Coffman Associates
Airport Consultants

TECHNICAL INFORMATION PAPER

NOISE AND LAND USE COMPATIBILITY GUIDELINES

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Aircraft noise is often the most noticeable environmental effect an airport will produce on the surrounding community. If the sound is sufficiently loud or frequent in occurrence, it may interfere with various activities or be considered objectionable.

Individual human response to noise is highly variable and is influenced by many factors. Despite the variation among individuals, the average response among a group of people is much less variable. This enables us to make reasonable evaluations of the average impacts of aircraft noise on a community.

According to scientific research, noise response is most readily correlated with noise as measured with cumulative noise metrics. A variety of cumulative noise exposure metrics have been used in research studies over the years. In the United States, the DNL (day-night noise level) metric has been widely used. DNL accumulates the total noise occurring during a 24-hour period, with a 10 decibel penalty applied to noise occurring between 10:00 p.m. and 7:00 a.m. DNL correlates well with average community response to noise. (For more information on noise measurement, see the TIP entitled, "The Measurement and Analysis of Sound".)

The results of studies on community noise impacts show that the number of people expressing concerns with noise increases as the noise level increases. The level of concern increases along an S-shaped curve, as shown in **Exhibit A**. Research has shown that even at extremely high noise levels, there are at least some people, albeit a small percentage, who are not annoyed. Conversely, it also shows that at even very low noise levels, at least some people will be annoyed.

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EFFECT OF BACKGROUND NOISE ON REPORTED ANNOYANCE

Noise analysts have speculated that the overall ambient noise level in an environment determines to what degree people will be annoyed by aircraft noise of a given level. That is, in a louder environment it takes a louder level of aircraft noise to generate complaints than it does in a quieter environment.

Kryter (1984, p. 582) reviewed some of the research on this question. He noted that the effects of laboratory tests and attitude surveys on this question are somewhat inconclusive. A laboratory test he reviewed found that recordings of aircraft noise were judged to be less intrusive as the background road traffic noise was increased. On the other hand, an attitude survey in the Toronto Airport area found that the effects of background noise were not significant.

The studies reviewed by Kryter were intended to see if background noise provided some degree of masking of aircraft noise. They did not, however, take into consideration the subjects' rating of the overall quality of the noise environment.

The U.S. Environmental Protection Agency (EPA) has provided guidelines to address the question of background noise and its relationship to aircraft noise. EPA has determined that complaints can be expected when the intruding DNL exceeds the background DNL by more than 5 decibels (U.S. EPA 1974). The California Department of Transportation (Caltrans 1983, p. 52) notes that some Airport Land Use Commissions in California consider the effects of background noise in determining the aircraft noise contour of significance. Specifically, adjustments have been made in areas with quiet background noise levels of 50 to 55 CNEL. In those cases, aircraft CNEL contours are prepared down to 55 or 60 CNEL, and land use compatibility criteria are adjusted to apply to those areas.

The Federal Interagency Committee on Noise (FICON 1992, p. 2-6) examined the question of background noise and its relationship to perceptions of aircraft noise. It reviewed the research in this field, concluding that there was a basis for believing that, in addition to the magnitude of aircraft noise, the difference between background noise and aircraft noise was in some way related to human perceptions of noise disturbance. It noted, however, that there was insufficient scientific data to provide authoritative guidance on the consideration of these effects. It advocated further research in this area.

LAND USE COMPATIBILITY GUIDELINES

The degree of annoyance which people suffer from aircraft noise varies depending on their activities at any given time. People rarely are as disturbed by aircraft noise when they are shopping, working, or driving as when they are at home. Transient hotel and motel residents seldom express as much concern with aircraft noise as do permanent residents of an area. The concept of "land use compatibility" has arisen from this systematic variation in human tolerance to

