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FIRST REPORT ON THE
FEDERAL URBAN NOISE INITIATIVE

FEBRUARY 1980

Submitted to the Council on Environmental Quality, and the Office of Management and Budget by Douglas M. Costle, Administrator of the Environmental Protection Agency, in his capacity as Chairman of the Interagency Committee on Urban Noise.

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1. INTRODUCTION

In his Environmental Message to the Congress on August 2, 1979, President Carter announced a new Urban Noise Initiative. The Initiative established an Interagency Committee on Urban Noise to carry out a five point urban noise program:

1. Initiation of programs to achieve soundproofing and weatherization of noise-sensitive buildings such as schools and hospitals.
2. Promotion of the use of quiet-design features in the planning, design and operation of proposed urban transportation projects.
3. Encouragement of noise-sensitive developments, such as housing, to be located away from major noise sources.
4. Help to Federal, state and local agencies to buy quiet equipment and products.
5. Support of neighborhood self-reliance efforts seeking to address local noise problems.

Important progress has been made since the Presidents' Message was issued. The purpose of this report is to briefly indicate those actions which have been taken and plans for future action. It fulfills the President's requirement for a report by February 1, 1980.

Interagency Committee On Urban Noise

As Chairman of the Interagency Committee On Urban Noise, the Administrator of EPA convened the first meeting of the Committee on November 5, 1979. The purpose of the meeting was to brief agencies on the Administration's new urban noise program, to outline roles, actions and options for agency participation, and to solicit specific responses by agencies for the initial report to OMB and CEQ on February 1, 1980. The briefing package and minutes of the meeting are included in Attachment 2.

Following the meeting, all agencies provided responses which are included in Attachment 3. These responses provide, in large part, the basis for this report.

It is anticipated that the next meeting of the committee to review progress will occur well in advance of the August 1, 1980 deadline for the second status report. In the meantime, plans outlined in this report will be carried out.

II. CURRENT PROGRAM ACTIVITY

Cooperative programs are being developed within each of the five program areas outlined in the President's Message. As indicated in the discussion below, these are emerging in accordance with the principles established in the Administration's Comprehensive Urban Policy. Emphasis is placed on obtaining maximum leverage from existing programs through coordinated Federal actions. The focus of the program is on the activities identified by the President, which, through effective planning and coordination, can help to improve the urban noise environment, even though their main purpose may be to achieve other goals.

I. Soundproofing And Weatherization Of Noise Sensitive Buildings Such As Schools And Hospitals

On November 19, 1979, a meeting attended by Lt. Gov. O'Neill and representatives of the DOE, EPA and DOT was held. DOE agreed to work with the State of Massachusetts to coordinate Federal agency efforts to assist schools and hospitals in the Logan Airport area. EPA has awarded a grant to the Massachusetts Port Authority (MASSPORT) to demonstrate the possibility of coordination in this area and will continue to work with all involved parties toward a joint demonstration.

DOT and EPA will work with DOE to develop guideline material on the opportunities for joint soundproofing/weatherization projects.

DOC will include a commitment to support the general effort to reduce urban noise in their agency procedures (May 1980). In addition, EDA grant funds can be utilized to achieve soundproofing of noise-sensitive building projects. DOC could therefore include informational materials on soundproofing/weatherization in their Public Works Impact Program, and their Energy Conservation Program. Forthcoming amendments to EDA's public works, development finance, and economic adjustment assistance regulations (conforming to the forthcoming reauthorization legislation), could also identify soundproofing of public or private facilities as an eligible use of EDA assistance.

DOC/NBS's ongoing research will support this as well as the other programs. Related activities include developing a standard measurement method, to be developed by 1985, for determining outdoor-to-indoor noise isolation.

Soundproofing of schools, hospitals and other public use facilities is an eligible expense in the federal-aid highway program where noise levels are in excess of the established noise guidelines. In addition, the Administration's airport legislation seeks similar authority in connection with the DOT/FAA Airport Grant Program. DOT will therefore be alert to opportunities for weatherization of public buildings in connection with soundproofing projects.

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2. Buy Quiet

EPA has awarded a grant to the National Institute of Governmental Purchasing (NIGP) to assist state and local governments in developing noise specifications and noise reduction incentives in government procurements. The Department of Commerce/National Bureau of Standards is participating in this effort, including funding for the grant. The National League of Cities is also participating. Current plans include pre-bid conferences between participating state and local governments and industry in order to further develop low noise product specifications which cities can use in their purchasing.

EPA and GSA are also cooperating in a Quiet Lawnmower Loan Project in which over 100 Quiet Lawnmowers have been loaned to cities, counties and states in order to introduce them to the concept that products which governments buy can be quiet and competitive in price. The lawnmowers loaned in the program were purchased originally by GSA using a special "low dB" specification and are half as loud as many lawnmowers currently on the market.

GSA and DOC/NBS are developing an intensive long range effort to buy and distribute various products designed for "quiet operation." GSA anticipates that an Interagency Agreement will be in effect and operating by February 1, 1980, and will be an on-going three year effort.

DOD will continue to carry out its policy that equipment being considered for purchase should have the lowest noise emission levels that are technologically and economically feasible and compatible with performance and environmental requirements. Increased availability of low-noise products from the Federal supply system will facilitate implementation of that policy.

DOT/Federal Highway Administration's regulations on noise impacts during construction promote the acquisition and use of quieter construction equipment. In addition, the Federal Highway Administration, in conjunction with EPA, is sponsoring research to further study means for controlling construction equipment noise levels.

By February 29, 1980, DOT will advise recipients of all DOT construction grants that the additional cost of utilizing quiet equipment in the construction of transportation projects will be an eligible cost in its construction grant programs.

3. Noise Compatible Planning And Development

In 1978, HUD, EPA, DOT, DOD and VA formed an Ad Hoc Group on Noise and Land Use. The group has completed a Joint Federal Guidance Document entitled "Guidelines for Considering Noise in Land Use Planning and Control." It is expected that the document will be published by May 1980. This should lead to a coordinated Federal technical assistance program for cities addressing noise and land use.

