Federal Aviation Agency
Washington, D.C.

Civil Air Regulations, Part 60

AIR TRAFFIC RULES

Supplement No. 5, CAR 60 dated May 15, 1961 **November 15, 1961**

SUBJECT: Amendment 60–25 to CAR 60.

Amendment 60–25 was adopted by the Administrator on November 13, 1961, and amends CAR 60 by adding a new section, 60.27, Aircraft Speed, effective December 19, 1961. This new section prohibits the operation of an arriving aircraft at indicated airspeed in excess of 250 knots (288 m.p.h.) during flight below 10,000 feet m.s.l. within 30 miles of the airport of intended landing.

Included in this supplement as an addendum is the preamble to Amendment 60–25, which provides certain policies relative to the rule. This amendment is forwarded in advance of its effective date to afford additional public notice of its provisions. Addendum material should be inserted immediately; page revisions should be inserted on December 19, 1961.

Remove the following pages:	*Insert the following new pages:*
III and IV	III and IV
5 and 6	5 through 6–1
	P–1 through P–5

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ATTACHMENTS.

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NOTE.—The statements contained in the notes in this Part are intended as explanation only and shall not be construed as official interpretations of the regulations.

(Rev. 11/15/61)

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pattern of such designated airport if prior authorization from the appropriate airport traffic control tower has been given.

60.19 Air traffic control instructions. No person shall operate an aircraft contrary to air traffic control instructions in areas where air traffic control is exercised.

60.20 Notification of arrival. If a flight plan has been filed, the pilot in command of the aircraft, upon landing or completion of the flight, shall file an arrival or completion notice with the nearest Federal Aviation Agency communication station or control tower.

60.21 Adherence to air traffic clearances. When an air traffic clearance has been obtained under either the VFR or IFR rules, the pilot in command of the aircraft shall not deviate from the provisions thereof unless an amended clearance is obtained. In case emergency authority is used to deviate from the provision of an air traffic clearance, the pilot in command shall notify air traffic control as soon as possible and, if necessary, obtain an amended clearance. However, nothing in this section shall prevent a pilot, operating on an IFR traffic clearance, from notifying air traffic control that he is canceling his IFR flight plan and proceeding under VFR: *Provided*, That he is operating in VFR weather conditions when he takes such action.

60.22 Water operations. An aircraft operated on the water shall, insofar as possible, keep clear of all vessels and avoid impeding their navigation. The following rules shall be observed with respect to other aircraft or vessels operated on the water:

(a) *Crossing.* The aircraft or vessel which has the other on its right shall give way so as to keep well clear;

(b) *Approaching head-on.* When aircraft, or an aircraft and vessel, approach head-on, or approximately so, each shall alter its course to the right to keep well clear;

(c) *Overtaking.* The aircraft or vessel which is being overtaken has the right-of-way, and the one overtaking shall alter its course to keep well clear;

(d) *Special circumstances.* When two aircraft, or an aircraft and vessel, approach so as to involve risk of collision, each shall proceed with careful regard to existing circumstances and conditions including the limitations of the respective craft.

Note: The rules for operating aircraft on the surface of the water conform to marine rules for the operation of vessels. The "Special circumstances" rule is provided for situations wherein it may be impracticable or hazardous for a vessel or another aircraft to bear to the right because of depth of a waterway, wind conditions, or other circumstances.

60.23 Aircraft lights. Between sunset and sunrise:

(a) All aircraft in flight or operated on the ground or under way on the water shall display position lights;

(b) All aircraft parked or moved within or in dangerous proximity to that portion of any airport used for, or available to, night flight operations shall be clearly illuminated or lighted, unless the aircraft are parked or moved in an area marked with obstruction lights;

(c) All aircraft at anchor shall display anchor lights, unless in an area within which lights are not required for vessels at anchor; and

(d) Within the State of Alaska the lights required in paragraphs (a), (b), and (c) of this section shall be displayed during those hours specified and published by the Administrator.

Note: International visual distress and urgency signals are contained in the FAA Flight Information Manual for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C.

60.24 Flight test. The following provisions shall apply to the flight testing of aircraft unless otherwise authorized by the Administrator under such conditions as he may prescribe:

(a) No person shall flight test an aircraft unless such flight test is conducted:

(1) Over open water or sparsely populated areas having light air traffic and approved by the Administrator; or

(2) Over an area designated by the Administrator.

(b) This section shall not apply to take-offs and landings and operations necessary for flights to and from approved flight areas of production aircraft and aircraft which have been subject to major alterations as defined in Part 18 of the Civil Air Regulations.