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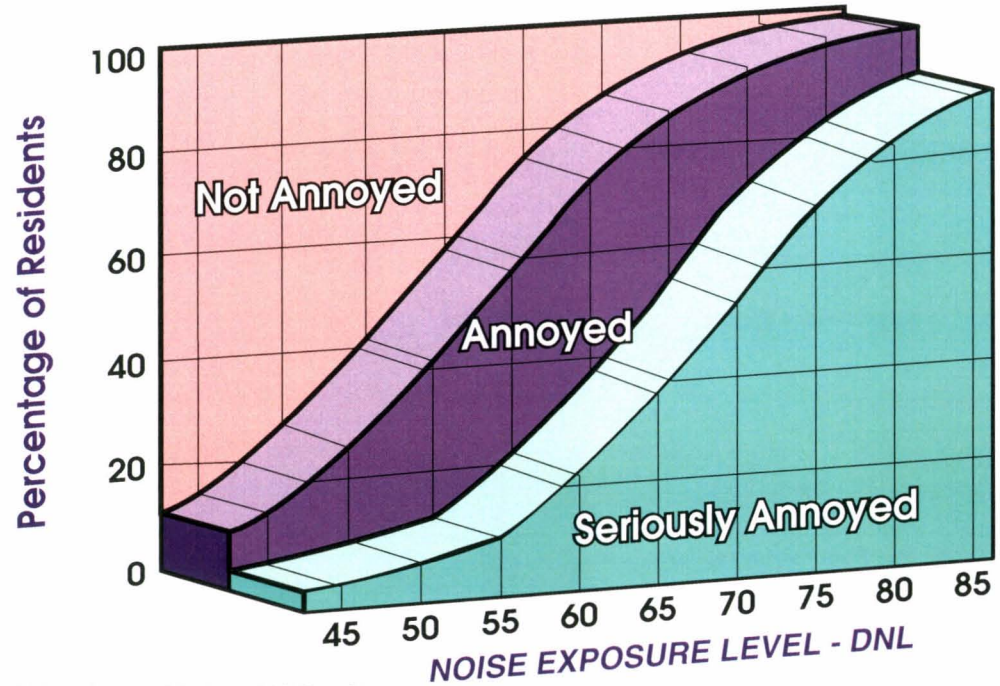
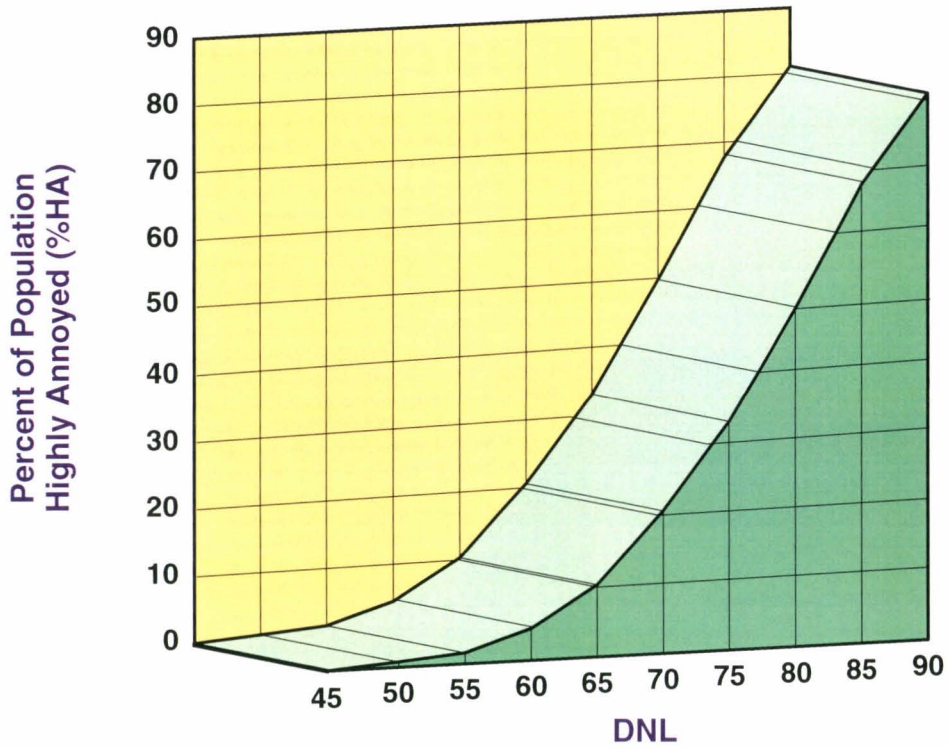


Source: Richards and Ollerhead 1973, p.31



Equation for Curve: $\% HA = \frac{100}{1 + e\,(11.13 - .14\,Ldn)}$

Source: Finegold et al. 1992 and 1994.

UPDATED SCHULTZ CURVE

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Land Use Exhibit A
ANNOYANCE CAUSED BY AIRCRAFT NOISE IN RESIDENTIAL AREAS

The concept of "land use compatibility" has arisen from this systematic variation in human tolerance to aircraft noise. Since the 1960s, many different sets of land use compatibility guidelines have been proposed and used. This section reviews some of the more well known guidelines.

