that extends toward the crash site. This plaza will serve as a ceremonial entrance to the Sacred Ground. Visitors will also be able to reach the crash site along a ring road behind the curved landform or from trails that lead through the Bowl. The plaza extending toward the Sacred Ground will allow for a view of the crash site and niches designed into the sloped walls of the plaza will serve as a venue where tributes may be left. Visitors will also be encouraged to leave written expressions in books located in the visitor center.

All visitors will enter and exit the memorial at a new entrance off U.S. Route 30. Based on discussions with local residents, Stonycreek Township and Somerset County officials, the Pennsylvania Department of Transportation, and transportation consultants, direct access to and from U.S. Route 30 was determined to be the safest, most cost-effective and least disruptive option for an entrance to the site. A tower will mark the entrance to the memorial. Visitors will follow an approach road or pedestrian trails through the site’s former mining



Site Plan (Paul Murdoch Architects, 2005)



View from 40 Memorial Groves
(Paul Murdoch Architects and Aleksander Novak-Zemplinski, 2005)



Tower of Voices (Paul Murdoch Architects and Aleksander Novak-Zemplinski, 2005)

landscape to reach the Bowl and the crash site. All roads currently crossing the site will be terminated and closed to through-traffic. An estimated 400,000 visitors are expected to visit the memorial in the years immediately after its opening; thereafter, annual visitation is expected to stabilize at 230,000 visitors a year.

Management Zones

National Park Service policies require that each park is divided into management zones that prescribe the desired resource and visitor conditions as well as the types and intensities of development expected within these management zones. The management zones for the Flight 93 National Memorial are illustrated on the following map. A Management Matrix following the Management Zone map summarizes the specific management prescriptions that will apply to each zone. Where appropriate, detail is provided from the design concept to illustrate the design intent. The final selection of finish materials, plant species, and design details will occur as the design evolves, but all refinements will be consistent with the general direction provided in the management prescriptions.

Gateway. The entrance and exit to the memorial will be from U.S. Route 30. This Gateway will be marked with a tower set on a planted

mound in a clearing with a pattern of evergreen trees radiating out from the tower.

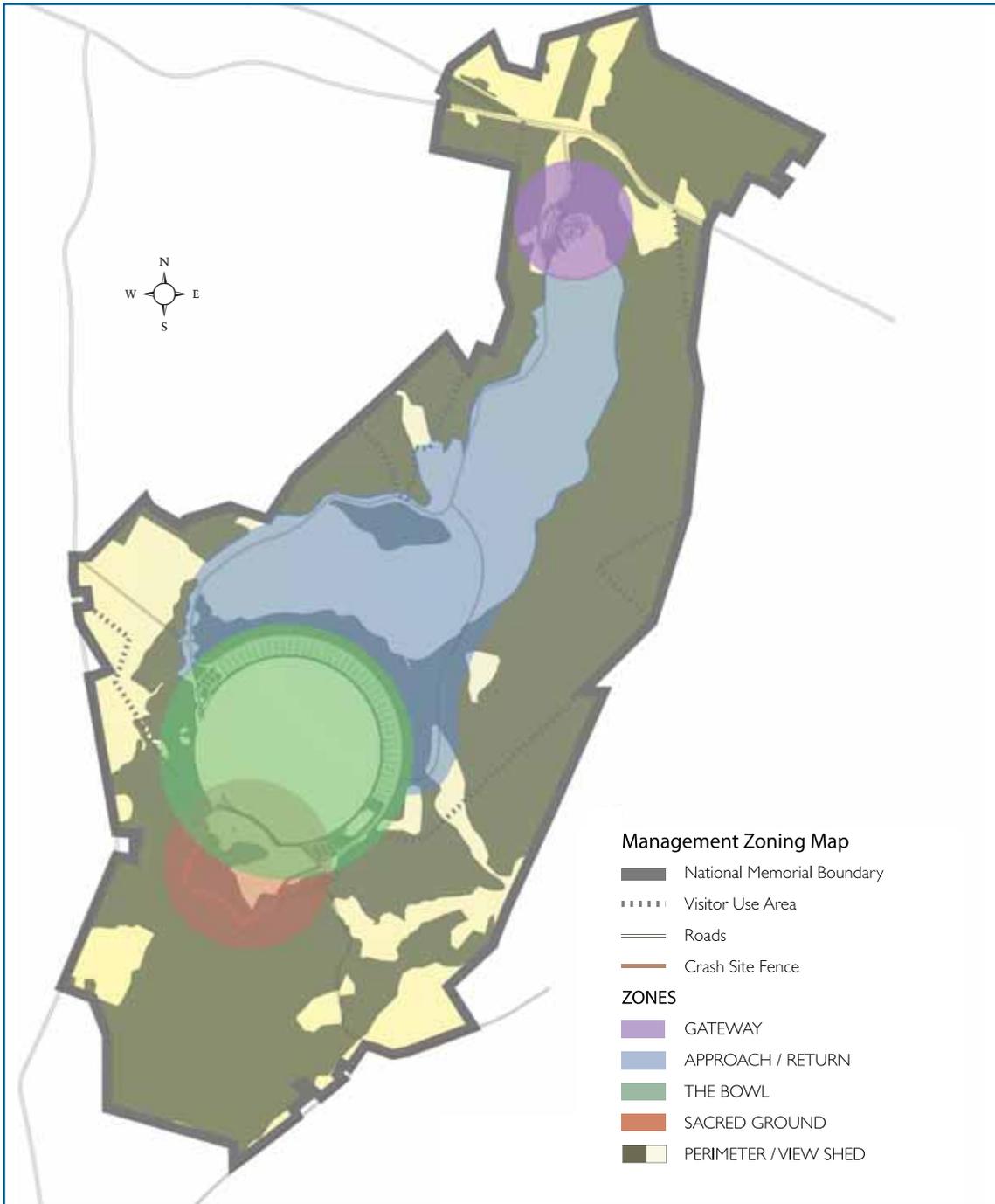
The design concept presents a 93-foot tall tower that would house 40 white aluminum wind chimes. The outside of the curved concrete tower wall would be constructed of white glass mosaic tiles to create a reflective, ephemeral quality. Blue plaster would encase the interior of the tower to evoke the sky. The tower would be surrounded by rings of white pines.

The purpose of the tower will be to celebrate the memory of those who are honored by the memorial. An information/orientation kiosk will be established in this zone. A small visitor parking area and limited visitor amenities will be constructed near the tower. Pedestrian trails beginning at the tower will lead to the Approach/Return Zone where a two-lane entrance road will extend into the park. The desired visitor experience opportunities for this zone will include visitor orientation, park entrance/exit, and feelings of reflection, anticipation and reverence.