The Federal Highway Administration is working with the National League of Cities and the National Association of Counties to develop a plan for providing technical assistance to local governments in developing effective local transportation-related noise control programs. By early 1980, DOT will complete this plan.

DOD is actively engaged in working with communities on its Air Installation Compatible Use Zone Program at airfields.

On July 12, 1979, HUD revised its noise regulations which affects all HUD assistance or insurance for housing in noise-exposed areas. The policy supports EPA's choice of the day-night average sound level as the appropriate noise impact measure. The policy will have an influence on communities beyond the direct effect on housing that is assisted or insured by HUD, and various units of local government are drafting regulations comparable to the HUD policy. HUD is now preparing new Noise Assessment Guidelines to assist in implementing the policy which will be distributed to localities.

4. Urban Transportation Noise Control

EPA and DOT are cooperating to complete a bus noise retrofit project to reduce noise on existing buses. By January 31, 1980, DOT will inform mass transit agencies that the acquisition of noise reduction features on transit buses will be an eligible expense under DOT's mass transit program. To this end, DOT will issue appropriate instructional material.

DOT will continue ongoing efforts to provide guidance to state and local governments with respect to the location and design of highway and airport projects to minimize noise impacts. DOT also is developing, and intends to provide, more advanced training to Federal and state highway personnel on urban transportation noise problems and solutions.

5. Quiet Neighborhood Self-Help

EPA has awarded a grant to the National Association of Neighborhoods which will organize a neighborhood-to-neighborhood communication and training program and will build programmatic linkages between neighborhood organizations and city noise programs. EPA has also awarded a grant to the City of Portland, Oregon to assist in implementing a city noise program using neighborhood participation. It is planned that a national neighborhood task force meeting will be held on February 1, 1980 to guide a national effort in this area.

Future EPA plans include identification of 2 demonstration cities for a partnership program between cities and neighborhood organizations in noise control. In addition, one regional workshop among neighborhood organizations will be conducted in the spring of 1980.

Attachments

1. President Carter's Memorandum announcing the Urban Noise Program.
2. November 5, 1979 meeting of the Interagency Committee on Urban Noise.
 - Administrator Costle's letter announcing the meeting
 - Briefing package
 - Minutes
 - Speaker of the House Thomas P. O'Neill's letter of May 7, 1979 concerning the Urban Noise Initiative
3. Federal Agency responses to the November 5, 1979 meeting.

Attachment 1

President Carter Memorandum of August 2, 1979
announcing Urban Noise Program

THE WHITE HOUSE
WASHINGTON

August 2, 1979

MEMORANDUM FOR

THE SECRETARY OF COMMERCE
THE SECRETARY OF DEFENSE
THE SECRETARY OF ENERGY
THE SECRETARY OF HOUSING AND URBAN DEVELOPMENT
THE SECRETARY OF TRANSPORTATION
THE ADMINISTRATOR OF THE ENVIRONMENTAL
PROTECTION AGENCY
THE ADMINISTRATOR OF THE GENERAL SERVICES
ADMINISTRATION
THE CHAIRMAN OF THE COUNCIL ON ENVIRONMENTAL QUALITY
THE DIRECTOR OF THE OFFICE OF MANAGEMENT AND BUDGET
THE CHAIRMAN OF THE INTERAGENCY COORDINATING
COUNCIL

In my Environmental Message of August 2, 1979, I recognized that city noise is an integral part of a vibrant city lifestyle, reflecting city patterns of commerce that must be preserved and enhanced, but that much urban noise is harmful to urban living and could be abated.

I am initiating today a program to reduce urban noise by making existing programs work better through interagency and intergovernmental cooperation. I am directing you, in consultation with other federal agencies, to:

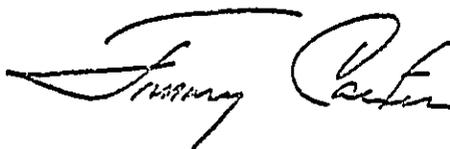
- ° initiate programs to achieve soundproofing and weatherization of noise-sensitive buildings, such as schools and hospitals;
- ° promote the use of quiet-design features in the planning, design, and operation of proposed urban transportation projects;
- ° encourage noise-sensitive developments, such as housing, to be located away from major noise sources;

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- ° help federal, state and local agencies buy quiet equipment and products; and
- ° support neighborhood self-reliance efforts seeking to identify and address local noise problems.

The Federal Interagency Committee on Noise, chaired by the Administrator of the Environmental Protection Agency, shall coordinate the implementation of this program. The Chairman of my Interagency Coordinating Council will assist the Interagency Committee and other intergovernmental cooperative efforts to assure that this program is carried out fully and promptly, including consultation with state and local governments.

The Administrator of the Environmental Protection Agency will report to the Chairman of the Council on Environmental Quality and the Director of the Office of Management and Budget on the progress of this new program on February 1, 1980, and on August 1, 1980.

A handwritten signature in cursive script, appearing to read "Jimmy Carter". The signature is written in black ink and is positioned in the lower right quadrant of the page.

Attachment 2

November 5, 1979 meeting of the
Interagency Committee on Urban Noise



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

16 OCT 1979

THE ADMINISTRATOR

Dear Mr. Secretary:

In his Environmental Message to the Congress, President Carter established the Interagency Committee on Urban Noise and asked me to serve as its chairman. The Committee was given the responsibility to carry out a five point urban noise program:

1. soundproofing and weatherization of schools and hospitals,
2. quiet design of urban transportation projects,
3. location of housing away from major noise sources,
4. purchase of quiet products and equipment, and
5. local neighborhood self-help efforts in noise.

An initial report on activities in this program is to be submitted to OMB and CEQ on February 1, 1980, with a follow-up report due August 1, 1980. Accordingly, I would like to hold the initial meeting of the Committee at EPA in room W1101 at 10:00 am, November 7, 1979, in order to permit real progress in time for the initial report. That meeting will address the following:

- . review status of the interagency urban noise initiative,
- . new administration initiatives and legislation,
- . mechanisms for carrying out the program.

I am confident that the interagency urban noise initiative will make a significant contribution to the Administration's Urban Program, and I look forward to your personal participation. Please let me know if this is a convenient time for you.