FEDERAL LAND USE COMPATIBILITY GUIDELINES

FAA-DOD Guidelines

In 1964, the Federal Aviation Administration (FAA) and the U.S. Department of Defense (DOD) published similar documents setting forth guidelines to assist land use planning in areas subjected to aircraft noise from nearby airports. These are presented in **Table 1**. The guidelines establish three zones, describing the expected responses to aircraft noise from residents of each zone. In Zone 1, corresponding to areas exposed to noise below 65 DNL, essentially no complaints would be expected, although noise could be an occasional nuisance. In Zone 2, corresponding to 65 to 80 DNL, individuals may complain, perhaps vigorously. In Zone 3, corresponding to 80 DNL and above, vigorous complaints would be likely and concerted group action could be expected.

TABLE 1
Chart for Estimating Response of Communities Exposed to Aircraft Noise
1964 FAA-DOD Guidelines

Noise Rating	Zone	Description of Expected Response
Less than 65 Ldn 100 CNR	1	Essentially no complaints would be expected. The noise may, however, interfere occasionally with certain activities of the residents.
65 to 80 Ldn 100 to 115 CNR	2	Individuals may complain, perhaps vigorously. Concerted group action is possible.
Greater than 80 Ldn 115 CNR	3	Individual reactions would likely include repeated, vigorous complaints. Concerted group action might be expected.

Note: CNR stands for "community noise rating", a cumulative noise descriptor similar to Ldn which is no longer in general use.

Source: U.S. DOD 1964. Cited in Kryter 1984, p. 616.

HUD Guidelines

In 1971, the U.S. Department of Housing and Urban Development published noise assessment guidelines for evaluating the acceptability of sites for housing assistance. The guidelines, shown in **Table 2**, establish four classes of noise impact. The first two categories refer to areas outside the 65 DNL contour, the first at a distance exceeding the distance between the 65 and 75 DNL contours, the second at a lesser distance. Housing

is considered clearly acceptable in the first category and "normally acceptable" in the second. Housing is considered "normally unacceptable" in the 65 to 75 DNL range and clearly unacceptable inside the 75 DNL contour.

TABLE 2
Site Exposure to Aircraft Noise
1971 HUD Guidelines

Distance from site to the center of the area covered by the principal runways	Acceptability category
Outside the Ldn = 65 (NEF = 30, CNR = 100) contour at a distance greater than or equal to the distance between the contours Ldn = 65 and Ldn = 75	Clearly acceptable
Outside the Ldn = 65 contour, at a distance less than the distance between the Ldn = 65 and Ldn = 75	Normally acceptable
Between the Ldn = 65 and Ldn = 75 contours	Normally unacceptable
Within the Ldn = 75 contour	Clearly unacceptable

Note: CNR and NEF stand for "community noise rating", and "noise exposure forecast", cumulative noise descriptors which are no longer in general use.

Source: Schultz and McMahon 1971. Cited in Kryter 1984, p. 617.

EPA Guidelines

The U.S. Environmental Protection Agency published a document in 1974 suggesting maximum noise exposure levels to protect public health with an adequate margin of safety. These are shown in **Table 3**. They note that the risk of hearing loss may become a concern with exposure to noise above 74 DNL. Interference with outdoor activities may become a problem with noise levels above 55 DNL. Interference with indoor residential activities may become a problem with interior noise levels above 45 DNL. If we assume that standard construction attenuates noise by about 20 decibels, with doors and windows closed, a standard estimate, this corresponds to an exterior noise level of 65 DNL.

FAA Land Use Guidance System

In 1977, FAA issued an advisory circular on airport land use compatibility planning (FAA 1977b). It describes land use guidance (LUG) zones corresponding to aircraft noise of varying levels as measured by four different noise metrics (**Exhibit B**). It also includes suggested land use noise sensitivity guidelines (**Exhibit C**).

In **Exhibit B**, LUG Chart I, four land use guidance zones are described, corresponding to DNL levels of 55 or less (A), 55 to 65 (B), 65 to 75 (C), and 75 and over (D). LUG Zone A is described as minimal exposure, normally requiring no special noise control considerations. LUG Zone B is described as moderate exposure where land use controls should

be considered. LUG Zone C is subject to significant exposure, and various land use controls are recommended. In LUG Zone D, severe exposure, containment of the area within airport property, or other positive control measures, are suggested.

TABLE 3
Summary of Noise Levels Identified as Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety
1974 EPA Guidelines

Effect	Level	Area
Hearing Loss	74 Ldn +	All areas
Outdoor activity interference and annoyance	55 Ldn +	Outdoors in residential areas and farms and other outdoor areas where people spend widely varying amounts of time and other places in which quiet is a basis for use.
	59 Ldn +	Outdoor areas where people spend limited amounts of time, such as school yards, playgrounds, etc.
Indoor activity interference and annoyance	45 Ldn +	Indoor residential areas
	49 Ldn +	Other indoor areas with human activities such as schools, etc.

