

STATEMENT OF ALAN S. BOYD, SECRETARY OF TRANSPORTATION, BEFORE THE SUBCOMMITTEE ON ADVANCED RESEARCH AND TECHNOLOGY, HOUSE COMMITTEE ON SCIENCE AND ASTRONAUTICS ON APRIL 4, 1967.

Mr. Chairman and Members of the Subcommittee:

I am Alan S. Boyd, Secretary of Transportation. It is a pleasure to appear before your subcommittee to describe the function of the Department of Transportation in alleviating the present problem of aircraft noise.

A description of the aircraft noise abatement function that the Department of Transportation is undertaking begins with some recent and relevant history. Thirteen months ago, the President, in his message to Congress proposing the establishment of the Department of Transportation, recognized that "aircraft noise is a growing source of annoyance and concern to the thousands of citizens who live near many of our large airports." The President directed us to "embark now on a concerted effort to alleviate the problems of aircraft noise." In order to focus as quickly as possible the Federal effort to alleviate the problems of aircraft noise, the President directed his science advisor, Dr. Hornig, to work with other Federal agencies and departments to frame an action program to attack this problem.

As you know from his previous testimony, Dr. Hornig undertook this task and during the past year Federal and local Government representatives, as well as representatives from industry, studied the development of noise standards and the compatible uses of land near airports and recommended legislative and administrative actions needed to move

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ahead in this area. The administration sponsored noise abatement bill (H.R. 3400 and S. 707) which I strongly support and which I will comment on in detail later on, represents one of the recommendations which Dr. Hornig's group has made.

Dr. Hornig has submitted a progress report on the programs of the various agencies involved and expects to submit a more detailed report with further recommendations as to the Federal noise abatement action program some time this summer. The Department of Transportation and the Federal Aviation Administration are both represented on Dr. Hornig's working group, and we shall continue to work with him and the other government and industry representatives to formulate the broad program the President requested in his Transportation Message.

In the meantime, however, I should like you to know that the Department of Transportation does not intend to await Dr. Hornig's broad recommendations prior to undertaking noise abatement actions that have already been identified as practical and necessary both by Dr. Hornig's group and by the Federal Aviation Administration.

As I am sure you have been told before, the Federal noise abatement program falls into three interrelated tasks. First is the long range objective of producing substantially quieter aircraft. Second is the task of regulating the flight of aircraft so as to produce the least amount of noise annoyance consistent with the overriding considerations of safety. The third task is to do all that is possible to achieve a compatible use of land adjacent to airports. I should like to speak now to the function of the Department in each of these three fields and to indicate wherein the Department proposes to assume actual leadership in

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attempting to solve this problem which simply will not go away by itself.

The Department of Transportation Act charges the Secretary with the duty of promoting and undertaking "research and development relating to transportation, including noise abatement, with particular attention to aircraft noise." What may be termed the applied aeronautical noise research is already in the hands of the Federal Aviation Administration, now a part of the Department. Basic aeronautical noise research is being undertaken by NASA. NASA's quiet engine program offers great potential benefits sometime in the 1970's, but it is important to realize that we cannot expect a significantly quieter engine before then. However, while the quiet engine approach -- I prefer to characterize it as the quieter engine approach -- holds long range promise, we have a problem now and we simply cannot sit on our hands, wait, and hope for a quiet airplane. We have discussed these questions with NASA and we intend to work out with them a method of thorough cooperation and coordination.

The second field which Dr. Hornig's group has already defined is that of Federal procedures requiring that existing and future aircraft be operated and be designed to operate at the least annoying noise levels consistent with safety. With respect to operating procedures for existing aircraft, as Administrator McKee told the Congress when he transmitted the Administration's pending noise legislation, we have authority to regulate the flight of aircraft to protect persons and property on the ground from aircraft noise. Prior to the formal creation of the Department, the FAA, with assistance from NASA, had

tested and developed climb-out profiles which not only significantly reduced aircraft noise but also were acceptable to industry as consistent with the safe and reasonable operation of the aircraft. This so-called two segment noise abatement climb profile consists of a maximum takeoff climb to a specific altitude followed by a reduction in power and lower rate of climb to an altitude to where the generation of noise is not annoying and thereafter a resumption in the normal climb procedure.

In addition, research is now underway to provide a noise abatement approach profile. This procedure is presently in the experimental stage but we propose to continue until we have achieved success with the approach problem, keeping in mind the overriding problem that there is, as yet, a safety hazard in increasing the rate of descent with today's aircraft instrumentation and performance. We are hopeful that this hazard can be overcome.

The problem of operating aircraft so as to produce less noise is tied in with the pending Administration noise abatement legislation. The enactment of this bill is a must. The legislation authorizes the application of noise standards in the certification of new aircraft. At the present time the certification of new aircraft is based solely on safety standards. Once the legislation is enacted we shall be able to deny certification where the manufacturers do not demonstrate that they have met achievable noise maximums. If the legislation is not enacted, the only way to influence the design of new aircraft to

produce less noise would be to adopt flight regulations aircraft would have to meet. This course of action would be less direct and less likely to achieve the design objectives we have in mind.

The third area identified by Dr. Hornig's group is the task of providing some sort of Federal assistance to achieve the compatible use of land adjacent to airports. To date the principal responsibility in this area has been assigned by Dr. Hornig's Task Force to the Department of Housing and Urban Development. HUD has identified some 70 Federal assistance programs that could and should be used to achieve compatible land use. In this connection, the President, by a memorandum dated March 22, 1967, has directed the heads of all departments and agencies to coordinate and cooperate with both the Department of Transportation and HUD on any matter relating to the control and abatement of aircraft noise. As a result we are now in a position to insist that Federal funds will not be spent to create or further existing incompatible use of land in the vicinity of airports.

To put what I have said into an organization focus, the Assistant Secretary of Transportation for Research and Technology will be in charge of aircraft noise abatement. He will have reporting directly to him an Office of Noise Abatement. It will be his responsibility to identify areas that are appropriate for aeronautical noise research.

The Department will formulate regulations governing the flight of aircraft based on the principle that noise abatement is second only to safety. The Department will also be responsible for carrying out the

noise certification procedures for aircraft under the pending Administration noise bill.

In the field of compatible land use, the Department will have developed by July 1967, a computerized method of predicting aircraft noise exposure at airports and will, by the same date, have applied that methodology to three principal airports, JFK, O'Hare and Los Angeles International. This, in turn, will have enabled HUD to inventory the land use at those three airports by September 1967. This noise exposure forecast-land use inventory will then be applied to or be applicable by the balance of the airports. As a result, we shall for the first time have a precise handle on the actual magnitude of the problem of compatible land use projected through 1975. It will be on the basis of this handle that any necessary legislation will be drafted and submitted enabling the Federal government to assist, at long last, local communities in making the environment of the airport neighborhood one in which noise from aircraft does not generate noise from an outraged citizenry.

To close, let me reiterate two facts. The Department of Transportation assumes and welcomes the leadership and responsibility in the aircraft noise abatement area. What I am saying is that when we can obtain complete statutory authority, this noisy buck will stop with me. But, I must add that unless the Administration noise bill is passed -- some of the buck will stop with you.