Sincerely yours,

/s/ Douglas M. Costle

Douglas M. Costle



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

15 NOV 1979

THE ADMINISTRATOR

Dear Mr. Secretary:

Thank you for your agency's participation in the initial meeting of the Interagency Committee on Urban Noise which I chaired on November 5, 1979. The minutes of the meeting are enclosed for your information and review.

At the meeting, your representative was briefed on the status of the interagency program, and on suggested actions and options which your agency should consider in determining its role and contributions to the program. I hope you will consider these suggestions and others which you find appropriate and provide me with your written response by November 30, 1979. This will allow sufficient time to provide a report to OMB and CEQ by February 1, 1980 as required by the President.

Your response should specify actions your agency will take in implementing this program, and identify those actions which will be initiated by February 1, 1980 and August 1, 1980. Please also designate in your response a policy level representative from your agency that will work with us in carrying out this program.

I strongly feel that the Interagency Urban Noise Program can make a substantial contribution to the Administration's urban initiatives, and I hope you will give this matter your personal attention.

Sincerely yours,
/s/ Douglas M. Costle

Douglas M. Costle

Enclosure

The Speaker's Rooms
U.S. House of Representatives
Washington, D.C. 20515

May 7, 1979

Mr. Douglas M. Costle
Administrator
Environmental Protection Agency
401 M Street, S.W.
Washington, D.C. 20466

Dear Mr. Costle:

I want to compliment you on your new urban noise initiative. Combining energy weatherization with soundproofing strikes me as a particularly innovative approach to achieving maximum yield from federal tax dollars. In addition, your efforts at promoting interagency cooperation among your agency, the Department of Energy and the Department of Transportation is, from my perspective in the Congress, a worthy effort.

I look forward to learning of your progress on this project and offer you my assistance if you deem it necessary.

With every good wish,

Sincerely,



Thomas P. O'Neill, Jr.
The Speaker

G/dlh

Minutes of First Meeting
of Interagency Committee
on Urban Noise

November 5, 1979

The first meeting of the Interagency Committee on Urban Noise, established by President Carter in his Environmental Message to the Congress, was held at EPA on November 5. The purpose of the meeting was to brief agencies on the Administration's new urban noise program, to outline roles, actions, and options for agency participation, and to solicit specific responses by individual agencies in time for the initial report to OMB and CEQ on February 1, 1980. Douglas Costle, Administrator, EPA chaired the meeting. Principal agency participants are attached.

1. Administrator Costle opened the meeting with the following points:
 - Urban Noise, a health problem
 - . there is an increased awareness among people that urban noise is a serious health problem.
 - Agency Actions
 - . in order to meet the President's requirements for the urban noise program, an action agenda from the agencies is needed.
 - Speaker O'Neill
 - . Speaker O'Neill expressed interest in the Urban Noise Program, particularly to soundproofing/weatherization project as evidenced by his letter to Mr. Costle (copy passed around to participants).
2. Ms. Jane Yarn, Member, CEQ, confirmed the appropriateness of the approach as one that would lend substance to the Administration's urban and environmental agenda, and committed CEQ support in carrying out the program.
3. David Hawkins, EPA, Assistant Administrator summarized the roles, actions and options of the agencies on the five point urban noise program:

- 1) soundproofing and weatherization of schools and hospitals,
- 2) quiet design of urban transportation projects,
- 3) location of housing away from major noise sources,
- 4) purchase of quiet products and equipment, and
- 5) local neighborhood self-help efforts in noise.

Discussion

Inglewood, California

Neighborhood-to-Neighborhood

Potential of DOC

4. Interest expressed by agency representatives:

- Inglewood, California was specifically identified and discussed as a candidate for attention by the Committee in demonstrating use of Federal programs in achieving noise compatible development near a major airport (LAX) as part of a revitalization effort.
- Neighborhood groups providing technical assistance to one another follows the "Echo" Model - Each Community Help Others - where the peer matching concept has been used successfully by EPA with city noise officials.
- Dr. Sidney Galler, Deputy Assistant Secretary for Environmental Affairs, of Commerce, identified the Economic Development Administration, the Intergovernmental Science, Engineering Advisory Panel (ISETAP) and The Advisory Board, as having potential roles and suggested a series of briefings to these groups.

Buy Quiet

Various agency representatives expressed interest in the Buy-Quiet Program. Arnold Brogan, Program Director of Value Engineering, GSA stated that GSA can play a major role in this program, but would need assistance in marketing quiet products to other Federal agencies.

Agency Responses
November 30, 1979

5. Administrator Costle asked participating by agencies to respond by November 30, 1979, with
 - 1) general recommendations
 - 2) an action calendar delineating specific actions agency will take, including possible resource commitments, and expected accomplishments by February 1, and August 1, 1980.
 - 3) identify a policy level representative to work with him on the Committee.

Reports to OMB, CEQ

6. Based on the agency inputs, a draft report to OMB and CEQ will be prepared by December 15, 1979 and a final report by February 1, 1980.

Principals Attending
INTERAGENCY COMMITTEE ON URBAN NOISE

November 5, 1979

ENVIRONMENTAL PROTECTION AGENCY (EPA)

Mr. Douglas Costle
Administrator

Mr. David Hawkins
Assistant Administrator
for Air Noise and Radiation

Mr. Charles Elkins
Deputy Assistant Administrator
for Noise Control Programs

DEPARTMENT OF COMMERCE (DOC)

Dr. Sidney Galler
Deputy Assistant Secretary
for Environmental Affairs

DEPARTMENT OF DEFENSE (DOD)

Mr. George Marienthal
Deputy Assistant Secretary
for Energy Environment & Safety

DEPARTMENT OF ENERGY (DOE)

Ms. Lynda Brothers
Deputy Assistant Secretary
for Environmental (Programs)

GENERAL SERVICES ADMINISTRATION (GSA)

Mr. Arnold Brogan
Program Director
of Value Engineering
Office of Acquisition Policy

URBAN NOISE - continued
November 5, 1979

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DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (HUD)

Mr. Michael A. Stegman
Deputy Assistant Secretary
for Research
Office of Policy Development & Research