Note: All Leq values from EPA document converted by FAA to Ldn for ease of comparison (Ldn = Leq (24) + 4 dB).

Source: U.S. EPA 1974. Cited in FAA 1977a, p. 26.

In LUG Chart II, **Exhibit C**, most noise-sensitive uses are suggested as appropriate only within LUG Zone A. These include single-family and two-family dwellings, mobile homes, cultural activities, places of public assembly, and resorts and group camps. Uses suggested for Zones A and B include multi-family dwellings and group quarters; financial, personal, business, governmental, and educational services; and manufacturing of precision instruments. In Zones C and D, various manufacturing, trade, service, resource production, and open space uses are suggested.

Federal Interagency Committee on Urban Noise

In 1979, the Federal Interagency Committee on Urban Noise (FICUN), including representatives of the Environmental Protection Agency, the Department of Transportation, the Housing and Urban Development Department, the Department of Defense, and the Veterans Administration, was established to coordinate various federal programs relating to the promotion of noise-compatible development. In 1980, the Committee published a report which contained detailed land use compatibility guidelines for varying DNL noise levels (FICUN 1980). These are presented in **Table 4**. The work of the Interagency Committee was very important as it brought together for the first time all federal agencies with a direct involvement in noise compatibility issues and forged a general consensus on land use compatibility for noise analysis on federal projects.

The Interagency guidelines describe the 65 DNL contour as the threshold of significant impact for residential land uses and a variety of noise-sensitive institutions (such as hospitals, nursing homes, schools, cultural activities, auditoriums, and outdoor music shells). Within the 55 to 65 DNL contour range, the guidelines note that cost and feasibility factors were considered in defining residential development and several of the institutions as compatible. In other words, the guidelines are based not solely on the effects of noise. They also consider the cost and feasibility of noise control.

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LAND USE GUIDANCE ZONES (LUG)	NOISE EXPOSURE CLASS	INPUTS: AIRCRAFT NOISE ESTIMATING METHODOLOGIES				HUD NOISE ASSESSMENT GUIDELINES (1977)	SUGGESTED NOISE CONTROLS
		Ldn DAY-NIGHT AVERAGE SOUND LEVEL	NEF NOISE EXPOSURE FORECAST	CNR COMPOSITE NOISE RATING	CNEL COMMUNITY NOISE EQUIVALENT LEVEL		
A	MINIMAL EXPOSURE	0 TO 55	0 TO 20	0 TO 90	0 TO 55	"CLEARLY ACCEPTABLE"	NORMALLY REQUIRES NO SPECIAL CONSIDERATIONS
B	MODERATE EXPOSURE	55 TO 65	20 TO 30	90 TO 100	55 TO 65	"NORMALLY ACCEPTABLE"	LAND USE CONTROLS SHOULD BE CONSIDERED
C	SIGNIFICANT EXPOSURE	65 TO 75	30 TO 40	100 TO 115	65 TO 75	"NORMALLY UNACCEPTABLE"	NOISE EASEMENTS, LAND USE, AND OTHER COMPATIBILITY CONTROLS RECOMMENDED
D	SEVERE EXPOSURE	75 & HIGHER	40 & HIGHER	115 & HIGHER	75 & HIGHER	"CLEARLY UNACCEPTABLE"	CONTAINMENT WITHIN AIRPORT BOUNDARY OR USE OF POSITIVE COMPATIBILITY CONTROLS RECOMMENDED

Source: FAA 1977b, p. 12.

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Land Use Exhibit B
LAND USE GUIDANCE CHART I:
AIRPORT NOISE INTERPOLATION