(c) All flight tests shall be conducted in accordance with such traffic rules as the Administrator may from time to time prescribe.

Note: It should be recognized that any flight operation that requires excessive preoccupation with cockpit duties may result in careless or reckless operation of aircraft. See Example (c) under section 60.12 of the Civil Air Regulations.

60.25 Altimeter setting. The cruising altitude or flight level of aircraft shall be maintained by reference to an altimeter which shall be set:

(a) At or below 23,500 feet MSL, to the current reported altimeter setting of a station along the route of flight within 100 nautical miles: *Provided,* That where there is no such station, the current reported altimeter setting of an appropriate available station shall be used: *And provided further,* That in aircraft having no radio the altimeter shall be set to the elevation of the airport of departure or appropriate altimeter settings available prior to departure shall be used.

(b) At or above 24,000 feet MSL, to 29.92" Hg. The use of flights levels below this altitude is not permissible.

(c) For overseas operations, in ICAO Flight Information Regions, in accordance with ICAO Regional Supplementary Procedures.

Note: Flight levels appropriate to normally encountered atmospheric pressure are shown in the table following:

Atmospheric pressure in inches of mercury	Lowest usable flight level
29.92	240
29.91 to 29.42	245
29.41 to 28.92	250
28.91 to 28.42	255
28.41 to 27.92	260

60.26 Flight crew members at controls. All required flight crew members when on flight deck duty shall remain at their respective stations while the aircraft is taking off or landing, and while en route except when the absence of one such flight crew member is necessary for the performance of his duties in connection with the operation of the aircraft. All flight crew members shall keep their seat belts fastened when at their respective stations.

[*60.27 Aircraft speed.* A person shall not operate an arriving aircraft at an indicated airspeed in excess of 250 knots (288 m.p.h.) during flight below 10,000 feet mean sea level within 30 nautical miles of an airport where a landing is intended or where a simulated approach will be conducted unless the operating limitations or military normal operating procedures require a greater airspeed, in which case the aircraft shall not be flown in excess of such speed.]

Visual Flight Rules (VFR)

60.30 Basic VFR minimum weather conditions. Aircraft shall not be flown VFR in weather conditions below those specified herein except as provided in section 60.31. When VFR flight operations are conducted in accordance with the provisions of section 60.32 at an altitude coincident with the designated base of the continental control area, control area or transition area, the visibility and clearance-from-cloud requirements applicable to the immediately underlying airspace shall govern.

(a) *Clearance from clouds.*

(1) *In controlled airspace.* Aircraft shall not be flown VFR less than 500 feet vertically under, 1,000 feet vertically over, and 2,000 feet horizontally from any cloud formation, except that in the continental control area, aircraft shall not be flown VFR less than 1,000 feet vertically and one mile horizontally from any cloud formation. Aircraft shall not be flown VFR within a control zone beneath the ceiling when the ceiling is less than 1,000 feet.

(2) *Outside controlled airspace.* When at an altitude of more than 1,200 feet above the surface, aircraft shall not be flown VFR less than 500 feet vertically under, 1,000 feet vertically over, and 2,000 feet horizontally from any cloud formation. When at an altitude of 1,200 feet or less above the surface, aircraft flown VFR shall be flown clear of clouds.

(b) *Visibility within controlled airspace.*

(1) *Control zones.* When the flight visibility is less than 3 miles, no person shall operate an aircraft VFR in flight within a control zone. When the ground visibility is less than 3 miles, no person shall take off or land an aircraft or enter the traffic pattern of an airport within a control zone.

(2) *Control area.* When the flight visibility is less than 3 miles, no person shall operate an aircraft VFR in flight within a control area.

(3) *Transition area.* When the flight visibility is less than three miles, no person shall operate an aircraft VFR within a transition area.

(4) *Continental control area.* When the flight visibility is less than 5 miles, no person shall operate an aircraft VFR in flight within the continental control area.

P

Addendum

Preambles to amendments to Civil Air Regulations, Part 60

NOTE

Part 60 of the Civil Air Regulations was last reprinted on May 15, 1961. This was not a general revision of the Part, but only a reprint to incorporate outstanding amendments and to make minor editorial changes. Beginning with Amendment 60–25, the preambles to the amendments are being issued along with the page revisions which correct the text. These preambles may be retained in this addendum section or discarded.