DEPARTMENT OF TRANSPORTATION (DOT)

Mr. Donald Mazziotti
Deputy Assistant Secretary
for Policy and International Affairs
Office of the Secretary

COUNCIL ON ENVIRONMENTAL QUALITY (CEQ)

Ms. Jane Yarn
Member

INTERAGENCY COORDINATING COUNCIL (IACC)

Mr. Paul Sweeny
White House Fellow

URBAN NOISE
PROGRAM

SUMMARY

URBAN NOISE PROGRAM SUMMARY

The Administrations' Comprehensive Urban Policy commits the Federal government to the long term goal of making America's cities more attractive places in which to live and work and lead happier and more useful lives. Yet, noise is destroying these very same cities and neighborhoods and will continue to do so, unless an aggressive effort is undertaken to control it. This initiative represents an interagency effort to respond to the President's urban commitment by coordinating the Federal noise control program with the President's overall urban policy.

Often city vitality and noise are considered to be synonymous. Yet, excessive noise can be harmful to city residents and serves to inhibit common patterns of behavior. Moreover, certain types of noise are especially irritating and have an adverse effect on people.

Surveys show that people who live in cities realize this fact and there is a strong demand to control noise in urban areas. For the past several years, the Annual Housing Survey conducted by the Bureau of Census for HUD has consistently shown that when asked about undesirable conditions in their neighborhoods, urban residents identify noise more often than any other neighborhood condition. Surprisingly, noise is identified more often in these surveys than other more commonly addressed urban issues such as poor housing and crime, and when compared with other neighborhood conditions, excessive noise ranks second only to crime as a reason for moving out of their urban neighborhood. It is no wonder that a recent Gallup survey found that people consider "quiet" to be an important condition that persons desire in their neighborhood.

The objective of the Urban Noise Program is not a quiet, dormant city. Indeed, some noise is recognized as a natural element of a vibrant city lifestyle in which city patterns of commerce and communications are preserved and enhanced. The objective is to reduce, control, and/or eliminate those noises which are in actuality, serving to retard urban living and the revitalization of cities.

This program requires coordination among agencies in a joint effort, and is based on the conviction that noise control is not only compatible with other urban objectives, but that both objectives can be enhanced by coordinating programs and integrating resources. For example, technical assistance on noise control to neighborhood groups and volunteer organizations which are supported by several Federal agencies can give these organizations the capability of solving noise problems in their neighborhoods through self initiated self-help efforts. Likewise, community goals of soundproofing schools, and hospitals can be linked with Federal programs for weatherization and energy conservation in buildings, so that both soundproofing and weatherization can take place simultaneously at little or no extra cost. Similar opportunities for coordination have been identified and are summarized in the following table.

OPPORTUNITIES FOR INTERAGENCY COOPERATION
IN URBAN NOISE

| <u>Program Opportunities</u> | <u>Agencies</u> | <u>Activity</u> |
|-------------------------------------------------|--------------------------|--------------------------------------------------------------------------------------------------------------------------------------|
| Soundproofing and Weatherization | DOE, DOT DOC, EPA | Obtain soundproofing benefits from weatherization in schools and hospitals at little or no extra cost. |
| Urban Transportation Noise Control | DOT, HUD, EPA | Incorporate quiet design features into urban transportation facilities where revitalization is affected. |
| Noise Compatible Planning and Urban Development | HUD, DOT, DOD, EPA | Redevelop areas of extreme noise exposure and guide new residential development and other sensitive uses into quieter areas of city. |
| Buy-Quiet | GSA, DOD, DOC, EPA | Help governments purchase quiet products and equipment. |
| Quiet Neighborhood Self-Help | HUD, EPA, CSA, ACTION | Assist neighborhood organizations in developing neighborhood noise programs. |

URBAN NOISE PROGRAM

ROLES

ACTIONS

OPTIONS

Briefing Paper

**Douglas Costle
Administrator, EPA**

November 5, 1979

THE PRESIDENTS' ENVIRONMENTAL MESSAGE

On August 2, 1979, the President issued his Environmental Message setting out the Administration's priorities on the environment. This Message identified a new five point Urban Noise Initiative, to be conducted by seven Federal agencies, plus CEQ and IACC. These agencies are to form the Interagency Committee on Urban Noise under the chairmanship of the Administrator of EPA. The Committee is to report to OMB and CEQ on February 1, 1980 and again on August 1, 1980 regarding progress made in carrying out this program.

The President directed that the Federal agencies:

1. Initiate programs to achieve soundproofing and weatherization of noise-sensitive buildings such as schools and hospitals.
2. Promote the use of quiet-design features in the planning, design and operation of proposed urban transportation projects.
3. Encourage noise-sensitive developments, such as housing, to be located away from major noise sources.
4. Help Federal, state and local agencies buy quiet equipment and products.
5. Support neighborhood self-reliance efforts seeking to address local noise problems.

Program implementation is to be guided by the principles established in the Administration's Comprehensive Urban Policy, with emphasis on obtaining maximum leverage from existing programs through coordinated Federal actions. Accordingly, this program will focus on the activities of the Federal agencies identified by the President, which, through effective planning and coordination, can help to improve the urban noise environment, even though their main purpose is to achieve other goals.

Roles, Action, Options

- I. Initiate programs to achieve soundproofing and weatherization of noise sensitive buildings such as schools and hospitals.

We can help states and localities capture significant noise reduction benefits from DOE energy programs directed at schools and hospitals at no extra cost. We should also be able to increase the energy savings of buildings through DOT soundproofing initiatives; the Administration is supporting legislation to make soundproofing of schools and hospitals an allowable cost under the airport trust fund. A coordinated soundproofing and energy conservation program, therefore, makes effective use of Federal tax dollars. Since DOE

has a \$900 million allocation over a three-year period to provide funding assistance to states to weatherize the Nation's schools and hospitals, this is the place to begin. A demonstration will be needed to fully determine the technical and financial elements of this approach, and to work out the administrative process.