Approach/Return. Visitors will be directed to drive or bike through this zone on a two-lane approach route, approximating the route of the existing Haul Road to the entrance of the Bowl. Pedestrian trails originating from the



Tower of Voices in Spring
(Paul Murdoch Architects and Aleksander Novak-Zemplinski, 2005)



FLIGHT 93 NATIONAL MEMORIAL MANAGEMENT MATRIX

Management Zone	Desired Visitor Conditions	Desired Resource & Landscape Conditions	Types and Intensity of Development and Use
Gateway	<ul style="list-style-type: none"> • Memorial introduction and exit • Orientation • Reverence • Visitors have a sense of arrival • Memory of passengers celebrated through song of wind chimes 	<ul style="list-style-type: none"> • Evergreen plantings resonate out from tower and maintained as a designed landscape • Landscape surrounding tower and the plantings are maintained as a wildflower meadow • US 30 screened and quieted by additional tree and shrub plantings 	<ul style="list-style-type: none"> • New entrance would be developed at US 30 near intersection with Haul Road • Entrance would be marked by a tower that houses wind chimes • Tower set on a planted mound in a clearing surrounded by rings of evergreens • Information kiosk and parking would be provided • Visitor uses would include driving, biking, and visiting the tower. Tower would be originating point for pedestrian trails
Approach	<ul style="list-style-type: none"> • Approach to/from the Memorial • Preparation for Memorial • Experience the healing of the landscape • Visitors have opportunity to experience sense of anticipation 	<ul style="list-style-type: none"> • Management focuses on healing the landscape • Remediation ponds retained with mixed woodland plantings for screening • Structures necessary for remediation screened and reduced in visibility • Open fields managed for wildlife habitat with existing successional planting allowed to reduce field area over time 	<ul style="list-style-type: none"> • No structures built that would impede views or hinder anticipation of the Memorial • Two-lane, partially tree-lined approach road between the Gateway and portal plaza at the Bowl • One-way return road would exit Sacred Ground and the Bowl from the east • Pedestrian trails would lead to and return from: an overlook at the northeast corner of the site, the high ground at the site's eastern edge, and through the woodlands to the site's western edge; small seating areas are provided at the overlooks • Existing Skyline Road to the east and west of Bowl would provide only emergency access • Visitor uses would include driving, walking, biking (along approach and exit road only)
Bowl	<ul style="list-style-type: none"> • Entrance to Bowl and framed views to the Sacred Ground • Orientation and education at visitor center • Honor the passengers and crew • Respect and appreciation for Flight 93 passengers and crew • Visitors have opportunities to experience the Bowl in varied ways, including: pride, humility, and in particular, a sense of reverence at the portal platform overlooking the Bowl and Sacred Ground; solitude along the curving walkway; contemplation of the crash site; and awe at scale of Bowl 	<ul style="list-style-type: none"> • Formal planting groves along the curving landform created and maintained as a designed landscape to focus visitors on the Sacred Ground • Mixed hardwoods and evergreens planted and maintained as a windscreen and backdrop on outside of ring road • Views from curving landform and the Sacred Ground remain open and unobstructed • Views of surrounding hillsides are representative of Pennsylvania countryside • Interior of Bowl planted with wildflower mix and maintained as a meadow; woody successional growth removed • Sediment ponds retained for wildlife habitat 	<ul style="list-style-type: none"> • Primary memorial feature is a curving landform that defines the Bowl; ground would be regraded. • A walkway and an allée of trees would descend around the Bowl to the crash site; behind the walkway are 40 groves of trees and a ring road (two-lane with parallel parking) that leads to the Sacred Ground. Irregular native plantings complete circular form to the south of the visitor center. • The first and main entrance into the Bowl and first view of the crash site would be through a portal and viewing platform that follow the flight path of Flight 93 • The visitor center would be integrated into the curving landform • Temporary Memorial would eventually be removed and the location marked by benches along a trail. Visitors would be encouraged to leave tributes at Sacred Ground plaza and written comments at the visitor center.

(continued on next page)

FLIGHT 93 NATIONAL MEMORIAL MANAGEMENT MATRIX *(continued)*

Management Zone	Desired Visitor Conditions	Desired Resource & Landscape Conditions	Types and Intensity of Development and Use
Bowl <i>(continued)</i>		<ul style="list-style-type: none"> • Curved landform and the ring road cross the existing wetland • Uncovered outside eating area, screened from view, located near visitor center parking area 	<ul style="list-style-type: none"> • Welding shop structures would be removed but the footprints of the buildings would be marked. Pedestrian path would lead through this area to the Sacred Ground plaza. • Parking area would be provided at the portal • Pedestrian trails would lead from the allée to overlooks at the ridge and through the Bowl to the crash site; seating would be provided along trails and along curving walkway • Visitor uses would include walking, driving, biking (on roadways), sitting, gathering at portal plaza, leaving written tributes at visitor center • Motor vehicles would be prohibited in Bowl inside curving landform • Screened outside, uncovered eating area would be provided for visitors on west side of visitor center near parking area.
Sacred Ground	<ul style="list-style-type: none"> • Honor the passengers and crew • Revere the Sacred Ground as a cemetery • Provide family members quiet, reverent atmosphere and access to the Sacred Ground • Provide public opportunity to view the crash site and pay their respects closer to the Sacred Ground • Visitors have opportunity to experience sense of contemplation, reverence and remembrance 	<ul style="list-style-type: none"> • Plaza plantings maintained as designed landscape • Mix of grasses, wildflowers, and bulbs maintained at crash site • Hemlock Grove allowed to regenerate through natural processes; new edge of Hemlock and mixed plantings established adjacent to crash site to protect hemlock stand • Structures in hemlock grove retained 	<ul style="list-style-type: none"> • Public plaza would extend toward crash site; re-grading at plaza edge to create drop-off for protection and security of Sacred Ground • Walls would frame the flight path and ceremonial gateway for entry to the crash site • Home and seasonal cabins in hemlock grove would be retained • Security barrier around crash site would include grassy mound along the western limit • Parking area with plantings would be provided at terminus of curving landform • Visitor uses would include walking, sitting, gathering, ceremonies, and leaving tributes
Perimeter Viewshed	<ul style="list-style-type: none"> • Northern perimeter includes woodland buffer to preserve a planted context for the entrance • Southern viewshed preserves rural backdrop for the Hemlock Grove and Sacred ground • Provides visitors with an appreciation for the area as part of the Laurel Highlands 	<ul style="list-style-type: none"> • Landscape of farms and woodlots preserved to maintain views to and from the memorial and decrease outside disturbances 	<ul style="list-style-type: none"> • No visitor facilities • Pedestrian trails would be proposed on federal lands only • Existing roads would provide emergency access

Source: NPS, 2005



Aerial illustration of the Bowl situated north of Sacred Ground (in yellow) (Paul Murdoch Architects, 2005)

tower in the Gateway zone will lead through the woods at the site's western edge and at higher elevations to the east, allowing for a view overlooking the memorial. A one-lane return road will offer visitors elevated views of the tower to the north and views back to the Bowl.

