

105TH CONGRESS
1ST SESSION

H. R. 1187

To provide for the regulation of the airspace over National Park System lands in the State of Hawaii by the Federal Aviation Administration and the National Park Service, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

MARCH 20, 1997

Mrs. MINK of Hawaii introduced the following bill; which was referred to the Committee on Resources, and in addition to the Committee on Transportation and Infrastructure, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To provide for the regulation of the airspace over National Park System lands in the State of Hawaii by the Federal Aviation Administration and the National Park Service, 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. FINDINGS.**

4 The Congress finds the following:

5 (1) The National Park Service administers Fed-
6 eral parks, monuments, and reservations, to conserve
7 the scenery, the natural and historic objects, and

1 wildlife therein, and provides for the enjoyment of
2 the same in such manner and by such means as will
3 leave them unimpaired for the enjoyment of future
4 generations.

5 (2) It is the function of the Federal Aviation
6 Administration to manage the safe and efficient use
7 of the navigable airspace of the United States, as
8 provided for in section 40103 of title 49, United
9 States Code.

10 (3) The National Park Service lands in the
11 State of Hawaii, consisting of Kaloko-Honokohau
12 National Historical Park, Kalaupapa National His-
13 torical Park, Pu'u honua o Honaunau National His-
14 torical Park, Pu'u Kohola Heiau National Historic
15 Site, Haleakala National Park, and Hawaii Volca-
16 noes National Park, are managed for the purposes
17 of wilderness preservation, protecting natural, cul-
18 tural, historical, and wildlife resources, and for pro-
19 motion of the public enjoyment and use of these re-
20 sources.

21 (4) Haleakala and Hawaii Volcanoes National
22 Parks are designated by the United Nations as
23 International Biosphere Reserves because of their
24 internationally significant scenery and plant and ani-
25 mal communities, and furthermore that Hawaii Vol-

1 canoes National Park is designated by the United
2 Nations as a World Heritage Site because of the sig-
3 nificance of Mauna Loa and Kilauea Volcanoes.

4 (5) In recognition of the values for which Na-
5 tional Park Service lands are managed, an above
6 ground level (AGL) minimum altitude of 1,500 feet
7 should be established for aircraft flying in airspace
8 over certain lands administered by the National
9 Park Service.

10 (6) The auditory and visual intrusion of aircraft
11 flying at low altitudes is the source of public com-
12 plaint in certain areas administered by the National
13 Park Service.

14 (7) Aircraft flying at low altitudes may pose a
15 potential hazard to wildlife in certain areas adminis-
16 tered by the National Park Service.

17 (8) Aircraft flying at low altitudes over large
18 concentrations of migratory birds may pose a poten-
19 tial safety hazard to pilots and passengers in certain
20 areas administered by the National Park Service.

21 (9) The Federal Aviation Administration and
22 National Park Service should act in cooperation to
23 reduce the incidence of low-flying aircraft, including
24 fixed-wing aircraft, helicopters, ultralight vehicles,
25 balloons, and gliders over National Park Service ad-

1 ministered land by complying with the 1,500 feet
2 AGL minimum altitude requirement, to avoid flying
3 over areas which the National Park Service des-
4 ignates as noise-sensitive, and to respect standoff
5 distances away from areas which the National Park
6 Service designates as primary visitor use areas.

7 **SEC. 2. NATIONAL PARK SERVICE RESPONSIBILITIES.**

8 The Director of the National Park Service shall be
9 responsible for the following:

10 (1) IDENTIFICATION OF SPECIFIC AREAS.—
11 Identifying specific areas where low-flying aircraft
12 may constitute an adverse impact on resources and
13 conveying specific information, including annotated
14 maps, which indicate designated flight-free areas
15 and primary visitor use areas, to the Federal Avia-
16 tion Administration for appropriate action as de-
17 scribed in section 3.

18 (2) LOW-FLYING REPORTING SYSTEM.—Devel-
19 oping and implementing a standardized reporting
20 system acceptable to the Federal Aviation Adminis-
21 tration to document instances of low-flying aircraft
22 over National Park Service administered lands. This
23 reporting system shall provide for transmittal of
24 such documentation in a timely manner to the Hon-

1 olulu Federal Aviation Administration Flight Stand-
2 ards district office.

3 (3) TRAINING.—Developing training programs
4 and instructional materials for National Park Serv-
5 ice personnel to enable them to recognize and report
6 instances of low-flying aircraft in a competent and
7 professional manner. The appropriate training pro-
8 grams of the National Park Service shall expand to
9 incorporate the subject matter into in-service train-
10 ing requirements. The Director of the National Park
11 Service shall seek the assistance of the Federal Avia-
12 tion Administration to help develop training cur-
13 rricula.

14 (4) QUARTERLY MEETING.—Making personnel
15 available from the National Park Service to meet
16 quarterly with the Federal Aviation Administration
17 and affected pilots to discuss resources management
18 objectives and issues associated with low-flying air-
19 craft.

20 **SEC. 3. FEDERAL AVIATION ADMINISTRATION RESPON-**
21 **SIBILITIES.**

22 The Administrator of the Federal Aviation Adminis-
23 tration shall be responsible for the following:

24 (1) COMMUNICATION WITH PILOTS.—Commu-
25 nicating to pilots the concerns and objectives of the

1 National Park Service about low-flying aircraft in
2 specified areas, using advisories, bulletins, the Fed-
3 eral Aviation Administration publication, The Fed-
4 eral Aviation News, the ongoing “Accident Preven-
5 tion Program” for routine pilots’ contact, and other
6 means of communications with pilots, impressing
7 upon pilots that pilot participation is strongly en-
8 couraged to ensure protection of resources and the
9 enjoyment of natural areas by the public.