Amendment 60–25

Regulation of Aircraft Speed

Adopted: November 13, 1961
Effective: December 19, 1961
Published: November 17, 1961
(26 F.R. 10752)

Draft Release No. 61–9, published in the Federal Register on May 9, 1961 (26 F.R. 4001), gave notice that the Federal Aviation Agency had under consideration a proposal to amend Part 60 of the Civil Air Regulations to prohibit the flight of arriving aircraft at airspeeds in excess of 250 knots indicated airspeed (IAS) while in the airspace below 14,500 feet mean sea level (m.s.l.) within 50 miles of the destination airport. Reasons for the proposal were set forth in Draft Release No. 61–9. In recognition of the significance of a regulatory program to govern aircraft speed, Draft Release No. 61–9A provided additional time for interested persons to study the proposal and develop their comments.

Written comment received in response to Draft Release No. 61–9 revealed both strong endorsement and strong opposition. The Aircraft Owners and Pilots Association, long on record as advocating a speed limit more stringent than the one under consideration, and the General Aviation Council supported the proposed rule, as did most of the comments from general aviation interests. The Air Line Pilots Association agreed with the general principles proposed, but tempered its endorsement with the recommendations that the area of applicability be reduced and that the ceiling of the applicable airspace be established at 10,000 feet m.s.l. Aerospace Industries Association endorsed the proposal but recommended clarification of the term "arriving aircraft." The National Business Aircraft Association also endorsed the proposal, taking the position that its advantages outweigh its disadvantages. The Air Transport Association voiced strong opposition to the proposed rule, emphasizing the economic burden that it feels would be imposed by its adoption and contending also that adoption of the rule would not necessarily increase safety. The Air Line Dispatchers Association commented that publication of the proposed rule appears to be an admission that the air traffic control system cannot cope with the control problems of the jet age.

Due to the significance of the proposal and to obtain as much additional information as possible relative to the subject, it was determined that interested persons should be provided an opportunity to elaborate orally upon their views at an informal conference in an effort to determine an approach which would meet the needs of flight safety while reducing the hardship and inconvenience insofar as possible. Accordingly, an informal conference was held on August 24, 1961, attended by representatives of most of those organizations previously commenting in writing to the Agency.

Very little additional or new argument, either pro or con, was introduced at the conference. Most of the discussion was, in substance, a reiteration of written comment previously considered. One contention was to the effect that to require aircraft to operate at speeds of 250 knots or less would frequently work to the disadvantage of the air traffic control system. While there is some validity in this point and there are undoubtedly occasions when the maintenance of a higher speed would work to the advantage of both pilot and controller, such occasions are considered to be the exception rather than the rule. To permit deviation at the discretion of the controller would shift an undersirable degree of the operational control of the aircraft from the pilot to the air traffic controller.

Some commentators stated that the proposal gave excessive latitude to military operations by permitting flight at speeds above 250 knots IAS under certain conditions. While the requirement for certain aircraft to be operated at higher speeds was not disputed, concern was expressed relative to the language of the rule, specifically with

respect to the term "military normal operating procedures." This term was extracted from the flight operating manuals used by the military to describe maneuvers and operational characteristics of a particular type of aircraft and to specify standard operating practices. It is considered to be an adequate term to describe the speeds specified therein, as well as speeds prescribed for military high altitude instrument approaches and for such operations as overhead approaches and formation flights. In view of the unique operating characteristics and the operational requirements of military tactical aircraft and certain other high performance aircraft, it is considered necessary to provide for certain of those operations since such action is in the public interest by reason of the requirement for an adequate national defense.

Some comments contended that the proposal should limit the speed of departing and en route aircraft. The Agency did not at that time have, nor has it now, a solution to the problem of applicability and degree of restriction which should be applied to these two phases of flight. However, efforts will be continued in the belief that a solution can be found which will serve this purpose without imposing an unreasonable hardship upon users. A speed regulation which would apply to these two phases of flight may well be the subject of a later proposal.

It was suggested that the speed limitation be confined to high activity airports instead of the "across the board" policy as proposed. While it is true that such a limitation is more apparent when applied to areas of dense air traffic, the maneuvering of arriving aircraft in the airspace in the vicinity of an airport makes a speed limit a natural requirement since all aircraft landing at a particular airport are converging into the same general airspace. It is during this phase of flight that the pilot must also be prepared, with little or no notice, to enter a holding pattern, to turn his aircraft to a new course or, in some other way, to adjust flight operations. Obviously, reduced speed affords the pilot more time to scan, react and avoid a potentially hazardous situation. It is the relationship of one aircraft to another, regardless of location or time of day, which creates a potentially hazardous situation. Therefore, the Agency is convinced that regulating the speed of all arriving aircraft is a sound approach to the problem.