The “healing of the land” will be used as a metaphor for emotional healing. Areas of the mining landscape will continue to regenerate over time. Sedimentation ponds, open fields and the core meadow will be retained for wildlife habitat with existing successional growth reducing field area over time. Sediment and AMD treatment ponds will be retained with some mixed woodland plantings for screening. The desired visitor experience for this zone includes an approach and departure from the memorial, preparation for the memorial and a healing landscape.

Bowl. The focal point of the memorial will be contained within a naturally occurring Bowl surrounding the crash site. This area will be lined by an allée composed of deciduous plantings that gently descend around the Bowl and extend through the wetlands toward the crash site. Behind the allée, 40 groves of maples or other deciduous trees and a ring road leading to parking near the crash site will be established. A backdrop and buffer of mixed evergreen and deciduous trees will be

planted as a windscreen behind the groves and the ring road. Pedestrian trails through the Bowl will offer visitors a variety of ways to experience the memorial, while benches situated around the allée will provide areas for quiet contemplation.

The main entrance to the Bowl will be through a walkway at the end of the western edge of the curving landform. Two walls will create a portal that frames the sky along the final flight path of Flight 93 to the crash site. A walkway will lead visitors through a plaza and portal onto a platform to give them their first look at the expanse of the Bowl and the crash site below. The end of the plaza will be open, giving a feeling of release to the overall curving landform. The architect envisioned that the portal walls would be constructed of warm-toned concrete, textured like the local cabins. The plaza walkway would be black slate and would terminate at a sloped and lighted glass plaque, which would be inscribed with the memorial's Mission Statement.

The visitor center will be integrated into the proposed landform and will serve as the interpretive and educational hub of the park. The visitor center will feature exhibits explaining interpretive themes and stories, such as the events of Flight 93, the passengers and crew of Flight 93, the collective events that occurred on



Entry Portal
(Paul Murdoch Architects and Aleksander Novak-Zemplinski, 2005)

September 11th, and the history of the site. Tributes that have been left at the site will be displayed and visitors will be encouraged to leave written tributes. The program for the visitor center will be determined during the design phase and interpretive media will be developed through future interpretive planning.

Proposed plantings of deciduous trees to the south of the visitor center will complete the inner ring of the circle. Unlike the allée, the ground in this area will not be regraded. The design elements, most likely red maples blended with a variety of other native species, will be planted in a loose, irregular pattern. Trails through this area will lead visitors through the welding shop complex to the crash site, enhancing the range of visitor experiences along the edge of the Bowl.

In this zone, visitors will learn about Flight 93 and the events of September 11, 2001, and will be provided opportunities to experience solitude, contemplation, reverence and awe of the landscape.

Temporary Memorial. The Temporary Memorial will be retained in situ as long as visitation does not conflict with the construction of the memorial, but in the long-term, this feature will be removed to open views of the Bowl and crash site. The location of the Temporary Memorial will be marked by benches along a trail extending through the Bowl.

Draglines and Mining/Industrial Structures. The National Park Service will not acquire the draglines or preserve the other mining or industrial buildings on the site. The Rollock scrap and recycling facility is expected to be relocated and operations continued. In addition, many of the mining structures will be removed as part of the final site reclamation. The design will utilize the site's mining legacy as a metaphor for the "healing landscape" and



Western Overlook

(Paul Murdoch Architects and Aleksander Novak-Zemplinski, 2005)

will explain this history through site markers and interpretive media. The location of the welding shop buildings will be marked and a meandering path will allow visitors to access this area. Two of the building footprints will be within the trees marking the center of the investigation efforts, and one will be in the open, marking the location where the families first viewed the crash site. Some buildings, such as the miners' shower house, may be temporarily retained for storage or other functions.

The National Park Service has documented the mining and industrial structures and will determine their significance as part of a separate effort. The agency will consult with the Pennsylvania State Historic Preservation Office and comply with Section 106 of the National Historic Preservation Act before taking any actions that will affect these structures.

September 11th Commemorations. The September 11th commemoration events will continue to be held in the Bowl. Small-scale events could occur at or near the future visitor center and larger events may occur in the vicinity of proposed parking near the Sacred Ground plaza. This could be in the form of a flat plinth within the Bowl adjacent to the parking area, with a stabilized base and grass/meadow as the surface. This area will be designed to blend in with the surrounding features and have minimal markings at its edges and corners.



Sacred Ground

(Paul Murdoch Architects and Aleksander Novak-Zemplinski, 2005)

First Amendment Assemblies. An area will be designated for First Amendment assemblies to the west of the visitor center parking area. This location will allow staff to monitor activities while preserving the sanctity of the Bowl and crash site inside the plaza walls. This area will ensure public safety, avoid conflict with other users, and not detract from the visitors' view of the crash site. A First Amendment permit will be required and will regulate the time, number of participants, use of the facilities and number and type of equipment used, but not the content or the intended message.

Collections Facility and Maintenance Complex. The costs of developing the memorial and associated infrastructure make it unlikely that funding will be available for a separate collections facility or maintenance complex within the life of this plan. The collection will continue to be stored in a secure off-site facility. Should it be determined that a new onsite facility is desirable and if funding becomes available, the facility could be located in the general area of the visitor center parking area. This location will minimize new infrastructure and development costs and could be screened from view.

Existing buildings or off-site facilities will be used to meet maintenance storage, staging, and

work area needs. Should funding become available for a maintenance facility, it is anticipated that such a complex will be located in the wooded areas to the west and south of the visitor center parking area. This location will be screened from view and could provide necessary space and access options.

Sacred Ground. The Sacred Ground will be the focus of the memorial as this area constitutes the final resting place of the passengers and crew of Flight 93 and holds the memory of their courage. The crash site and hemlock grove will be accessible only to family members of the passengers and crew and authorized personnel, although the public will be able to view the area from a plaza, framed by a sloped wall. Niches for tributes left by visitors will be carved into the wall separating the plaza from the Sacred Ground. The field at the crash site will be planted with low-maintenance grasses and seasonally blooming bulbs and wildflowers. Walls along the western edge of the plaza will align with the flight path and the viewing platform near the visitor center.