10 (2) INVESTIGATIONS.—Investigating instances
11 of pilot deviations from the Federal Aviation Admin-
12 istration requested minimum altitude over areas,
13 and National Park Service-designated flight-free and
14 primary visitor use areas in lands administered by
15 the National Park Service, and taking action to dis-
16 courage deviations with the objectives of reducing or
17 eliminating such incidents in these areas.

18 (3) MILITARY AIRCRAFT.—Assisting the Na-
19 tional Park Service in communicating with the var-
20 ious agencies of the Department of Defense with re-
21 gard to military aircraft operations over National
22 Park Service administered areas.

23 (4) AVAILABILITY OF STATUS AND RESULTS OF
24 INVESTIGATIONS.—Making available to the National
25 Park Service, at the Federal Aviation Administra-

1 tion Flight Standards district office, the status and
2 results of the Federal Aviation Administration's in-
3 vestigation of instances reported by the National
4 Park Service.

5 (5) SUPPORT OF AVIATION GROUPS.—Enlisting
6 the support of all aviation groups and organizations
7 by requesting they disseminate information about
8 problems associated with aircraft operating at low
9 altitudes over areas administered by the National
10 Park Service.

11 (6) MEETINGS WITH NATIONAL PARK SERV-
12 ICE.—Assisting the National Park Service in com-
13 bating problems associated with low-flying aircraft
14 by participating in appropriate meetings at field and
15 regional levels.

16 **SEC. 4. FLIGHT RESTRICTION DESIGNATIONS.**

17 (a) PROHIBITION ON AIRCRAFT OPERATIONS OVER
18 NOISE SENSITIVE AREAS.—It shall be unlawful to operate
19 an aircraft over the following locations:

20 (1) Kaloko Honokohau, Pu'u honua o
21 Honaunau, Pu'u kohola Heiau, and Kalaupapa Na-
22 tional Historical Parks and any area that is within
23 a 2-mile radius of one of the Parks.

24 (2) The Crater District and Kipahulu Valley in
25 Haleakala National Park (including adjacent rain

1 forest areas within the Park) and any area that is
2 within a 2-mile radius of the Sliding Sands trailhead
3 in the Park.

4 (3) The designated wilderness areas consisting
5 of Mauna Loa, Ola's Forest, East Rift, and Kau
6 Desert, the summit of Kilauea, and the coastal area
7 between Ka'aha and Kamoamoa in Hawaii Volca-
8 noes National Park and any area that is within a 2-
9 mile radius of the Kilauea summit, the Chain of
10 Craters corridor, or the Kamoamoa village sites in
11 the Park.

12 (b) MINIMUM ALTITUDE RESTRICTION.—

13 (1) IN GENERAL.—It shall be unlawful for any
14 fixed wing aircraft or helicopter flying under visual
15 flight rules to fly at an altitude of less than 1,500
16 feet over the surface of any National Park System
17 lands in the State of Hawaii not subject to sub-
18 section (a).

19 (2) SURFACE DEFINED.—In this subsection, the
20 term “surface” refers to the highest terrain within
21 such lands which is within 1,500 feet laterally of the
22 route of flight.

23 (c) ENFORCEMENT.—For purposes of enforcement,
24 the prohibitions under subsections (a) and (b) shall be

1 treated as a requirement established pursuant to section
2 40103 of title 49, United States Code.

3 (d) EXCEPTIONS.—The Administrator of the Federal
4 Aviation Administration may provide exceptions from the
5 prohibitions under subsections (a) and (b) in an emer-
6 gency and as otherwise required for safety of flight.

7 (e) NOTICE TO PILOTS.—To provide information to
8 pilots regarding the restrictions established under sub-
9 sections (a) and (b), the Administrator shall provide public
10 notice of such restrictions in appropriate publications of
11 the Federal Aviation Administration as soon as practicable
12 after the date of the enactment of this Act.

13 **SEC. 5. FEDERAL AVIATION ADMINISTRATION AND NA-**
14 **TIONAL PARK SERVICE JOINT RESPONSIBIL-**
15 **ITY.**

16 The Administrator of the Federal Aviation Adminis-
17 tration and the Director of the National Park Service shall
18 jointly be responsible for the following:

19 (1) ADDITIONAL ASSESSMENTS.—Assessing sit-
20 uations in addition to those specified in section 4
21 where impacts of aircraft operations upon human,
22 cultural, or natural resources are sufficiently serious
23 to warrant consideration of site-specific action by
24 the Federal Aviation Administration to minimize or
25 eliminate the causes of such problems.

1 (2) INFORMATIONAL MATERIALS AND SCI-
2 ENTIFIC STUDIES.—Preparing public informational
3 materials, including printed matter and audio-visual
4 programs, for communication to pilots using existing
5 Federal Aviation Administration pilot-contact meet-
6 ings and programs, aviation periodicals, and other
7 means of generating pilot understanding of National
8 Park Service resources management objectives.
9 Where appropriate, the Federal Aviation Adminis-
10 tration and the National Park Service will share in-
11 formation on techniques of conducting scientific
12 studies and data collection to facilitate understand-
13 ing of the impact of aircraft operations on affected
14 resources.

15 (3) PROCEDURES.—Working together to define
16 procedures for use at national headquarters and
17 field office levels to address overflight issues over
18 public land areas.

19 **SEC. 6. APPLICABILITY OF CERTAIN REGULATIONS TO CER-**
20 **TAIN SIGHTSEEING FLIGHTS.**

21 Parts 91 and 135 of title 14, Code of Federal Regula-
22 tions, relating to general operating and flight rules and
23 to air taxi operators and commercial operators, respec-
24 tively, shall apply to nonstop sightseeing flights that begin

- 1 and end at the same airport and are conducted within a
- 2 25 statute mile radius of the airport.

