

TO AUTHORIZE THE SECRETARY OF THE INTERIOR TO DESIGNATE THE  
SEPTEMBER 11TH NATIONAL MEMORIAL TRAIL, AND FOR OTHER PUR-  
POSES

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JULY 22, 2021.—Committed to the Committee of the Whole House on the State of  
the Union and ordered to be printed  
—————

Mr. GRIJALVA, from the Committee on Natural Resources,  
submitted the following

R E P O R T

[To accompany H.R. 2278]

The Committee on Natural Resources, to whom was referred the bill (H.R. 2278) to authorize the Secretary of the Interior to designate the September 11th National Memorial Trail, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

The amendments are as follows:

Strike all after the enacting clause and insert the following:

**SECTION 1. SEPTEMBER 11TH NATIONAL MEMORIAL TRAIL ROUTE.**

(a) DEFINITIONS.—In this section:

(1) MAP.—The term “Map” means the map entitled “September 11th National Memorial Trail Route Proposed Trail Route,” numbered \_\_\_\_\_, and dated July 2021.

(2) SECRETARY.—The term “Secretary” means the Secretary of the Interior, acting through the Director of the National Park Service.

(3) TRAIL ROUTE.—The term “Trail Route” means the September 11th National Memorial Trail Route designated under subsection (b).

(b) ESTABLISHMENT OF TRAIL ROUTE.—

(1) DESIGNATION.—There is designated a Trail Route, to be known as the “September 11th National Memorial Trail Route”, to link the National 9/11 Memorial and Museum in New York City, the National 9/11 Pentagon Memorial in Arlington, Virginia, and the Flight 93 National Memorial in Somerset County, Pennsylvania. The September 11th National Memorial Trail Route shall—

(A) provide for a tribute to the family members and loved ones who were victims of the attack and the heroes of September 11th, including the first responders in the days, weeks, and months after the attack;

(B) be a trail of remembrance to honor the fallen in a tangible way that keeps their memories alive and reaffirms the exceptionalism of our country; and

(C) be a celebration of our Nation’s resilience and perseverance since September 11, 2001.

(2) ROUTE.—

(A) IN GENERAL.—The Trail Route shall consist of a series of trails as generally depicted on the Map.

(B) AVAILABILITY OF MAP.—The Map shall be available in the appropriate offices of the National Park Service.

(C) REVISION.—The Secretary may revise the Map by publication in the Federal Register of a notice of availability of a new Map.

(c) ADMINISTRATION.—The Trail Route program shall be administered by the Secretary in consultation with the affected landowners, including any Federal, State, Tribal or local agencies that manage the affected lands, but shall not be considered to be a unit of the National Park System or a part of the National Trail System.

(d) ACTIVITIES.—To facilitate the administration of the Trail Route program and the dissemination of information regarding the Trail Route, the Secretary shall—

(1) produce and disseminate appropriate educational materials regarding the Trail Route, such as handbooks, maps, exhibits, signs, interpretive guides, electronic information, and other interpretive materials;

(2) coordinate the management and planning of the Trail Route with participating property owners, other Federal agencies, State, Tribal, and local governments, and nonprofit entities;

(3) create and adopt an official, uniform symbol or device to mark the Trail Route;

(4) issue guidelines for the use of the symbol or device adopted under paragraph (3); and

(5) if deemed appropriate by the Secretary, authorize signage on lands managed by the General Services Administration or the National Park Service in the District of Columbia and its environs, without regard to the requirements of the Commemorative Works Act (40 U.S.C. 8901).

(e) COOPERATIVE AGREEMENTS AND MEMORANDA OF UNDERSTANDING.—To ensure effective coordination of the Federal and non-Federal properties along the Trail Route, the Secretary may enter into agreements with, and provide technical and financial assistance to, other Federal agencies, the State, localities, regional governmental bodies, and private entities.

Amend the title so as to read:

A bill to designate the September 11th National Memorial Trail Route, and for other purposes.

#### PURPOSE OF THE BILL

The purpose of H.R. 2278 is to designate the September 11th National Memorial Trail Route.

#### BACKGROUND AND NEED FOR LEGISLATION

H.R. 2278 designates the September 11th National Memorial Trail Route. The trail route would form an unbroken triangular trail linking the three sites of the September 11, 2001, attacks: the World Trade Center in New York City, New York; the Pentagon in Arlington, Virginia; and the Flight 93 Memorial near Shanksville, Pennsylvania. The trail route would be administered by the Secretary of the Interior, in consultation with affected landowners, but would not be considered as a unit of the National Park System or as a part of the National Trail System. The bill would also authorize the Secretary to enter into agreements with, and provide technical and financial assistance to, other federal agencies, states, localities, and private entities.

As we near the 20th anniversary of this horrific act of terrorism, this trail route would pay tribute to the family members and loved ones who were victims of the attack as well as the heroes of September 11th, including the first responders in the days, weeks, and months after the attack. The trail route would also enhance recreational opportunities in the region and provide the public a place to find respite in the memory of that day.

## COMMITTEE ACTION

H.R. 2278 was introduced on March 29, 2021, by Representative Gerry Connolly (D–VA). The bill was referred solely to the Committee on Natural Resources, and within the Committee to the Subcommittee on National Parks, Forests, and Public Lands. On May 27, 2021, the Subcommittee held a hearing on the bill. On July 14, 2021, the Natural Resources Committee met to consider the bill. The Subcommittee was discharged by unanimous consent. Rep. Joe Neguse (D–CO) offered an amendment designated Neguse #50. The amendment was agreed to by unanimous consent. The bill, as amended, was adopted and ordered favorably reported to the House of Representatives by unanimous consent.

## HEARINGS

For the purposes of clause 3(c)(6) of House rule XIII, the following hearing was used to develop or consider this measure: hearing by the Subcommittee on National Parks, Forests, and Public Lands held on May 27, 2021.

## 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) of rule XIII of the Rules of the House of Representatives and section 308(a) of the Congressional Budget Act of 1974 and with respect to requirements of clause (3)(c)(3) of rule XIII of the Rules of the House of Representatives and section 402 of the Congressional Budget Act of 1974, the Committee has requested but not received a cost estimate for this bill from the Director of Congressional Budget Office. The Committee adopts as its own cost estimate the forthcoming cost estimate of the Director of the Congressional Budget Office, should such cost estimate be made available before House passage of the bill.

The Committee has requested but not received from the Director of the Congressional Budget Office a statement as to whether this bill contains any new budget authority, spending authority, credit authority, or an increase or decrease in revenues or tax expenditures.

Congressional Budget Office staff have informed the Committee on a preliminary, informal, nonbinding basis that the bill will likely have no direct spending or revenue effects.

2. *General Performance Goals and Objectives.* As required by clause 3(c)(4) of rule XIII, the general performance goals and objectives of this bill are to designate the September 11th National Memorial Trail Route.

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.

UNFUNDED MANDATES REFORM ACT STATEMENT

An estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the Unfunded Mandates Reform Act was not made available to the Committee in time for the filing of this report. The Chair of the Committee shall cause such estimate to be printed in the *Congressional Record* upon its receipt by the Committee.

EXISTING PROGRAMS

This bill does not establish or reauthorize a program of the federal government known to be duplicative of another program.

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

PREEMPTION OF STATE, LOCAL, OR TRIBAL LAW

Any preemptive effect of this bill over state, local, or tribal law is intended to be consistent with the bill's purposes and text and the Supremacy Clause of Article VI of the U.S. Constitution.

CHANGES IN EXISTING LAW

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

SUPPLEMENTAL, MINORITY, ADDITIONAL, OR DISSENTING VIEWS

None.