In the design concept, the portal plaza is constructed of black slate and benches are placed at each end of the plaza. A 12-foot vertical drop occurs behind the sloped wall to prohibit intrusion into the Sacred Ground. The ground inclines to the edge of the crash site. Offset concrete walls frame a gate, opened only for ceremonies or family visits, through which families can enter the Sacred Ground and then proceed to a white stone slab along the flight path. The offset walls serve as a screen from public view. The western wall holds a folded band of polished, translucent white marble inscribed with the names of the passengers and crew and the date of the crash. A cluster of American beech trees is planted at the walls to provide shade and shelter, and benches provide visitor seating.

The location of the security fencing at the crash site will be shifted to enclose the existing earth mound within the Sacred Ground for family seating and contemplation. The hemlock grove and the cabins will be retained to provide solitude and temporary shelter from weather for family members and for park uses.

The desired visitor conditions for this zone are contemplation, reverence and accommodation of remembrances.

Perimeter/Viewshed. The existing landscape will be maintained to preserve memorial and landscape views, and to minimize noise and disturbances from sources outside the park. Visitor uses will occur only on lands owned by the Federal government. Pedestrian trails are proposed at the eastern and western perimeter. The northern perimeter will include woodland buffers to preserve a planted context for the park entrance. The southern viewshed will preserve the rural backdrop to the hemlock grove and the Sacred Ground. The perimeter/viewshed zone will provide protection of the setting of the memorial and create opportunities for visitors to experience contemplation and reverence for the site.

VISITOR CARRYING CAPACITY

Indicators and standards for user capacity are identified in the General Management Plan to meet the legislative requirement for including “identification of and implementation commitments for visitor carrying capacities.” Indicators of user capacity are variables that can be measured to track change in conditions caused by human activity, so that progress toward desired conditions can be assessed. These indicators translate the desired conditions into something that can later be measured. Generally, indicators used to determine carrying

capacity are obtained from existing park information and visitor surveys.

Because Flight 93 National Memorial has not been fully developed nor has the land been acquired, reliance on existing visitation figures, comments from visitors to the Temporary Memorial and resource surveys were considered. As the park develops and matures, monitoring of visitor use, experiences and trends, as well as assessing the park’s fundamental resources and other resource values, will be conducted. Supplemental resource surveys will also be conducted to determine whether conditions that warrant additional resource protection exist.

Current visitation levels and patterns will change significantly if the memorial is constructed. Annual visitation is estimated to be 230,000 after the projected peak of 400,000 visitors that is expected in 2011. Visitor use will be concentrated in the Gateway, the Bowl, and at the plaza along the edge of the Sacred Ground. Based on these estimates measured against the size of the landscape, visitation levels should be achievable without measurable impacts to the park’s natural and cultural resources. However, due to the solemn nature of the site, the visitor experience could be particularly sensitive to intensities of visitor use, patterns and behavior. Refinements to the design during the design development process could affect visitor patterns and use levels. Therefore, specific indicators, standards, and management actions were not included in the General Management Plan. The National Park Service will complete a study of visitor carrying capacity once the design has been finalized and the memorial has been constructed.



Crowds attend annual commemoration ceremony
(Chuck Wagner, 2002)

The Superintendent's Compendium for this park unit will set forth how specific regulations and bureau policies apply to the Flight 93 National Memorial.

MANAGEMENT ACTIONS

There are many components to the memorial that support the design, its function, the visitor experience, and the stories behind the memorial. The following discussion presents an overview of some of the key management actions. These actions are not comprehensive of all National Park Service operations and management actions relating to Flight 93 National Memorial, but are of specific importance to the management of the memorial.

Management of Flight 93 National Memorial.

In accordance with Section 5 of the *Flight 93 National Memorial Act*, the National Park Service is the designated agency responsible for administering and managing the Flight 93 National Memorial as a unit of the national park system. National Park Service actions and management decisions are guided, in general, by Federal laws and agency policies. The Superintendent's Compendium for this park unit will set forth how specific regulations and bureau policies apply to the Flight 93 National Memorial. The National Park Service will continue to work in partnership with the Partners including the Families of Flight 93 and the local community.

Access to the Crash Site. Due to the volatility of the impact that occurred to Flight 93, most of the human remains from the passengers and crew were never recovered. As a result, the crash site, including the adjacent hemlock grove, is considered Sacred Ground and the final resting place for the passengers and crew of Flight 93. Access to the crash site will be limited to only the families, National Park Service staff and authorized personnel. Any change to this policy will be pursued through a collaborative process involving the Partners, the National Park Service, the family members, the community and the public.

Land Acquisition. The National Park Service is in the process of acquiring the core resource lands within the national memorial boundary. Current legislation authorizes the National Park Service to purchase lands only from willing sellers. The official boundary map (see p. 7) for the memorial shows two principal areas: 1) resource protection and visitor use areas, which will be protected through fee-simple acquisition, and 2) resource protection and setting areas, which will be protected in partnership with local landowners, organizations, or agencies through easements or through fee acquisition where necessary. Acquisition of these properties will depend on available funding.

Land acquisition will be conducted in accordance with Federal land acquisition procedures with willing sellers or with persons desiring to donate or exchange land or interests in land. The National Park Service will prepare a Land Protection Plan to guide land acquisition and management of fee simple properties, rights-of-way, easements and other less-than-fee acquisitions.

Contaminants. Carbon dioxide, heavy metals, and lubricants are part of the Flight 93 National Memorial's existing environmental conditions. Prior to acquisition of any property by the National Park Service, the land will be cleaned up to meet Federal environmental and health standards. The focus of this remediation



Mining Draglines (Jason Cohn, 2004)

will be on key visitor areas where people are expected to walk and congregate. Peripheral areas, such as the buffer zones will receive less attention.

Draglines and Industrial Mining Structures. The two mining draglines located on the ridge within the boundary are privately owned and will not be acquired by the National Park Service. Other industrial structures, including the welding shops and storage sheds, will most likely be removed. Several of these buildings within the welding complex are in very poor condition and are not feasible to maintain. These buildings will be documented and their historical significance determined. Further environmental site assessments will be conducted by the National Park Service. Other structures may be temporarily retained for storage or other functions.

Residential Structures in Hemlock Grove. Four homes are located within the hemlock grove adjacent to the crash site, of which three are seasonal log homes and one is an ashlar stone, year-round residence. The National Park Service desires to acquire these lands and the associated structures. However, due to the inherent sensitivity of this area of the site, the ongoing property negotiations and the proposed future use of these structures as a temporary respite for family members, the National Park Service will conduct a more thorough study of appropriate uses of these structures once the memorial design has been completed and the land acquired.

