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HOUSE OF REPRESENTATIVES
REPORT
115–930

9/11 MEMORIAL ACT

SEPTEMBER 10, 2018.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. BISHOP of Utah, from the Committee on Natural Resources, submitted the following

R E P O R T

[To accompany H.R. 6287]

[Including cost estimate of the Congressional Budget Office]

The Committee on Natural Resources, to whom was referred the bill (H.R. 6287) to provide competitive grants for the operation, security, and maintenance of certain memorials to victims of the terrorist attacks of September 11, 2001, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE BILL

The purpose of H.R. 6287 is to provide competitive grants for the operation, security, and maintenance of certain memorials to victims of the terrorist attacks of September 11, 2001.

BACKGROUND AND NEED FOR LEGISLATION

The National 9/11 Memorial located in New York City commemorates the attacks of September 11, 2001. The Memorial is the principal tribute of remembrance and honor to the nearly 3,000 people killed in the terror attacks at the World Trade Center site as well as the six people killed in the World Trade Center bombing in February 1993.[1] The 9/11 Memorial plaza opened on September 11, 2011, the 10th anniversary of the attacks. Since 2011, more than 37 million people have visited the plaza.[2] The Memorial plaza is located on the western side of the former World Trade Center com-

[1] "About the Memorial." National September 11 Memorial & Museum. Accessed August 27, 2018. http://www.911memorial.org/about-memorial.

[2] "Year in Review: 2017 at the 9/11 Memorial & Museum." National September 11 Memorial & Museum. December 29, 2017. Accessed August 27, 2018. https://www.911memorial.org/blog/year-review-2017–911-memorial-museum.

plex. The Memorial's twin reflecting pools, each nearly an acre in size, sit within the footprints where the Twin Towers once stood. The names of every person who died in the 2001 and 1993 attacks are inscribed into bronze panels edging the Memorial pools. Entrance to the Memorial plaza is free and open to the public year-round.

The National 9/11 Pentagon Memorial is located at the Pentagon in Virginia, across the Potomac River from Washington, D.C. This 2-acre Memorial commemorates the 184 lives lost in the attack on the Pentagon—those on American Flight 77 and those in the Pentagon itself.[3] Each person is represented by a cantilevered bench located over a small reflecting pool of water. The benches are inscribed with the victim's name, age and location at the time of the attack and are arranged by the age of the victim.[4] Visitation to the site is projected to reach 3.5 million visitors annually, and a non-profit group is raising funds for a visitor education center.[5] Entrance to the Memorial is free and open 365 days a year.[6]

The third memorial to 9/11 victims is found near Shanksville, Pennsylvania, the Flight 93 National Memorial. There the 40 brave passengers and crew who perished on United Airlines Flight 93 while thwarting a likely attack on the Nation's capital are memorialized at the Memorial Plaza, a white marble Wall of Names, a visitor center and the Flight Pathway Walkway and Overlook.[7] On September 9, 2018, the Tower of Voices, containing 40 individual wind chimes (one for each victim), was dedicated at the site.[8] The Memorial is operated by the National Park Service with the support of several non-profit support groups, including the Friends of Flight 93.[9] Even with a more remote location that the other two memorials, visitation at the site is growing, with a half million visitors in 2016.[10] The Flight 93 National Memorial is open year round and admission is free.[11]

H.R. 6287, authorizes the Secretary of the Interior to award grants, through a competitive process, to tax-exempt, nonprofit organizations for the operation and maintenance of memorials located within the United States established to commemorate the events of, and honor the victims of, the terrorist attacks on the World Trade Center, the Pentagon, and United Airlines Flight 93 on September 11, 2001, at the site of the attacks.

The House of Representatives considered a similar bill in the 114th Congress, H.R. 3036. It passed the House under suspension of the rules on February 9, 2016, by a 387–12 vote.