Present Program Needs

- DOE: Conduct a field demonstration - e.g., Boston Logan Airport area - and advise state and local energy officials of the soundproofing opportunities in the schools and hospitals program.
- DOT: Support the field demonstration and advise state and local transportation officials of the energy conservation opportunities from soundproofing projects.
- EPA: Coordinate program development, document demonstration results, and conduct an educational and technical assistance program to state and local governments.
- DOC: Provide technical support through NBS.

Additional Initiatives to Consider

- DOT: Field demonstration of energy benefits from soundproofing projects near highways, transit, and airport facilities.
- DOT,DOE: Legislative or administrative initiative to provide for joint funding of soundproofing/energy conservation projects for schools and hospitals. This would increase benefits to both programs and cut out red tape.

II. Promote the use of quiet-design features in the design and operation of urban transportation projects

The initiative should correct noise problems of urban transportation facilities where noise inhibits urban revitalization efforts. For example, the noise created by the bus transit mall in Portland, Oregon deterred Portland's housing redevelopment program and forced a reassessment of their revitalization plans. To correct the problem, bus noise reduction retrofit kits were developed. These retrofit kits should be made available nationally with the support of DOT capital assistance programs. Likewise, priority consideration should be given to soundproofing housing

where the housing is part of a revitalization package being impaired by urban transportation-generated noise.

Also, in order to avoid having similar problems occur elsewhere, quiet design features should be made a standard consideration in new urban transportation projects.

Present Program Needs

DOT,EPA: Complete the Portland bus retrofit project.

Communicate results, including benefit and costs to local officials.

DOT: Establish a capital assistance program to retrofit bus fleets in other cities.

Additional Initiatives to Consider

HUD,DOT: Establish a joint program for transit noise reduction and housing soundproofing in designated central city areas.

DOT: Give priority consideration to quiet design features in the \$200M DOT Urban Initiatives Program.

III. Help Federal, state and local agencies buy quiet equipment and products

This initiative is a "Buy Quiet" Program in which the Federal government and participating states and local governments will purchase quiet models of products and equipment they use. Many of these products are commercially available at competitive prices. This program will therefore promote the growth of a governmental market for quiet, and will stimulate the commercial market for quiet products.

GSA has already purchased lawnmowers which are both quieter and cheaper through a special Buy-Quiet incentive procurement. EPA has arranged for some of these lawnmowers to be loaned to over 100 state and local governments to demonstrate this concept.

GSA and the National Bureau of Standards (Experimental Technology Incentives Program) are supporting this program. Participants include the National League of Cities, the National Institute of Governmental Purchasing and states and cities

(such as Chicago, Dallas, and New York) which will initiate Buy-Quiet programs and will join with the Federal Government to obtain industry's participation.

Present Program Needs

EPA,NBS,
GSA,DOD: Develop a data base of quiet products, Buy-Quiet product noise specifications, and Buy-Quiet experiences of Federal, state and local agencies.

Stimulate the governmental market and industry interest in improved quiet products through pre-bid industry conferences with groups of cities, states, and Federal agencies. This will stimulate industry capability and improve the market potential of quiet products.

GSA,NBS,
DOD: Establish in consultation with EPA, a Buy Quiet-noise specification for use in all future Federal procurements of lawnmowers and develop similar specifications for other products.

EPA: Conduct a program to link the Federal market with the state and local market for quiet products using the support of the National Institute of Governmental Purchasing and the National League of Cities.

Additional Actions to Consider

GSA: Conduct special procurements on selected products in which firms are asked to compete in terms of both noise level and price. (Extend the lawnmower experiment to other products).

Promote the interest of the using Federal agencies in these quiet products.

Assist EPA in spreading the Buy-Quiet experience to States and localities through demonstration loans of the products purchased.

IV. Encourage noise sensitive developments, such as housing to be located away from major noise sources.

Redevelopment

Where existing housing is extremely close to major noise sources, as from a nearby airport, the noise can become unbearable and result in neighborhood decline. In such extreme cases, where current residential use is simply untenable, redevelopment for industrial or other noise-compatible uses should be given priority consideration. The first step required is to define the size and extent of this problem nationally, to review various redevelopment options in detail, and to initiate program operations involving appropriate Federal agencies.

New Development

The Federal government has invested over \$105M since 1975 to acquire land in the noise environs at military and civilian airports to prevent incompatible development. It has also spent \$100M on barriers around highways to protect existing development. Although Federal, State and local government have a broad interest in encouraging development that is compatible with these noise-generating facilities, their individual actions are often in conflict. As a result, an inter-agency task force has prepared uniform Federal criteria for noise-compatible development which will soon be finalized. It is now necessary to initiate a coordinated technical assistance program to assist state and local governments.

Present Program Needs

Redevelopment

HUD,EDA,
EPA,DOT: Establish and support a Task Force to (1) define the magnitude of the problem as it relates to noise levels, health, relocation needs, and economic revitalization issues, (2) establish program eligibility criteria, and (3) identify redevelopment options compatible with the noise source.

Initiate a joint program considering use of Regional Councils and an integrated application package.

New Development

HUD, DOT, Establish uniform criteria for noise-DOD, EPA: compatible development.

Establish a joint technical assistance program through the National League of Cities and/or other national organizations to assist local governments in fostering noise-compatible development in noise impacted areas.

Additional Initiatives to Consider

Redevelopment

EDA, HUD: Select one or more areas for capital funded demonstration projects involving the re-use of residential areas where noise levels are extremely high.

New Development

HUD, EPA, Provide assistance to a selected number of cities to implement noise compatible development controls, site design measures, and planning processes.
DOT:

V. Support neighborhood self-reliance efforts seeking to address local noise problems

Noise control is inherently a local problem, often amenable to simple local solutions. Neighborhood organizations, working in concert with their local government, can accomplish a great deal in controlling irritating and intrusive sources of noise in their area.

This initiative is a Quiet Neighborhood Self-Help Program in which local action-oriented neighborhood organizations undertake self-help noise reduction activities in their neighborhoods, and assist in the development and implementation of local noise programs. The program is being supported by EPA with the cooperation of the National Association of Neighborhoods.

