

119TH CONGRESS  
1ST SESSION

# H. R. 2591

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IN THE SENATE OF THE UNITED STATES

SEPTEMBER 9, 2025

Received; read twice and referred to the Committee on Commerce, Science,  
and Transportation

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## AN ACT

To require the Administrator of the Federal Aviation Administration to revise regulations for certain individuals carrying out aviation activities who disclose a mental health diagnosis or condition, 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,*

1 **SECTION 1. SHORT TITLE.**

2 This Act may be cited as the “Mental Health in Avia-  
3 tion Act of 2025”.

4 **SEC. 2. REGULATIONS FOR INDIVIDUALS CARRYING OUT**  
5 **AVIATION ACTIVITIES.**

6 (a) IN GENERAL.—Not later than 2 years after the  
7 date of enactment of this Act, the Administrator of the  
8 Federal Aviation Administration shall update regulations,  
9 including in part 67 of title 14 of Code of Federal Regula-  
10 tions, as appropriate, to encourage individuals to—

11 (1) seek help for mental health conditions or  
12 symptoms of mental health conditions; and

13 (2) disclose conditions or symptoms described  
14 in paragraph (1).

15 (b) CONSULTATION; REPORT REQUIREMENTS.—Sec-  
16 tion 411(d) of the FAA Reauthorization Act of 2024 (49  
17 U.S.C. 44703 note(d)) is amended—

18 (1) in paragraph (4)—

19 (A) in subparagraph (A) by striking “and”  
20 at the end;

21 (B) in subparagraph (B) by striking “and”  
22 at the end;

23 (C) in subparagraph (C) by striking the  
24 period at the end and inserting a semicolon;  
25 and

26 (D) by adding at the end the following:

1           “(D) a review and evaluation of any rec-  
2           ommendations reached by the National Trans-  
3           portation Safety Board related to aviation  
4           workforce mental health; and

5           “(E) a description of relevant clinical stud-  
6           ies, research, diagnostic manuals, and protocols  
7           used by the licensed professionals as of the date  
8           of enactment of this Act.”; and

9           (2) by adding at the end the following:

10          “(5) CONSULTATION.—In carrying out this sub-  
11          section, the task group shall consult with relevant  
12          stakeholders from the aviation and medical commu-  
13          nities, as necessary, including—

14                 “(A) the certified exclusive bargaining rep-  
15                 resentatives of air traffic controllers of the Ad-  
16                 ministration certified under section 7111 of  
17                 title 5, United States Code;

18                 “(B) organizations representing certified  
19                 collective bargaining representatives of airline  
20                 pilots;

21                 “(C) aviation medical examiners, as de-  
22                 scribed in section 183.21 of title 14, Code of  
23                 Federal Regulations; and

1           “(D) any other stakeholder determined rel-  
2           evant by the task group, including any stake-  
3           holders described in paragraph (3)(B).”.

4           (c) IMPLEMENTATION.—

5           (1) IN GENERAL.—Not later than 180 days  
6           after the submission of the report required under  
7           section 411(f) of the FAA Reauthorization Act of  
8           2024 (49 U.S.C. 44703 note), the Administrator  
9           shall take such actions as are necessary to imple-  
10          ment the mental health-related recommendations of  
11          such report.

12          (2) JUSTIFICATION.—If the Administrator de-  
13          cides not to implement any of the recommendations  
14          described in paragraph (1), the Administrator shall  
15          submit to the appropriate committees of Congress  
16          the justification for such decision.

17 **SEC. 3. ANNUAL REVIEW OF MENTAL HEALTH SPECIAL**  
18 **ISSUANCE PROCESS.**

19          The Administrator shall conduct an annual review,  
20          and update, as appropriate, the applicable regulations,  
21          policies, orders, and guidance on mental health-related  
22          special issuance for pilots and air traffic controllers to—

23               (1) reclassify and approve additional medica-  
24               tions that may be safely prescribed to airmen to  
25               treat mental health conditions;

1           (2) improve mental health knowledge and train-  
2           ing for aviation medical examiners;

3           (3) if the Administrator determines appropriate,  
4           delegate additional authority to aviation medical ex-  
5           aminers consistent with the recommendation of the  
6           Mental Health Aviation Rulemaking Committee de-  
7           scribed in section 5; and

8           (4) improve the special issuance process for pi-  
9           lots and air traffic controllers.

10 **SEC. 4. AUTHORIZATION OF APPROPRIATION FOR ADDI-**  
11 **TIONAL AVIATION MEDICAL EXAMINERS.**

12           Of the amounts made available pursuant to section  
13 106(k)(1) of title 49, United States Code, the Adminis-  
14 trator shall set aside \$13,740,000 for each of fiscal years  
15 2026 through 2028 to—

16           (1) recruit, select, train, and delegate the nec-  
17           essary authorities to additional aviation medical ex-  
18           aminers and human intervention motivation study  
19           aviation medical examiners, including those who are  
20           psychiatrists;

21           (2) expand capacity to provide oversight of  
22           aviation medical examiners and clear the backlog of  
23           special issuance requests and cases awaiting review  
24           at the Office of Aerospace Medicine; and

1           (3) support any other related activities, as the  
2 Administrator determines appropriate.

3 **SEC. 5. IMPLEMENTATION OF AVIATION RULEMAKING**  
4 **COMMITTEE RECOMMENDATIONS.**

5           (a) IN GENERAL.—Not later than 2 years after the  
6 date of enactment of this Act, the Administrator shall im-  
7 plement, to the greatest extent practicable, the rec-  
8 ommendations of the Mental Health and Aviation Medical  
9 Clearances Aviation Rulemaking Committee which were  
10 submitted to the Administrator on April 1, 2024.

11           (b) CONSULTATION.—In carrying out subsection (a),  
12 the Administrator shall consult with the parties described  
13 in section 411(d)(5) of the FAA Reauthorization Act of  
14 2024 (as added by this Act).

15           (c) JUSTIFICATION.—If the Administrator decides  
16 not to implement any of the recommendations described  
17 in subsection (a), the Administrator shall submit to the  
18 appropriate committees of Congress the justification for  
19 such decision.

20 **SEC. 6. PUBLIC INFORMATION CAMPAIGN.**

21           (a) IN GENERAL.—Of the amounts made available  
22 under section 106(k)(1) of title 49, United States Code,  
23 the Administrator shall set aside \$1,500,000 for each of  
24 fiscal years 2026 through 2028 for a public information  
25 campaign or similar public education efforts to

1 destigmatize individuals in (or interested in joining) the  
2 aviation industry who seek mental health care, to broaden  
3 awareness of available supportive services, and establish  
4 trust with pilots and air traffic controllers.

5 (b) REPORT.—Not later than 1 year after the Admin-  
6 istrator creates the public information campaign described  
7 in subsection (a), the Administrator shall submit to appro-  
8 priate committees of Congress a report describing the ac-  
9 tions taken to develop such campaign and the plans for  
10 implementation.

11 **SEC. 7. DEFINITIONS.**

12 In this Act:

13 (1) APPROPRIATE COMMITTEES OF CON-  
14 GRESS.—The term “appropriate committees of Con-  
15 gress” means—

16 (A) the Committee on Transportation and  
17 Infrastructure of the House of Representatives;  
18 and

19 (B) the Committee on Commerce, Science,  
20 and Transportation of the Senate.