COMMITTEE ACTION

H.R. 6287 was introduced on June 28, 2018, by Congressman Thomas MacArthur (R–NJ). The bill was referred to the Committee on Natural Resources. On September 5, 2018, the Natural Re-

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[3] https://pentagonmemorial.org/plan/faq.
[4] https://pentagonmemorial.org/explore/design-elements.
[5] https://pentagonmemorial.org/visitor-education-center-0/project-information.
[6] https://pentagonmemorial.org/plan/faq.
[7] https://www.nps.gov/flni/planyourvisit/placestogo.htm.
[8] https://www.nps.gov/flni/planyourvisit/tower-of-voices-dedication.htm.
[9] https://www.nps.gov/flni/learn/news/upload/park_partners.pdf.
[10] http://www.tribdem.com/news/local_news/flight-national-memorial-luring-growing-number-of-visitors/article_925c350a-461c-5a45-bc72-d5d1ab37e735.html.
[11] https://www.nps.gov/flni/planyourvisit/hours.htm; https://www.nps.gov/flni/planyourvisit/basicinfo.htm.

sources Committee met to consider the bill. The Subcommittee was discharged by unanimous consent. No amendments were offered, and the bill was ordered favorably reported to the House of Representatives by unanimous consent.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

Regarding clause 2(b)(1) of rule X and clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee on Natural Resources' oversight findings and recommendations are reflected in the body of this report.

COMPLIANCE WITH HOUSE RULE XIII AND CONGRESSIONAL BUDGET ACT

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

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, September 10, 2018.

Hon. ROB BISHOP,
Chairman, Committee on Natural Resources,
House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 6287, the 9/11 Memorial Act.

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

Sincerely,

KEITH HALL,
Director.

Enclosure.

H.R. 6287—9/11 Memorial Act

Summary: H.R. 6287 would authorize the appropriation of $25 million a year through 2023 for the Department of the Interior (DOI) to award grants to non-profit organizations for the operation and maintenance of certain memorials to victims of the terrorist attacks on September 11, 2001. CBO estimates that implementing the bill would cost $100 million over the 2019–2023 period, assuming appropriation of the authorized amounts.

Enacting the bill would not affect direct spending or revenues; therefore, pay-as-you-go procedures do not apply.

CBO estimates that enacting H.R. 6287 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

H.R. 6287 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA).

Estimated cost to the Federal Government: The estimated budgetary effect of H.R. 6287 is shown in the following table. The costs

of the legislation fall within budget function 300 (natural resources and environment).

	By fiscal year, in millions of dollars—						
	2018	2019	2020	2021	2022	2023	2019–2023
INCREASES IN SPENDING SUBJECT TO APPROPRIATION							
Authorization Level	0	25	25	25	25	25	125
Estimated Outlays	0	20	20	20	20	20	100

Basis of estimate: For this estimate, CBO assumes that the legislation will be enacted in 2019 and that the authorized amounts will be appropriated each year.

H.R. 6287 would direct DOI to award grants to non-profit organizations whose missions focus on the operation and preservation of memorials that commemorate the events of and honor the victims of the terrorist attacks on September 11, 2001, at the sites of the attacks. The bill would authorize the appropriation of $25 million annually over the 2019–2023 period for those purposes.

CBO estimates that a limited number of non-profit organizations would be eligible to receive grants. Based on the costs to operate the covered memorials in recent years, CBO estimates that implementing H.R. 6287 would cost $20 million annually and $100 million over the 2019–2023 period. That amount includes costs for DOI to manage the grant applications and awards.

Pay-As-You-Go considerations: None.

Increase in long-term direct spending and deficits: CBO estimates that enacting H.R. 6287 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

Mandates: H.R. 6287 contains no intergovernmental or private-sector mandates as defined in UMRA.

Estimate prepared by: Federal Costs: Janani Shankaran, Mandates: Zachary Byrum.

Estimate reviewed by: Kim P. Cawley, Chief, Natural and Physical Resources Cost Estimates Unit; H. Samuel Papenfuss, Deputy Assistant Director for Budget Analysis.

2. General Performance Goals and Objectives. As required by clause 3(c)(4) of rule XIII, the general performance goal or objective of this bill is to provide competitive grants for the operation, security, and maintenance of certain memorials to victims of the terrorist attacks of September 11, 2001.

EARMARK STATEMENT

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

COMPLIANCE WITH PUBLIC LAW 104–4

This bill contains no unfunded mandates.

COMPLIANCE WITH H. RES. 5

Directed Rule Making. This bill does not contain any directed rule makings.

Duplication of Existing Programs. This bill does not establish or reauthorize a program of the federal government known to be duplicative of another program. Such program was not included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111–139 or identified in the most recent Catalog of Federal Domestic Assistance published pursuant to the Federal Program Information Act (Public Law 95–220, as amended by Public Law 98–169) as relating to other programs.

PREEMPTION OF STATE, LOCAL OR TRIBAL LAW

This bill is not intended to preempt any State, local or tribal law.

CHANGES IN EXISTING LAW

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

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