Present Program Needs

EPA,HUD: Conduct a Neighborhood - To - Neighborhood Noise Program through the National Association of Neighborhoods and other groups in which neighborhood organizations with noise experience assist counterpart organizations deal with their local noise problems.

EPA: Conduct a technical assistance and training program for neighborhood organizations and establish linkages between city noise enforcement programs and neighborhood noise reduction efforts.

Additional Initiatives to Consider

HUD,EPA: Conduct quiet neighborhood demonstration projects.

CSA,ACTION: Train vista volunteers to become neighborhood noise resource persons and direct an education and training program to Community Action Agencies.

Attachment 3

Federal Agency Responses to November 5, 1979 meeting
of Interagency Committee on Urban Noise

THE WHITE HOUSE
WASHINGTON

November 26, 1979

Dear Doug:

As Chairman of IACC, I would like to express my support to you and other agency participants in your efforts to implement the President's urban noise program.

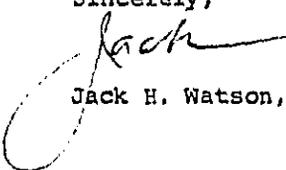
As you know, in seeking to achieve the President's goal of revitalizing our cities and neighborhoods, we have closely examined many of the problems which have contributed to urban decay. Those problems are social, economic and environmental in nature. Included is the problem of excessive noise.

Initiatives such as those being contemplated and undertaken by the Interagency Committee on Urban Noise can have a significant impact upon the noise problem. A coordinated effort among the agencies based upon the premise that noise control is a logical complement to other urban objectives will undoubtedly maximize the benefits of those initiatives. Moreover, the integration of existing programs and resources will serve to enhance their effects.

Again, let me state that I support and encourage your work in this area. I have assigned Paul Sweeney of my staff to represent me and work with you where necessary to achieve the Committee's goals. I truly believe that we can control the urban noise problem and that your work will contribute significantly to that effort.

Warm regards.

Sincerely,


Jack H. Watson, Jr.

The Honorable Douglas M. Costle
Administrator
U.S. Environmental Protection Agency
Washington, D.C. 20460

RECEIVED

DEC - 4, 1979



MANPOWER,
RESERVE AFFAIRS
AND LOGISTICS

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE

WASHINGTON, D. C. 20301

W/H Hawkins
NA

cc Castle
Blum
Andrews

9 DEC 1979

Honorable Douglas M. Costle
Administrator
U.S. Environmental Protection Agency
Washington, D.C. 20460

Dear Mr. Administrator:

This is in reply to your letter of November 15, 1979, to the Secretary of Defense concerning the Interagency Committee on Urban Noise.

The Department of Defense (DoD) supports strongly the Committee's objectives. We are particularly interested in the buy-quiet and noise-compatible use initiatives.

With regard to specific time-phased DoD actions, since DoD is not the lead agency on any of the initiatives, it is inappropriate for us to establish an action schedule. We will cooperate, however, fully with the appropriate lead agencies. We will be happy to provide detailed information to the lead agencies upon request.

Compatible land use planning is not new to DoD. The DoD Air Installation Compatible Use Zone (AICUZ) program is an ongoing effort at all DoD airfields designed to encourage achievement of compatibility between air installations and neighboring civilian communities. AICUZ studies define and map noise exposure and accident areas, analyze existing and future land use compatibility, document DoD actions to minimize noise, and make compatible land use recommendations to local communities. We would be glad to describe our program to any interested federal, state, or local authority.

Regarding the buy-quiet program, DoD policy is that all new equipment being considered for purchase should have the lowest noise emission levels that are technologically and economically feasible and compatible with performance and environmental requirements. Increased availability of low-noise emission products from the federal supply system would facilitate implementation of that policy.

I will continue to represent the DoD on the Interagency Committee on Urban Noise. Please contact me or George Siebert on 697-5947 if we can provide any additional information.

Sincerely,



George Marienthal
Deputy Assistant Secretary of Defense
(Energy, Environment and Safety)



THE SECRETARY OF COMMERCE

Washington, D.C. 20230

DEC 11 1982

Dear Mr. Costle:

Your letter of November 15 requested specific actions and suggestions as to how the Department of Commerce, as a member of the Interagency Committee on Urban Noise, will contribute to the Administration's urban initiative. The interest and opportunity to contribute occur in three parts of the Department: the National Bureau of Standards, the Economic Development Administration, and the Office of Environmental Affairs.

The National Bureau of Standards' (NBS) Environmental Noise Program is an example of an ongoing research activity which supports directly the President's Urban Noise Program.

This research program is designed to provide by 1985 improved characterization, measurements, and prediction methods for assessing, in terms that are relevant to human response, acoustical performance of sites, buildings, and building materials.

The contributions to date include:

1. Writing a major portion of a chapter for the second edition of the Handbook of Noise Control;
2. Developing the technical basis for a revised American National Standards Institute standard for measuring and rating steady state noise in rooms; and
3. Obtaining preliminary results that indicate that current methods for predicting time-varying noise effects may have serious shortcomings.

Future plans (for Fiscal Year 1981-1985) include:

1. Identification through field studies of acoustic parameters affecting community residents and building users;
2. Development of the technical bases required for noise isolation of buildings;
3. Characterization of sound fields in and around buildings as a function of land use, and location and orientation of buildings relative to noise sources;
4. Development of a standardized measurement method for determining outdoor-to-indoor noise isolation; and
5. Characterization of sound propagation outdoors as a function of such variables as temperature, humidity, ground impedance, and barriers.

It should be emphasized that these future plans are part of the long-term planning of NBS in its task of developing measurement and evaluation methods for the future needs of emerging technology. Funds for these plans have not yet been requested by NBS nor approved by the Congress. Nevertheless the planning process in itself represents a commitment by NBS towards solving the environmental noise problems identified in the President's Environmental Message.

There are several Economic Development Administration (EDA) programs which have the potential to have a positive effect on reducing urban noise. What specific forms these actions will take will depend upon the final wording of EDA's new legislation which is still being developed by the Congress.