It was contended that a new regulation would be unnecessary if section 60.18 were updated to revise the applicable airspeeds and if the size of High Density Air Traffic Zones were increased. The Agency has taken action (Amendment 60–24) to eliminate such zones and to apply communications and speed requirements to a greater number of airports. Since Amendment 60–24 is applicable solely to flight operations conducted in the immediate vicinity of certain airports, it has been concluded that additional speed limitations are required to cope with potential hazards outside these areas.

It was contended that the air traffic control system should be improved to provide unrestrictive service to high speed aircraft. The Agency does not question the validity of this recommendation from the point of view of its proponents. The capacities and limitations of the present day traffic control system are a matter of common knowledge to all users. Existing control procedures have been devised in continuing consultation with the aviation community in the light of these capacities and limitations. Theoretical optimum would, of course, permit unrestricted speeds by all aircraft but the means of achieving this idealized state are not at hand. In the meantime, in order to emphasize safety standards and facilitate their application within the capabilities of the air traffic control service, it is necessary to impose certain restrictions on the flow of air traffic.

It was recommended that the proposal be amended so that speed reduction would be accomplished " . . . within a specified distance not less than 20 nautical miles nor more than 60 nautical miles from the airport of destination and that the points at which aircraft must reach the speed limit be depicted on aeronautical charts . . ." The rule adopted herein specifies that aircraft must be operated at or below 250 knots when within 30 nautical miles of the destination airport but permits the pilot to begin reduction of speed at the point he considers to be best suited to current flight conditions. As a practical matter, some pilots may begin a speed reduction when within 60 nautical miles of the destination; others, however, depending on the equipment being flown, may elect to reduce speed at a greater or lesser distance. The rule is considered to be less restrictive than the recommendation and, therefore, preferable. The feasibility of depicting the area or the point where the speed regulation would apply or begin on aeronautical charts was also considered in the development of the proposal. Analysis of many possibilities indicated that to chart such areas or points would create additional "clutter" to the charts.

The close proximity of airports indicated that it would be impractical to depict the specific points for any given airport. Such action is, therefore, considered inadvisable.

Considerable apprehension was expressed that adoption of speed regulations would impose a severe economic burden upon the air lines and it was stated that adoption of the proposed rule might result in an added annual operating cost to air carrier companies as high as $15,000,000. The Agency appreciates the seriousness of such a consequence; however, it must weigh all safety factors and consider the public interest as the matter of primary concern in making its decisions. It is unfortunate that the intrinsic assets of safety cannot be utilized to balance a monetary deficit. Although the Agency does not wish to penalize the nation's air transportation system, it has no alternative but to select that course which it considers necessary in the interest of safety. This responsibility and authority are exercised only after careful and deliberate judgment.

In this regard, sufficiently persuasive arguments have been presented to convince the Agency that the area in which the speed limitation is applicable should be reduced to the absolute minimum consistent with the requirements of safety. Accordingly, the area of applicability has been reduced to include that airspace below 10,000 feet m.s.l. within 30 nautical miles of the destination airport. While there are various ways whereby this reduction might be accomplished, each has inherent limitations. For example, it was suggested that the altitude of applicability should be established "above terrain" rather than in reference to "mean sea level." This treatment would result in a variable "ceiling" that would follow the contour of the earth's surface. Such a limitation would present obvious compliance difficulties in mountainous areas. While it is equally true that some of the benefits of this rule will be lost in the vicinity of airports located in mountainous areas, due to a "mean sea level" application, it appears that this loss can be countenanced without compromising the rule to an unacceptable degree. Further reduction of the economic impact may be realized from a study currently being conducted to consider the feasibility of permitting the transition of turbojet aircraft from the terminal fixes to final approach courses at altitudes in excess of 10,000 feet m.s.l. Should such procedures prove feasible, a significant reduction in the economic impact of this rule will be realized.

Concern was expressed that the proposal did not clearly indicate the time or place at which a pilot would be required to comply with the speed limitation. The phrase "arriving aircraft" has always, in an aeronautical sense, been used to connote an arrival operation as opposed to any other phase of flight. The exact time at which an aircraft becomes an "arrival aircraft" is entirely dependent upon the intentions of the pilot. The word "arriving" as used in the rule is intended to apply to a pilot operating an aircraft inbound to an airport for the purpose of conducting an actual or simulated approach regardless of whether a landing is effected.

Amendment added a new section 60.27, Aircraft Speed

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