Abstract of Presentation

ICAO began addressing noise issues in the 1960's, and the results that the aviation industry has achieved under the leadership of ICAO have been unprecedented. Since these very earliest efforts, the international aviation community has made great strides in reducing the noise impact on the public—primarily through advancements in aircraft technology reflected in ICAO noise standards. Just last month the ICAO Council considered a recommendation for a new Chapter 4 noise standard.

Even with this success, noise concerns continue to grow and some are calling for a phase-out of Chapter 3 aircraft. Data presented at CAEP/5 shows that while a phase-out of the Chapter 2 aircraft for the more technologically advanced Chapter 3 aircraft made sense, it does not now make sense to initiate a global, or even regional, phase-out of Chapter 3 aircraft.

CAEP has introduced a concept called the "balanced approach" to aircraft noise management. This approach recognizes that noise is an airport-specific matter, and the solution is one shared by all stakeholders, not just the aircraft operators or any other single segment of the industry.

This presentation will discuss why a balanced approach to aircraft noise management is the way forward.

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Ms. Garvey became Administrator of the Federal Aviation Administration in 1997 and is the first Administrator confirmed by the United States Senate to a five-year term. As Administrator, Ms. Garvey manages a 49,000-person agency with worldwide impact and presence in promoting aviation safety and security. The FAA regulates and oversees aviation safety and security, conducts cutting edge research and development, and operates the world's largest air traffic control system.

Ms. Garvey has had an outstanding career in public service and extensive administrative experience. Prior to being named FAA Administrator, she was Acting Administrator of the Federal Highway Administration (FHWA) and has also served as director of Logan International Airport, Boston. Ms. Garvey holds degrees from Mount Saint Mary College and Mount Holyoke College.

Remarks Prepared for Delivery
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Environmental Aspects of Aviation
ICAO Colloquium
Montreal, Canada
April 10, 2001

Good morning. It is a great pleasure to participate in this colloquium and to meet with so many aviation leaders from the global aviation community.

I commend Dr. Kotaite and ICAO for taking the initiative to organize a global meeting on the environmental aspects of aviation. This meeting and a unified approach to these complex issues are essential. We must work together to address the issue of aircraft noise. Most importantly, we must do this in a way that is responsive to the needs of all the ICAO member states at the same time that we ensure the continued health of this important industry. Aviation is so important to all of our nations — to travel, trade, and tourism — to growth — that we must find the best way forward on the complex issue of aircraft noise.

As we meet this week, we can rightly celebrate the success that ICAO and its members have achieved. Since ICAO began addressing noise issues in the 1960's, the aviation industry has achieved unprecedented results in reducing the impact of aircraft noise around airports. Our communities and citizens have gained considerable benefits thanks to ICAO's leadership and the commitment of its member States to the principles contained in the Chicago Convention — principles that have ensured the safe and orderly growth of this industry for more than 50 years.

Look at what we have accomplished. We have made great strides in aircraft technology. The old 707's gave way to quieter Chapter 2 aircraft. Even quieter Chapter 3 aircraft followed soon after. Commercial jets produced today are 20 to 30 decibels quieter — or to the human ear, one fourth as loud — than the original 707's.

The United States recently completed its transition to a completely Chapter 3 fleet. With this effort, the number of citizens affected by significant noise levels around airports dropped dramatically — from more than seven million in 1975 to fewer than one-half million today. All this was accomplished at the same time airline activity grew and passenger boardings more than tripled. Comparable improvements have been achieved in other ICAO states.

So, with this success, why are we talking about the way forward? Haven't we solved the problem? The answer is simply "no." Our citizens still have great concerns about aircraft noise. What many of us are experiencing are concerns from citizens outside areas traditionally associated with significant or harmful noise levels.

Yes, aircraft are quieter, but in many cities there are more flights so the perception is that there is more noise. In some cases, as aircraft have become quieter, land-use management policy has failed to halt development, so people have been allowed to move even closer to our airports, thus offsetting the gains of quieter technology. We cannot allow that to continue to happen.

How do we move forward in a way that responsibly serves the interests of our communities, economies, industry, and all stakeholders? We believe the solution is a "balanced approach" to aircraft noise management. This means addressing aviation noise problems at the local level through a variety of measures — not relying solely on quieter aircraft.