The following general recommendations represent EDA interagency input into the noise reduction program:

1. EDA's FY 1980 \$50 million Public Works Impact Program, Energy Conservation Program, informational materials could note that EDA grant funds can be utilized to achieve soundproofing of noise-sensitive building projects. In addition to installing insulation for energy conservation purposes, the noise reduction aspect would provide a twofold purpose.

2. When EDA's public works, development finance, and economic adjustment assistance regulations are amended to conform to the forthcoming reauthorization legislation, such regulations could specifically note that the soundproofing of newly developed noise-sensitive public or private facilities constitutes an eligible use of EDA assistance.
3. Institutional capacity assistance grantees, such as university centers, the National League of Cities, the National Council for Urban Economic Development, and the National Development Council, could be made aware of this new program effort, and if appropriate, could disseminate information on successful and innovative local or urban industrial noise abatement programs to their clientele. (See enclosed November 29 memorandum on proposed programming effort for the National League of Cities.)
4. EDA could include as a special condition in offers of grants the requirement that noise emission during construction of EDA-funded activities be limited so as not to exceed certain established levels. This should be done only when special circumstances make it appropriate to do so.

As requested, we are providing the following item as our action calendar submission:

- . Inclusion in Agency procedures the commitment to support the effort to reduce urban noise. (May 1980)

In his August 1979 memorandum concerning urban noise, the President initiated "a program to reduce urban noise by making existing programs work better through interagency and intergovernmental cooperation." The Briefing Paper (page 5, Present Program Needs - Redevelopment) proposes a Redevelopment Task Force to consider the use of an integrated application package for the various assistance programs run by the Departments of Housing and Urban Development, Transportation, and Commerce (Economic Development Administration), and the Environmental Protection Agency. We look forward to our participation in the Task Force, but believe that the integrated application package concept is unwieldy and unworkable. We suggest that the Task Force deliberations include recognition of the various perspectives of the individual granting agencies and would urge each agency actively to consider noise reduction in their granting activities. Additionally, we believe that there should be greater recognition of the fact that "[n]oise control is inherently a local problem often amenable to simple local solutions."

The Office of Environmental Affairs (OEA) is prepared to assist in arranging briefings by your staff to the Commerce Technical Advisory Board (CTAB) and to the Intergovernmental Science, Engineering, and Technology Advisory Panel (ISETAP). The CTAB, composed of high-level executives from private industry and academia, studies and evaluates the technical activities of the Department of Commerce, and recommends measures to the Secretary to increase the value of these activities to the business community. ISETAP reports to the President's Office of Science and Technology Policy (OSTP). Its membership includes 20 outstanding state and local governmental officials in addition to the Director of OSTP and the Director of the National Science Foundation. It functions as a two-way communication channel, apprising state and local officials of relevant Federal research and development efforts and results, and recommending priorities for Federal research and development programs, based on perceived state and local program needs.

Preliminary, informal contacts with the staff personnel indicate that there is a strong likelihood that both CTAB and ISETAP would be receptive to briefings of the Interagency Urban Noise Program, and that such briefings could be arranged prior to August, 1980. If you feel that these contacts would be desirable and that we can assist you, please feel free to contact OEA directly.

Finally, in closing, I am designating Deputy Assistant Secretary for Environmental Affairs Dr. Sidney R. Galler as the policy-level representative to assist the Interagency Committee in its program. His telephone number is 377-4335. We are looking forward to working with you on this aspect of the President's urban initiative.

Sincerely,

Secretary of Commerce

Enclosure

Honorable Douglas M. Costle
Administrator, Environmental
Protection Agency
401 M Street, S. W.
Washington, D. C. 20460



U.S. Department of Energy
Washington, D.C. 20585

December 26, 1979

Honorable Douglas M. Costle
Administrator
United States Environmental
Protection Agency
Washington, D.C. 20460

Dear Mr. Costle:

This is in response to your letter of November 15, 1979, to Charles W. Dunham, Jr., Secretary of Energy, regarding the Interagency Committee on Urban Noise.

This Department has been working closely with the Environmental Protection Agency (EPA) on a wide range of programs, including noise abatement efforts. Under the existing Interagency Agreement, technical and consultative support will continue to be provided by the Department of Energy (DOE). We are currently working with the State of Massachusetts to explore the possibility of coordinating the funds available for retrofitting selected schools and hospitals under this Department's schools and hospitals program with the President's noise abatement objectives. To that end, a meeting attended by Lt. Gov. O'Neill and representatives from EPA, DOE and the Department of Transportation (DOT) was held on November 19, 1979. We agreed to continue to work with the State of Massachusetts to coordinate DOE's, EPA's and DOT's efforts to assist schools and hospitals in the Logan Airport area.

The DOE representatives for this interagency effort will be Mr. Frank Stewart, Director, State and Local Programs and Mr. Gerald S. Leighton, Director, Community Systems Division within the Office of the Assistant Secretary for Conservation and Solar Energy.

I would like to state that your Agency will receive all cooperation that is necessary from DOE to further the President's noise abatement objectives as described in his memorandum of August 2, 1979.

Sincerely,

John M. Deutch
Under Secretary

I enjoyed our trip to J. Mass



THE SECRETARY OF TRANSPORTATION
WASHINGTON, D.C. 20590

DEC 17 1979

Honorable Douglas M. Costle
Administrator
Environmental Protection Agency
Washington, D.C. 20460

Dear Doug:

This is in response to your November 15, 1979, letter regarding the implementation of the President's initiatives on urban noise. Don Mazziotti had reported to me regarding the meeting which you chaired on this subject on November 5, and we are pleased to participate on the interagency committee which you have established. Don is the policy level representative from the Department of Transportation who will work with you in carrying out this program.

The Department of Transportation can contribute to implementing several of the noise initiatives identified by the President in his Environmental Message. The specific actions that we have taken and intend to take are identified below.

1. Soundproofing and Weatherization of Schools and Hospitals

Soundproofing of schools, hospitals and other public use facilities is an eligible expense in the federal-aid highway program in cases where those facilities are impacted by noise from federal-aid highways in excess of the established noise guidelines. The Administration's airport legislation seeks similar authority in connection with our airport grant program.