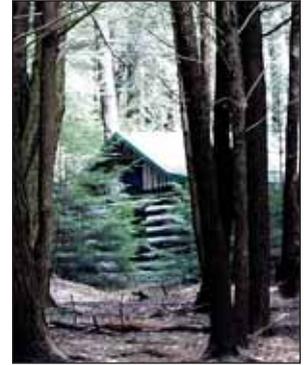
Acid Mine Drainage (AMD). The National Park Service will not purchase subsurface mineral rights where AMD exists and, per State and Federal law, the liability for treatment of such contamination will remain the responsibility of the generator of the pollution and the respective subsurface mineral owner,

which is PBS Coals, Inc. The National Park Service will work with property owners, mineral rights owners, State agencies and local environmental groups to develop solutions to AMD within the memorial boundary and will support efforts to improve regional water quality where feasible. The National Park Service will permit authorized staff access to the treatment ponds and facilities to monitor and appropriately treat AMD.

Disability Access. The National Park Service must comply with the requirements of The Americans with Disabilities Act and DO-42, Accessibility for Park Visitors to ensure that all visitors have access to park facilities, programs and services.

Security. The National Park Service has no plans to install fencing around the entire boundary of the federally-owned portions of the national memorial but may fence certain areas for resource protection, such as the crash site, or for public safety. The National Park Service will not block access to the private property of adjacent landowners or the property of landowners within the national memorial boundary. Security at the crash site is currently provided by deputies from the Somerset County Sheriff's Office and general police protection is provided by the Pennsylvania State Police and by Shade Township police for those portions of the national memorial that lie north of U.S. Route 30. The National Park Service will have concurrent jurisdiction and will provide safety and security with its visitor protection staff in cooperation with these police forces.

Aircraft Overflights. Aircraft noise and overflights are distracting and detract from the intended purpose of the memorial. National Park Service Director's Order #47, "Soundscape Preservation and Noise Management,"



Log home in hemlock grove
(OCLP, 2003)

Special events may be permitted by the Superintendent when there is a meaningful association between the park and the event, and the event will contribute to visitor understanding of the park's significance.

signed by the Director in December 2000, articulates the National Park Service operational policies that protect, maintain or restore the natural soundscape in a condition unimpaired by inappropriate or excessive noise sources.

The National Park Service will work with PennDOT, Bureau of Aviation; the Air National Guard; the Federal Aviation Administration; and other agencies and organizations to discourage sightseeing tourist flights and military maneuvers over the memorial. Retention of a peaceful and tranquil setting and a contemplative, reflective environment is important to achieving the mission of the Flight 93 National Memorial.

PERMITTED USES AND ACTIVITIES

Through the Organic Act of 1916 and NPS Management Policies, Chapter 8, the National Park Service is committed to providing appropriate, high-quality opportunities for visitors to experience the site and maintain an atmosphere that is open, inviting, and accessible to every segment of society. The National Park Service will—

- provide opportunities for public enjoyment and use that are uniquely suited and appropriate to the natural and cultural resources found at the site; and
- defer to Federal, State and local agencies; private industry; and non-governmental organization to meet the broader spectrum of recreational needs and demands.

The National Park Service will permit activities that—

- are appropriate to the purpose for which the park was established;

- are inspirational, educational or healthful and otherwise appropriate to the park environment;
- will foster an understanding of, and appreciation for, park resources and values, or will promote enjoyment through a direct association and interaction with or relation to park resources; and
- can be sustained without causing unacceptable impacts to park resources or values.

Specific uses and activities on federally owned lands within the boundary that may be permitted include, but are not limited to, the following:

- **Special Uses and Events.** Special events may be permitted by the Superintendent when there is a meaningful association between the park and the event, and the event will contribute to visitor understanding of the park's significance. Individual requests for a special park use permit or to renew authorization for existing uses will be reviewed and evaluated by the Superintendent. A special park use is a short-term activity that –
 - provides a benefit to an individual, group or organization rather than the public at large;
 - requires written authorization and some degree of management control from the National Park Service in order to protect park resources and the public interest;
 - is not prohibited by law or regulation;
 - is not initiated, sponsored or conducted by the National Park Service; and
 - is not managed under a National Park Service concession contract, a recreation activity for which the National Park Service charges a fee or a lease.

- **Placement of Temporary Memorial Tributes.** Placement of Temporary Memorial tributes will be permitted in designated areas and in a manner prescribed in the park’s Collections Management Plan. Items containing hemlock wreaths or boughs are prohibited.
- **Returning Recovered and Cremated Remains to the Sacred Ground.** Upon approval from the Superintendent, recovered remains of any of the passengers and crew of Flight 93 may be returned to the Sacred Ground upon request by family members. All other burials may be prohibited by the Superintendent. The scattering of human ashes from cremation is prohibited, except pursuant to the terms and conditions of a permit, or in designated areas, according to conditions established by the Superintendent.
- **Sorber Cemetery.** The burial of Sorber family members will be permitted to the extent practicable, pursuant to applicable regulations, until space allotted to the cemetery has been filled. Family members (or their designees) will be allowed access for purposes of maintenance and commemoration (such as wreath-laying and religious rituals). The Superintendent will keep an active file on the cemetery for the purpose of responding to requests and inquiries.
- **First Amendment Assemblage.** Requests to assemble and express public views under the First Amendment of the United States Constitution will be accommodated by permit in a specified location to ensure public safety, protection of the park’s resources and to avoid conflict with other users. The First Amendment permit will regulate the time, number of participants, use of the facilities and number and type of equipment used, but not the content of the

message presented. The Superintendent may issue or deny a request for a First Amendment permit.

- **Picnicking.** Picnicking will be permitted only in designated areas and only at levels so as not to impact the solemn setting of the national memorial.

PROHIBITED USES AND ACTIVITIES

The National Park Service will prohibit visitors from conducting activities that—

- will impair the memorial’s resources or its desired values;
- will create an unsafe or unhealthful environment for other visitors or park employees;
- are contrary to the purposes for which the park was established; or
- will unreasonably interfere with—
 - an atmosphere of peace and tranquility;
 - interpretive, visitor service, administrative, or other activities;
 - National Park Service contractor operations or concession services; or
 - other existing and prohibited park uses.

