

116TH CONGRESS  
1ST SESSION

# H. R. 4547

To impose safety requirements on commercial air tour flights, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 27, 2019

Mr. CASE (for himself and Mr. SHERMAN) introduced the following bill; which was referred to the Committee on Transportation and Infrastructure

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## A BILL

To impose safety requirements on commercial air tour flights, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Safe and Quiet Skies  
5 Act of 2019”.

6 **SEC. 2. REQUIREMENTS FOR COMMERCIAL AIR TOUR**  
7 **FLIGHTS.**

8 (a) **PROHIBITION OF OVERFLIGHTS.**—Notwith-  
9 standing any other provision of law, a commercial air tour  
10 may not operate within a half mile of the following:

1 (1) A military installation.

2 (2) A national cemetery.

3 (3) A unit of the National Wilderness Preserva-  
4 tion System.

5 (4) A unit of the National Park System.

6 (5) A unit of the National Wildlife Refuge Sys-  
7 tem.

8 (b) USE OF AUTOMATIC DEPENDENT SURVEIL-  
9 LANCE-BROADCAST (ADS-B) OUT EQUIPMENT.—The  
10 Administrator shall revise section 91.227 of title 14, Code  
11 of Federal Regulations, to require the use of ADS-B Out  
12 (as such term is defined in such section) during the entire  
13 operation of a commercial air tour.

14 (c) STERILE COCKPIT RULE.—The Administrator  
15 shall issue such regulations as are necessary to—

16 (1) impose the requirements of section 121.542  
17 of title 14, Code of Federal Regulations, on a com-  
18 mercial air tour and a pilot of a commercial air tour  
19 (including a commercial air tour that does not hold  
20 a certificate under part 121 of title 14, Code of Fed-  
21 eral Regulations);

22 (2) define tour-giving and providing an oral  
23 narration of the air tour as duties that are not re-  
24 quired for the safe operation of the aircraft for a  
25 commercial air tour (including a commercial air tour

1 that does not hold a certificate under part 121 of  
2 title 14, Code of Federal Regulations); and

3 (3) define a critical phase of flight for a com-  
4 mercial air tour (including a commercial air tour  
5 that does not hold a certificate under part 121 of  
6 title 14, Code of Federal Regulations) to include all  
7 ground operations involving taxi, takeoff, and land-  
8 ing, and all other flight operations regardless of alti-  
9 tude of operation.

10 (d) MINIMUM ALTITUDES.—

11 (1) IN GENERAL.—Notwithstanding any other  
12 provision of law, a commercial air tour may not op-  
13 erate at an altitude of less than 1,500 feet.

14 (2) EXCEPTIONS.—

15 (A) SAFE HARBOR.—An operator of a  
16 commercial air tour may fly below the altitude  
17 described in paragraph (1) for reasons of safety  
18 if unpredictable circumstances occur.

19 (B) FAA REQUIREMENTS.—The Adminis-  
20 trator may permit an operator of a commercial  
21 air tour to operate below the altitude described  
22 in paragraph (1) for flight operations for take-  
23 off and landing.

24 (3) RULE OF CONSTRUCTION.—If a reasonable  
25 individual would believe a commercial air tour could

1 not safely fly at a minimum altitude of 1,500 feet  
2 for the duration of the flight given the conditions at  
3 takeoff, the safe harbor described in paragraph  
4 (2)(A) shall not apply.

5 (e) OCCUPIED AREAS.—

6 (1) IN GENERAL.—Notwithstanding any other  
7 provision of law, a commercial air tour may not op-  
8 erate within half a mile of an occupied area unless  
9 the aircraft has noise suppression technology that  
10 brings noise to the lesser of—

11 (A) a maximum level of 55 dbA as meas-  
12 ured from such occupied area; and

13 (B) a maximum level required in such oc-  
14 cupied area by a requirement imposed pursuant  
15 to section 3(a) of this Act or section 40128(f)  
16 of title 49, United States Code.