By January 31, 1980, we will inform DOT administrations to be alert to opportunities for weatherization of public buildings in connection with soundproofing projects. In parallel, we have established contact with the Department of Energy to encourage that agency to instruct its field staff to seek to maximize soundproofing opportunities in connection with weatherization projects.

We will be exploring with DOE the possibility for developing guideline material on the opportunities for joint soundproofing/weatherization projects. We hope to reach some conclusion on the possibility of such an effort by December 31, 1979.

2. Quiet Design of Urban Transportation Projects

The Department has provided guidance to state and local governments with respect to the location and design of highway and airport projects to minimize noise impacts. For example, the Federal Highway Administration gives

several training courses for federal and state highway personnel on the identification and solution of urban highway noise problems. Moreover, we carefully consider anticipated noise impacts in our evaluation of proposed urban transportation projects. In addition, significant sums of federal-aid highway grant funds are being provided for the construction of noise barriers along urban highways, where necessary. We will continue all of these efforts.

In addition, by January 31, 1980, we will inform mass transit agencies that the acquisition of noise reduction features on transit buses will be an eligible expense under our mass transit grant program and will issue appropriate instructional material. We further are developing, and intend to provide, more advanced training to federal and state highway personnel on urban transportation noise problems and solutions.

3. Location of Housing Away from Major Noise Sources

Although the primary responsibility for this action would presumably rest with the Department of Housing and Urban Development and with EPA, we will continue to advise state and local authorities regarding the desirability of appropriate land use controls in unbuilt areas adjacent to significant transportation noise generators -- particularly the need to locate future housing away from major sources of transportation noise. In this connection, the Federal Highway Administration is working with the National League of Cities and the National Association of Counties to develop a plan for providing technical assistance to local governments in developing effective local transportation-related noise control programs. We expect to complete this plan early in 1980. An important part of the federal government's efforts in connection with assisting state and local governments in this area is the utilization of a consistent noise measurement descriptor. We will continue to cooperate with EPA and other agencies in this regard.

4. Purchase of Quiet Products and Equipment

The Federal Highway Administration has issued regulations requiring the identification of potential excessive noise impacts during construction. These regulations promote the acquisition and use of quieter construction equipment. In addition, the Federal Highway Administration, in conjunction with EPA, is sponsoring research to further study means for controlling construction equipment noise levels.

By February 29, we will advise recipients of all DOT construction grants that the additional cost of utilizing quiet equipment in the construction of transportation projects will be eligible costs in our construction grant programs.

We look forward to continuing to work with your staff on this matter. Staff level inquiries may be directed to Martin Convisser, Director of the Office of Environment and Safety (telephone: 426-4357).

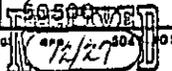
Sincerely,

Neil Goldschmidt

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| Mr. Hawkins | DATE | <input type="checkbox"/> COORDINATION |
| cc: Mr. Costle (fyi) | INITIALS | <input type="checkbox"/> FILE |
| Ms. Blum (fyi) | DATE | <input type="checkbox"/> INFORMATION |
| 3 cc: Mr. Andrews (fyi) | INITIALS | <input type="checkbox"/> NOTE AND RETURN |
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| Executive Communications (AX) | PHONE | |

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THE SECRETARY OF HOUSING AND URBAN DEVELOPMENT
WASHINGTON, D. C. 20410

December 7, 1979

Honorable Douglas M. Costle
Administrator
Environmental Protection Agency
Washington, D. C. 20460

Dear Mr. Costle:

This is in response to your November 15, 1979 letter regarding the Interagency Committee on Urban Noise.

We are pleased to participate in the federal urban noise abatement program, and I am appointing Walter G. Farr, Deputy Assistant Secretary for Community Planning and Development (755-6680), as the HUD policy representative. His alternate will be Richard H. Broun, Director, Office of Environmental Quality (755-6300). Principal staff support to the Interagency Program will be provided by James F. Miller, Director, Environmental Planning Division, within the Office of Environmental Quality (755-8909).

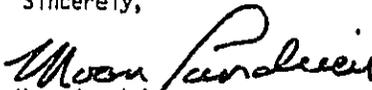
As you know, this Department has taken a major urban noise abatement initiative on July 12, 1979, when a revised noise regulation was issued as 24 CFR Part 51 Subpart B (copy enclosed). This comprehensive noise policy will affect all HUD assistance or insurance for housing in noise-exposed areas. The policy supports EPA's choice of the day-night average sound level as the appropriate noise impact measure. We believe that the policy will have an influence on communities beyond the direct effect on housing that is assisted or insured by HUD, and we know of units of local government which are drafting regulations comparable to the HUD policy. We are now preparing new Noise Assessment Guidelines to assist in implementing the policy which will be distributed to localities.

My staff has been working with EPA, Department of Transportation, and Department of Defense staff over the last several months to prepare a resource document which will be a guide for considering noise in land use planning and control. This builds on separate initiatives by HUD, DOT, and Defense in this subject area over the last several years.

2

These activities are related to point number three of the proposed noise program. We expect these activities to be well along by February 1, 1980, and completed before August 1, 1980.

Sincerely,


Moon Landrieu

Enclosure

Attachment 4

Agency Representatives on the
Interagency Committee on Urban Noise

INTERAGENCY COMMITTEE ON URBAN NOISE

Chairman

Mr. Douglas Costle
Administrator
Environmental Protection Agency

Agency Representatives

Mr. Sidney Galler
Deputy Assistant Secretary
for Environmental Affairs
Department of Commerce

Mr. George Marienthal
Deputy Assistant
for Energy Environment & Safety
Department of Defense

Mr. Frank Stewart
Director, State and Local Programs
Office of the Assistant Secretary
for Conservation and Solar Energy
Department of Energy

Mr. Arnold Brogan
Program Director
of Value Engineering
Office of Acquisition Policy
General Services Administration

Mr. Walter G. Farr
Deputy Assistant Secretary
for Community Planning and Development
Department of Housing and Urban Development

Mr. Donald Mazziotti
Deputy Assistant Secretary
for Policy and International Affairs
Office of the Secretary
Department of Transportation

Mr. Paul Sweeny
White House Fellow
Interagency Coordinating Council