The park is not open to visitors before dawn or after dark. Due to the commemorative nature of Flight 93 National Memorial and the desire to achieve a tranquil, contemplative visitor experience, the following activities are prohibited:

- riding of motorized vehicles off designated roads,
- hunting, trapping or shooting weapons on land it owns within the memorial boundary,
- snowmobile riding, recreational horseback riding, fishing, swimming, camping, skateboarding, inline skating, cross country skiing and ice skating,



Tributes being left at the Temporary Memorial
(Jason Cohn, 2004)



Hemlock grove
(NPS, 2005)

- riding of bicycles off designated routes, and
- flying of kites, model airplanes and model rockets.

Unless permitted by the Superintendent, other prohibited park activities or uses include, but are not limited to, the following:

Commercial Activities. The sale or distribution of commercial material or advertising will be prohibited unless a permit has been obtained from the Superintendent. The National Park Service may allow, through the use of concession contracts, commercial visitor services that are necessary and appropriate for visitor use and enjoyment. Concession operations will be consistent with the protection of park resources and must demonstrate sound environmental management and stewardship.

Placement of Commemorative Installations. The installation of a monument, memorial, table, structure, planting or other commemorative installation will be prohibited unless approved by the Superintendent and authorized by the Director of the National Park Service. The Superintendent will develop a process and evaluation criteria for reviewing such requests with the Partners. This process will become a part of the Superintendent's Compendium and also applies to memorial or commemorative installations within the Sacred Ground.

Placement or Planting of Hemlock. A resource management plan will be prepared to protect the hemlock grove from pests, such as the hemlock woolly adelgid, and to protect other species. Use of hemlocks in any manner outside the approved management plan, such as wreaths, plantings or other tributes, especially at the Sacred Ground, will be strictly prohibited to reduce the risk of infestation of the hemlock grove by hemlock woolly adelgid.

This prohibition does not apply to plantings that are necessary to stabilize the hemlock grove at the Sacred Ground.

COSTS FOR BUILDING AND OPERATING THE MEMORIAL

Development Costs

As part of the design competition, all submittals were required to be achievable within a set project budget. This budget was for planning and comparison purposes. The budget for the memorial feature was \$27 million gross. The cost estimates for the visitor center and infrastructure were developed through the use of the National Park Service Facility Planning Model, which estimates facility and infrastructure needs based on visitation projections, comparable National Park Service facilities, industry standards and regional conditions.

The Partners initiated a fundraising feasibility study that showed \$30 million in private funds could be raised for the memorial feature. The cost estimate for the memorial feature includes development of the tower and associated plantings; the portal plaza; the curving landform including the allée and 40 groves of trees; and the plaza at the Sacred Ground. In the spring of 2006, the Partners launched a national fundraising campaign to raise funds for the Flight 93 memorial.

Since the conclusion of the competition, the projected cost estimates for the visitor center and infrastructure have been defined. Based on the National Park Service's facility planning model, the visitor center assumes a modest 8,000-square-foot facility that will be used to educate the public and interpret the story of Flight 93, provide basic visitor services, provide shelter from the weather, and house staff offices. Actual costs for the selected design will be refined through the design development

Flight 93 National Memorial Development Costs, 2005

Item	Budget*	Funding Source
Memorial Feature	\$27.00 million	Private
Visitor Center	\$ 6.00 million	State, Federal
Utilities and Parking	\$ 4.97 million	State, Federal
Roads	\$ 6.73 million	State, Federal
Total (Gross)	\$44.70 million	Private, State, Federal

*These figures are for planning and comparison purposes only and represent gross costs. These costs are based on 2005 estimates. Actual costs will be determined through the design development process. Development of the proposed facilities and infrastructure is dependent on availability of funding.

Source: National Park Service, 2005.

process. Development of the proposed facilities and infrastructure is dependent on the availability of funds and the success of the private fundraising campaign.

The cost estimates shown in the table above include almost \$650,000 for the illumination of the memorial features and the park during regular park hours. In the design concept, an extensive lighting program was proposed. Final determinations on illuminating the memorial and park hours of operation will be based on available funding and will be made during final design development phase.

The National Park Service conducts facility cost indexing and asset priority indexing to understand the relative condition and importance of existing structures. These analyses were not conducted for the General Management Plan because all structures within the core of the memorial are privately owned and many will be removed as part of the site reclamation or prior to land acquisition by the National Park Service.

Life Cycle Costs

Life cycle costs are used to make design and construction decisions, which reflect the aggregated one-time construction costs and any recurring costs into the future. The

National Park Service typically uses a 25-year planning horizon to project life-cycle costs in design and construction projects. The present worth method is used to convert present and future expenditures into an equivalent expenditure today. This method is based upon the time value of money or the principle that a dollar spent today is worth more in the future because if invested, it will yield a return.

To calculate the present worth of future annual and recurring (replacement) expenditures, a “discount rate” of 7 percent was used. The life cycle costs of the Flight 93 National Memorial over a 25-year period are presented in the following table.

Flight 93 National Memorial Life Cycle Costs over a 25-year Planning Horizon

Item	Cost ¹
Total Initial Cost (Net)	\$37.8 million ²
Total Replacement Cost/Salvage Value	\$ 6.3 million
Total Present Worth of Annual Costs (Staffing and Operations)	\$17.5 million ³
Total Life Cycle Costs	\$61.6 million⁴

¹Based on 2005 estimates.

²Includes net costs for initial construction of visitor center, memorial feature, interpretive displays and infrastructure

³Reflects a 4% per year increase in salary costs and operational costs over the 25 year study period brought back to present worth assuming a discount rate of 7%. This represents the amount of money that would be required today to cover this year's annual costs with the balance invested and withdrawn over the next 25 years to meet annual costs when required.

⁴Represents the total amount of money that would be required today to cover initial costs and this year's annual costs with the balance being invested and withdrawn over the next 25 years to meet annual and replacement costs when required.

Source: National Park Service, 2005.

The National Park Service will continue to utilize the services and support of the Ambassadors, a corps of local volunteers, and create additional opportunities for service through an official Volunteer-in-Parks Program.

Staff and Operating Costs

To effectively manage and operate the memorial, 14 full-time staff persons will be needed. This staffing level assumes some functions will be achieved in cooperation with other national park units in the region and that a large volunteer force will continue to be active. National Park Service positions include a Park Superintendent, as well as staff for operations, administration, resource protection, interpretation, volunteer coordination, curatorial, maintenance and law enforcement. The National Park Service will continue to utilize the services and support of the Ambassadors, a corps of local volunteers, and create additional opportunities for service through an official Volunteer-in-Parks Program.

The memorial will be open from dawn until dusk with extended summer hours. Should the National Park Service and the Partners decide through the design development process that illuminating the design is desirable and if funding is available, the National Park Service will revisit the operating hours and evaluate the increased utility costs and any necessary increases in staffing.