One of the foundations of a balanced approach is the adoption of aircraft noise certification standards that reflect current technology. As we have heard this week, ICAO's environmental committee just completed work on the next generation standard — Chapter 4 — and we expect the Council to act swiftly on its adoption.

We fully support this new noise standard. While the standard isn't retroactive to the existing fleet or current production aircraft, we know from experience that there will start to be immediate impact as manufacturers and carriers adjust their manufacturing and fleet planning to accommodate the new standard. They know that aircraft that do not meet the future standard will be less successful in the market place.

However, we also know that the new standard alone will not satisfy the immediate needs to reduce noise at the more sensitive airports. Citizens living near some of the busier airports are demanding more aggressive action — and their political leaders are seeking solutions. Some are calling for another phase out. They want to repeat the success of the Chapter 2 phase out by phasing out some of the current Chapter 3 fleet.

Unfortunately, we find ourselves in a different situation than we were in 25 years ago. In looking at the near-term problem, ICAO's environmental committee found that noise problems differ from region to region and, in fact, are really airport specific. This tells us that it does not make sense to have a general phase out of Chapter 3 aircraft to address what are highly individualized, local noise problems. A phase-out, after all, is indiscriminate. It identifies an entire class of airplane and removes it from service.

The problems are different. The solutions must also be different.

We believe a more prudent approach than removing an entire class of airplane from service to address a specific airport's concerns, or even those of a group of airports, is to assess the specific problem. Then, through a balanced approach, explore all the measures available to reduce the noise exposure of the nearby citizens. To adopt a phase-out is hugely expensive, especially when compared with the actual benefit achieved. It places the entire burden of noise management on one segment of the industry when, we believe, it is a shared problem.

Air carriers operating quieter aircraft, airports providing good planning and local environmental measures, air traffic service providers facilitating noise abatement

procedures, and local governments ensuring proper land-use around airports — each has a role to play in noise mitigation.

Within the ICAO process, we have introduced a balanced approach to noise management. This approach addresses noise on an airport-by-airport basis and takes into consideration the circumstances at each airport. Under this concept, ICAO Contracting States would implement, within an internationally agreed framework, a process that would include all of the stakeholders in addressing specific community concerns about aircraft noise. The premise of a balanced program is that operating restrictions could be placed on certain aircraft at specific airports, but this would not be the first method employed to control noise.

Rather, operating restrictions would only be one of many options that could be explored in an effort to find the most effective and least expensive measures to address a local noise problem. These could include a host of measures, including land acquisition, zoning, easements, building codes, airport barriers and acoustic shielding, and noise insulation programs. Other measures could be implementing a preferential runway system, using flight procedures to modify flight tracks, as well as voluntary agreements between airports and operators, among others.

We have used a similar approach in the United States. It works. Under U.S. law, establishing new operating restrictions on Chapter 3 aircraft can only be implemented after a thorough review, including public comment, of the proposed restrictions to evaluate their noise benefits, their costs, and the alternatives that could produce the desired noise relief.

Our experience convinces us this is the right approach. A balanced approach to noise management provides the flexibility to address the concerns of all stakeholders — concerns of developing countries over fair treatment in this global industry, concerns of the carriers and manufacturers over continued economic viability, concerns of governments over economic growth, and the important quality of life concerns of our citizens. Without considering all of these needs, those outside of the international aviation industry could question our ability to continue the progress that we have made.

The role of ICAO is central to this discussion. We have seen phenomenal growth in aviation over the last 50 years due in large part to the success of ICAO and its now 187 member states in reaching agreement on international standards that ensure the safety, efficiency, and regularity of international air transport. Now ICAO must step up to address critical environmental issues.

Here in Montreal we have the opportunity to set the stage for aviation in the 21st century. We can assure the greater success of aviation at the same time we address the very real and valid concerns of our communities and citizens. Through the balanced approach, we can implement an innovative and effective approach to noise management. We can demonstrate our leadership in addressing environmental concerns. This is what we must do for aviation to be a responsible world citizen and to help assure aviation a brighter and stronger future. Thank you.

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