17 (2) REGULATIONS.—The Administrator shall  
18 revise subparts F and H of part 36 of title 14, Code  
19 of Federal Regulations, and related appendices, to  
20 reduce noise limits in accordance with paragraph  
21 (1).

22 **SEC. 3. DELEGATED AUTHORITY TO STATE AND LOCAL**  
23 **REGULATORS.**

24 (a) IN GENERAL.—Notwithstanding any other provi-  
25 sion of law, a State or locality may impose additional re-

1 requirements on commercial air tours (but may not waive  
2 any requirements described in this Act or in the amend-  
3 ments made by this Act), including—

4 (1) banning such tours;

5 (2) imposing day and time flight restrictions;

6 (3) regulating the total number of flights per  
7 day;

8 (4) regulating route requirements over occupied  
9 areas;

10 (5) prohibiting flights over State or local parks,  
11 ocean recreation, cemeteries, and other areas of  
12 State interest; and

13 (6) requiring commercial air tours to operate at  
14 lower decibels for purposes of noise requirements.

15 (b) FAA EXCEPTIONS.—The Administrator may in-  
16 validate a requirement imposed pursuant to subsection (a)  
17 if required for flight operations for takeoff and landing.

18 **SEC. 4. PUBLIC ENGAGEMENT THROUGHOUT FEDERAL**

19 **AND STATE REGULATORY PROCESS.**

20 During the promulgation of any regulation required  
21 by this Act or the drafting and update of the Air Tours  
22 Common Procedural Manuals, the requirements of the Ad-  
23 ministrative Procedure Act shall apply.

1 **SEC. 5. PENALTIES.**

2 The Administrator shall impose penalties for viola-  
3 tions of this Act or the amendments made by this Act,  
4 including revoking any certifications or permits issued to  
5 operate a commercial air tour.

6 **SEC. 6. CONFORMING EDITS.**

7 Section 40128 of title 49, United States Code, is  
8 amended—

9 (1) by striking “a national park or” in each  
10 place in which it appears;

11 (2) by striking “park or” in each place in which  
12 it appears;

13 (3) by striking subsection (a)(2) and inserting  
14 the following:

15 “(2) APPLICATION FOR OPERATING AUTHOR-  
16 ITY.—Before commencing commercial air tour oper-  
17 ations over tribal lands, a commercial air tour oper-  
18 ator shall apply to the Administrator for authority  
19 to conduct the operations over the tribal lands.”;

20 (4) by striking subsection (a)(3);

21 (5) by striking subsection (a)(5);

22 (6) in subsection (b)(1)(A), by striking “over  
23 the park” and inserting “over the lands”;

24 (7) by striking subsection (b)(1)(C);

25 (8) by striking subsection (b)(3);

26 (9) by striking subsection (b)(7);

1 (10) by striking subsection (c)(2)(B);

2 (11) in subsection (c)(3)(B), by striking “at  
3 the” in each place in which it appears;

4 (12) in subsection (d)(1), by striking “over a  
5 national park under interim operating authority  
6 granted under subsection (c) or”;

7 (13) by striking subsection (e);

8 (14) by striking subsection (f) and inserting the  
9 following:

10 “(f) TRIBAL AUTHORITY.—

11 “(1) IN GENERAL.—Notwithstanding any other  
12 provision of law, a tribal entity may impose addi-  
13 tional requirements on commercial air tours (but  
14 may not waive any requirements described in the  
15 Safe and Quiet Skies Act of 2019 or in the amend-  
16 ments made by the Safe and Quiet Skies Act of  
17 2019), including—

18 “(A) banning such tours;

19 “(B) imposing day and time flight restric-  
20 tions;

21 “(C) regulating the total number of flights  
22 per day;

23 “(D) regulating route requirements over  
24 occupied areas;

1           “(E) prohibiting flights over tribal parks,  
2           ocean recreation, cemeteries, and other areas of  
3           tribal interest; and

4           “(F) requiring commercial air tours to op-  
5           erate at lower decibels for purposes of noise re-  
6           quirements.