Park offices will most likely be located in the visitor center or in an existing building within the park boundary. Offsite space will no longer be leased and the park staff will be on the

memorial grounds and closer to visitors and the park resources. Because of the development costs associated with creating the memorial, it was assumed that for the life of this plan, funding will not be available for new collections or maintenance facilities. Collections will continue to be stored at an offsite location and maintenance operations will be based in one of the existing buildings on the site with materials and equipment storage provided through a partnership with local governments, organizations and other national park units in the region.

The park will prepare a landscape management plan to guide management of the open fields. The fields in the Bowl will receive the greatest attention and be managed as a meadow. For the Approach/Return zone, natural vegetation will continue to regenerate and woody successional growth will be periodically removed. Productive agricultural lands in the western Approach/Return zone could be maintained through agricultural lease. These maintenance expenses are included in the park's annual operating costs and will be accomplished through the use of park staff, contractors, and volunteers. The park may enter into an agreement with local nurseries to propagate trees to be used as replacement plantings that are important in the memorial design. An onsite nursery will not be created.

Estimated Operating Costs for the Flight 93 National Memorial	
Item	Cost¹
Salaries and Benefits (14 Full-time Staff)	\$ 800,000
Operations	\$ 200,000
Total	\$1,000,000
<small>¹Based on 2005 costs. These estimates are for comparing the alternatives and planning purposes only. Source: National Park Service, 2005.</small>	

Land Acquisition

The National Park Service is in the process of acquiring the core resource and visitor lands within the national memorial boundary. These lands are currently in private ownership. The official boundary map (see p. 7) for the national memorial shows two principal areas: 1) 1,355 acres for resource protection and visitor use areas, which will be protected through fee-simple acquisition by the National Park Service, and 2) 907 acres for resource protection, which will be protected in partnership with landowners, conservation groups and other agencies through less-than-fee acquisition (i.e., easements), or through fee acquisition, if necessary.

The total cost to acquire land for the memorial, including relocation expenses, is expected to be approximately \$10 million, based on 2005 dollars. Acquisition of these properties will depend on availability of funds.

MOVING FORWARD ...

The Flight 93 National Memorial Plan outlined in this document is an outgrowth of Congressional recognition and profound appreciation for the heroic acts of the passengers and crew of Flight 93, who courageously thwarted a planned attack on our nation's Capital and who, from their selfless acts, saved countless American lives. This Plan will serve as a guide for the development and future management of the memorial. It is the culmination of numerous studies, an open international design competition, an inclusive and transparent public involvement process, and the collaborative efforts of countless people,

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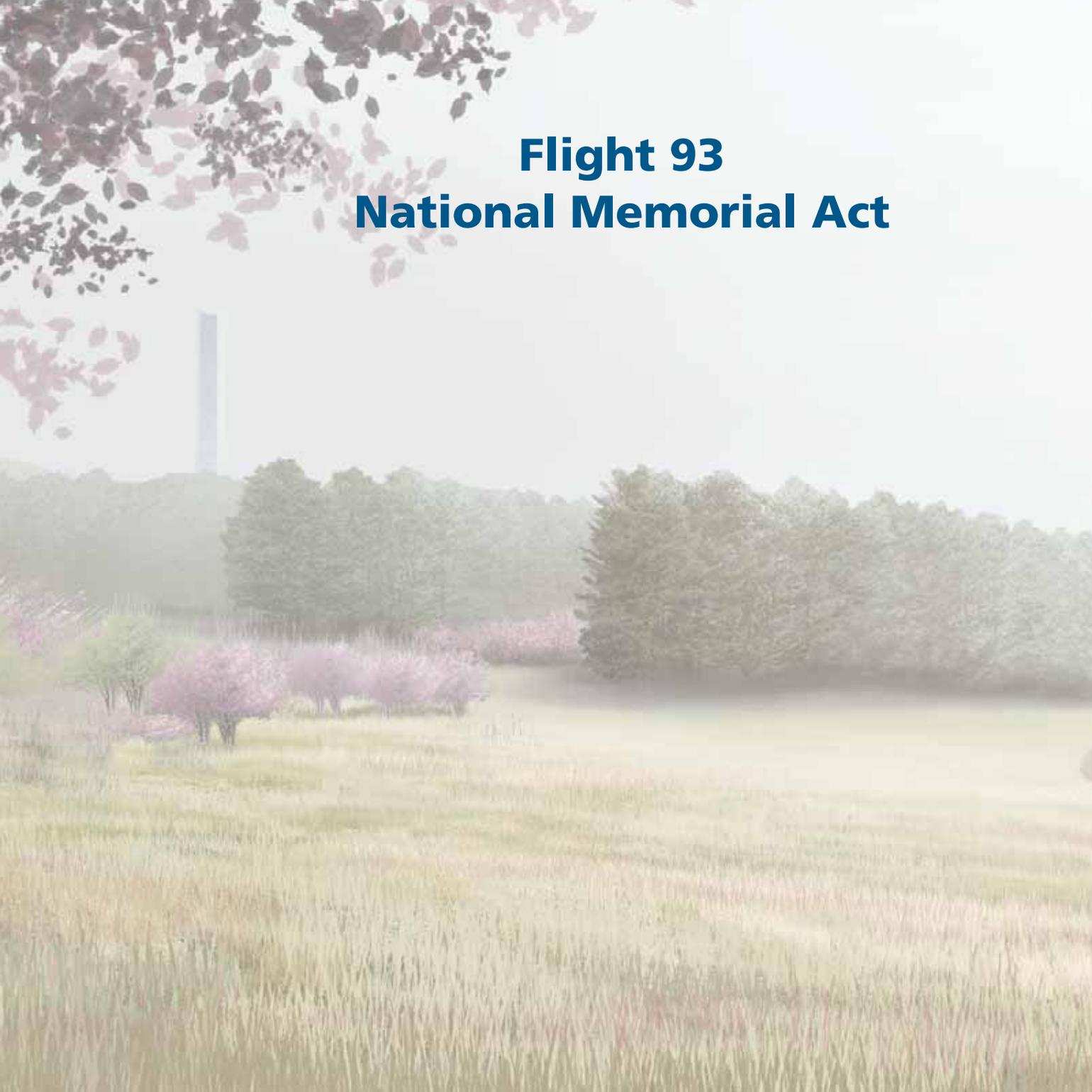
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**Flight 93
National Memorial Act**



Public Law 107–226
107th Congress

An Act

To authorize a national memorial to commemorate the passengers and crew of Flight 93 who, on September 11, 2001, courageously gave their lives thereby thwarting a planned attack on our Nation’s Capital, and for other purposes.