7           “(2) FAA EXCEPTIONS.—The Administrator of  
8           the Federal Aviation Administration may invalidate  
9           a regulation imposed pursuant to paragraph (1) if  
10          required for flight operations for takeoff and land-  
11          ing.

12          “(3) TRIBAL ENTITY.—In this subsection, the  
13          term ‘tribal entity’ means—

14                 “(A) tribal organizations as defined in sec-  
15                 tions 4(l) of the Indian Self-Determination and  
16                 Education Assistance Act of 1975 (25 U.S.C.  
17                 5304);

18                 “(B) tribally designated housing entities as  
19                 defined in section 4(22) of the Native American  
20                 Housing Assistance and Self-Determination Act  
21                 of 1996 (25 U.S.C. 4103(22)); or

22                 “(C) Indian-owned businesses and tribal  
23                 enterprises as defined in sections 3(5) and 3(8)  
24                 of the Native American Business Development,



1 Trade Promotion, and Tourism Act of 2000 (25  
2 U.S.C. 4302(5) and (8)).”;

3 (15) in subsection (g)(1), by striking “over a  
4 national park” and inserting “over tribal lands”;

5 (16) in subsection (g)(2), by striking “over a  
6 national park” and inserting “over tribal lands”;

7 and

8 (17) by striking subsection (g)(4).

9 **SEC. 7. NTSB RECOMMENDATIONS.**

10 (a) IN GENERAL.—The Administrator shall imple-  
11 ment all recommendations concerning operators under  
12 part 135 of title 14, Code of Federal Regulations, that—

13 (1) were issued by the National Transportation  
14 Safety Board; and

15 (2) are considered by the Board to be open un-  
16 acceptable response.

17 (b) PART 135 REGULATION.—The Administrator—

18 (1) shall require all commercial air tours to op-  
19 erate pursuant to part 135 of title 14, Code of Fed-  
20 eral Regulations; and

21 (2) may not permit a commercial air tour to op-  
22 erate pursuant to part 91 of title 14, Code of Fed-  
23 eral Regulations.

24 **SEC. 8. DEFINITIONS.**

25 In this Act, the following definitions apply:

1           (1) ADMINISTRATOR.—The term “Adminis-  
2           trator” means the Administrator of the Federal  
3           Aviation Administration.

4           (2) ALTITUDE.—The term “altitude” means  
5           the distance above ground level between an aircraft  
6           and the highest obstacle that is within 2 miles of the  
7           location over which such aircraft is flying at any  
8           time.

9           (3) COMMERCIAL AIR TOUR.—The term “com-  
10          mercial air tour” means any flight conducted for  
11          compensation or hire in a powered aircraft where a  
12          purpose of the flight is sightseeing or intentional  
13          parachuting. If the operator of a flight asserts that  
14          the flight is not a commercial air tour, factors that  
15          can be considered by the Administrator in making a  
16          determination of whether the flight is a commercial  
17          air tour include—

18                 (A) whether there was a holding out to the  
19                 public of willingness to conduct a sightseeing or  
20                 intentional parachuting flight for compensation  
21                 or hire;

22                 (B) whether a narrative was provided that  
23                 referred to areas or points of interest on the  
24                 surface;

25                 (C) the area of operation;

1 (D) the frequency of flights;

2 (E) the route of flight;

3 (F) the inclusion of sightseeing or inten-  
4 tional parachuting flights as part of any travel  
5 arrangement package; or

6 (G) whether the flight in question would or  
7 would not have been canceled based on poor vis-  
8 ibility of the surface.

9 (4) DBA.—The term “dbA” means the A-  
10 weighted sound level or unit of measurement de-  
11 scribing the total sound level of all noises as meas-  
12 ured with a sound level meter using the A weighting  
13 network.

14 (5) OCCUPIED AREA.—The term “occupied  
15 area” means land area that is used by people, in-  
16 cluding residential areas, commercial areas, and rec-  
17 reational areas.

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