Sept. 24, 2002
[H.R. 3917]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the “Flight 93 National Memorial Act”.

Flight 93
National
Memorial Act.
16 USC 431 note.

SEC. 2. FINDINGS AND PURPOSES.

(a) FINDINGS.—Congress finds the following:

(1) Passengers and crewmembers of United Airlines Flight 93 of September 11, 2001, courageously gave their lives, thereby thwarting a planned attack on our Nation’s Capital.

(2) In the months since the historic events of September 11, thousands of people have visited the Flight 93 site, drawn by the heroic action and sacrifice of the passengers and crew aboard Flight 93.

(3) Many are profoundly concerned about the future disposition of the crash site, including grieving families of the passengers and crew, the people of the region who are the current stewards of the site, and a broad spectrum of citizens across the United States. Many of these people are forming the Flight 93 Task Force as a broad, inclusive organization to provide a voice for all interested and concerned parties.

(4) The crash site commemorates Flight 93 and is a profound symbol of American patriotism and spontaneous leadership of citizen-heroes. The determination of appropriate recognition at the crash site of Flight 93 will be a slowly unfolding process in order to address the interests and concerns of all interested parties. Appropriate national assistance and recognition must give ample opportunity for those involved to voice these broad concerns.

(5) It is appropriate that the crash site of Flight 93 be designated a unit of the National Park System.

(b) PURPOSES.—The purposes of this Act are as follows:

(1) To establish a national memorial to honor the passengers and crew of United Airlines Flight 93 of September 11, 2001.

(2) To establish the Flight 93 Advisory Commission to assist with consideration and formulation of plans for a permanent memorial to the passengers and crew of Flight 93, including its nature, design, and construction.

(3) To authorize the Secretary of the Interior (hereinafter referred to as the “Secretary”) to coordinate and facilitate the activities of the Flight 93 Advisory Commission, provide technical and financial assistance to the Flight 93 Task Force, and to administer a Flight 93 memorial.

Pennsylvania. **SEC. 3. MEMORIAL TO HONOR THE PASSENGERS AND CREWMEMBERS OF FLIGHT 93.**

There is established a memorial at the September 11, 2001, crash site of United Airlines Flight 93 in the Stonycreek Township, Somerset County, Pennsylvania, to honor the passengers and crew of Flight 93.

SEC. 4. FLIGHT 93 ADVISORY COMMISSION.

(a) ESTABLISHMENT.—There is established a commission to be known as the “Flight 93 Advisory Commission” (hereafter in this Act referred to as the “Commission”).

(b) MEMBERSHIP.—The Commission shall consist of 15 members, including the Director of the National Park Service, or the Director’s designee, and 14 members appointed by the Secretary from recommendations of the Flight 93 Task Force.

(c) TERM.—The term of the members of the Commission shall be for the life of the Commission.

(d) CHAIR.—The members of the Commission shall select the Chair of the Commission.

(e) VACANCIES.—Any vacancy in the Commission shall not affect its powers if a quorum is present, but shall be filled in the same manner as the original appointment.

(f) MEETINGS.—The Commission shall meet at the call of the Chairperson or a majority of the members, but not less often than quarterly. Notice of the Commission meetings and agendas for the meetings shall be published in local newspapers in the vicinity of Somerset County and in the Federal Register. Meetings of the Commission shall be subject to section 552b of title 5, United States Code (relating to open meetings).

(g) QUORUM.—A majority of the members serving on the Commission shall constitute a quorum for the transaction of any business.

(h) NO COMPENSATION.—Members of the Commission shall serve without compensation, but may be reimbursed for expenses incurred in carrying out the duties of the Commission.

(i) DUTIES.—The duties of the Commission shall be as follow:

(1) Not later than 3 years after the date of the enactment of this Act, the Commission shall submit to the Secretary and Congress a report containing recommendations for the planning, design, construction, and long-term management of a permanent memorial at the crash site.

(2) The Commission shall advise the Secretary on the boundaries of the memorial site.

(3) The Commission shall advise the Secretary in the development of a management plan for the memorial site.

(4) The Commission shall consult and coordinate closely with the Flight 93 Task Force, the Commonwealth of Pennsylvania, and other interested parties, as appropriate, to support and not supplant the efforts of the Flight 93 Task Force on and before the date of the enactment of this Act to commemorate Flight 93.

Notice.
Newspapers.
Federal Register,
publication.

Deadline.
Reports.

(5) The Commission shall provide significant opportunities for public participation in the planning and design of the memorial.

(j) POWERS.—The Commission may—

(1) make such expenditures for services and materials for the purpose of carrying out this Act as the Commission considers advisable from funds appropriated or received as gifts for that purpose;

(2) subject to approval by the Secretary, solicit and accept donations of funds and gifts, personal property, supplies, or services from individuals, foundations, corporations, and other private or public entities to be used in connection with the construction or other expenses of the memorial;

(3) hold hearings, enter into contracts for personal services and otherwise;

(4) do such other things as are necessary to carry out this Act; and

(5) by a vote of the majority of the Commission, delegate such of its duties as it determines appropriate to employees of the National Park Service.

(k) TERMINATION.—The Commission shall terminate upon dedication of the completed memorial.

SEC. 5. DUTIES OF THE SECRETARY.

The Secretary is authorized to—

(1) provide assistance to the Commission, including advice on collections, storage, and archives;

(2) consult and assist the Commission in providing information, interpretation, and the conduct of oral history interviews;

(3) provide assistance in conducting public meetings and forums held by the Commission;

(4) provide project management assistance to the Commission for planning, design, and construction activities;

(5) provide programming and design assistance to the Commission for possible memorial exhibits, collections, or activities;

(6) provide staff assistance and support to the Commission and the Flight 93 Task Force;

(7) participate in the formulation of plans for the design of the memorial, to accept funds raised by the Commission for construction of the memorial, and to construct the memorial;

(8) acquire from willing sellers the land or interests in land for the memorial site by donation, purchase with donated or appropriated funds, or exchange; and

(9) to administer the Flight 93 memorial as a unit of the National Park System in accordance with this Act and with the laws generally applicable to units of the National Park System such as the Act of August 25, 1916 (39 Stat. 585).

SEC. 6. CLARIFICATION OF PASSENGERS AND CREW.

For the purposes of this Act, the terrorists on United Airlines Flight 93 on September 11, 2001, shall not be considered passengers or crew of that flight.



flight 93



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural and cultural resources. This includes fostering sound use of our land and water resources, protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interest of all our people, by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