LAND USE		LUG ZONE[1]		LAND USE		LUG ZONE[1]	
SLUCM NO.	NAME	SUG-GESTED	STUDY	SLUCM NO.	NAME	SUG-GESTED	STUDY
10	Residential.	A-B		50	Trade.[4]		
11	Household units.			51	Wholesale trade.	C-D	
11,11	Single units--detached.	A		52	Retail trade--building materials, hardware, and farm equipment.	C	
11,12	Single units--semiattached.	A					
11,13	Single units--attached row.	B		53	Retail trade--general merchandise.	C	
				54	Retail trade--food.	C	
11,21	Two units--side-by-side.	A		55	Retail trade--automotive, marine craft, aircraft, and accessories.	C	
11,22	Two units--one above the other.	A					
				56	Retail trade--apparel and accessories.	C	
11,31	Apartments--walk up.	B		57	Retail trade--furniture, home furnishings, and equipment.	C	
11,32	Apartments--elevator.	B-C					
				59	Retail trade--eating and drinking.	C-D	
12	Group quarters.	A-B			Other retail trade.		
13	Residential hotels.	B					
14	Mobile home parks or courts.	A		60	Services.[4]		
15	Transient lodgings.	C					
19	Other residential.	A-C		61	Finance, insurance, and real estate services.	B	
				62	Personal services.	B	
20	Manufacturing.[2]	C-D		63	Business services.	B	
				64	Repair services.	C	
21	Food and kindred products--manufacturing.			65	Professional services.	B-C	
22	Textile mill products--manufacturing.	C-D		66	Contract construction services.	C	
23	Apparel and other finished products made from fabrics, leather, and similar materials--manufacturing.	C-D		67	Governmental services.	B	
				68	Educational services.	A-B	
				69	Miscellaneous services.	A-C	
24	Lumber and wood products (except furniture)--manufacturing.	C-D					
				70	Cultural, entertainment, and recreational.		
25	Furniture and fixtures--manufacturing.	C-D					
26	Paper and allied products--manufacturing.	C-D		71	Cultural activities and nature exhibitions.	A	
27	Printing, publishing, and allied industries.	C-D		72	Public assembly.	A	
28	Chemicals and allied products--manufacturing.	C-D		73	Amusements.	C	
29	Petroleum refining and related industries.[3]	C-D		74	Recreational activities.[5]	B-C	
				75	Resorts and group camps.	A	
30	Manufacturing (Continued).[2]			76	Parks.	A-C	
				79	Other cultural, entertainment, and recreational.[5]	A-B	
31	Rubber and miscellaneous plastic products--manufacturing.	C-D					
				80	Resource production and extraction.		
32	Stone, clay, and glass products--manufacturing.	C-D					
33	Primary metal industries.	D		81	Agriculture.	C-D	
34	Fabricated metal products--manufacturing.	D		82	Agricultural related activities.	C-D	
35	Professional, scientific, and controlling instruments: photographic and optical goods; watches and clocks--manufacturing.	B		83	Forestry activities and related services.	D	
				84	Fishing activities and related services.	D	
				85	Mining activities and related services.	D	
39	Miscellaneous manufacturing.	C-D		89	Other resource production and extraction.	C-D	
40	Transportation, communication, and utilities.			90	Undeveloped land and water areas.		
41	Railroad, rapid rail transit, and street railway transportation.	D		91	Undeveloped and unused land area (excluding noncommercial forest development).	D	
42	Motor vehicle transportation.	D		92	Noncommercial forest development.	D	
43	Aircraft transportation.	D		93	Water areas.	A-D	
44	Marine craft transportation.	D		94	Vacant floor area.	A-D	
45	Highway and street right-of-way.	D		95	Under construction.	A-D	
46	Automobile parking.	D		99	Other undeveloped land and water areas.	A-D	
47	Communication.	A-D					
48	Utilities.	D					
49	Other transportation communication and utilities.	A-D					

1. Refer to Land Use Guidance Chart I, Exhibit C-1.
2. Zone "C" suggested maximum except where exceeded by self generated noise.
3. Zone "D" for noise purposes; observe normal hazard precautions.
4. If activity is not in substantial, air-conditioned building, go to next higher zone.
5. Requirements likely to vary - individual appraisal recommended.

SLUCM: *Standard Land Use Coding Manual*, U.S. Urban Renewal Administration and Bureau of Public Roads, 1965.

Source: FAA 1977b, p. 14.

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Land Use Exhibit C
LAND USE GUIDANCE CHART II:
LAND USE NOISE SENSITIVITY INTERPOLATION

94SP02-LU D-3/15/94

LAND USE	Yearly Day-Night Average Sound Level (DNL) in Decibels			
	50-60	60-70	70-80	80-90
Residential - Single Family, Extensive Outdoor Use				
Residential - Multiple Family, Moderate Outdoor Use				
Residential - Multi Story, Limited Outdoor Use				
Transient Lodging				
School Classrooms, Libraries, Religious Facilities				
Hospitals, Clinics, Nursing Homes, Health Related Facilities				
Auditoriums, Concert Halls				
Music Shells				
Sports Arenas, Outdoor Spectator Sports				
Neighborhood Parks				
Playgrounds, Golf Courses, Riding Stables, Water Rec., Cemeteries				
Office Buildings, Personal Services, Business and Professional				
Commercial - Retail, Movie Theaters, Restaurants				
Commercial - Wholesale, Some Retail, Ind., Mfg., Utilities				
Livestock Farming, Animal Breeding				
Agriculture (Except Livestock)				
Extensive Natural Wildlife and Recreation Areas				

COMPATIBLE — MARGINALLY COMPATIBLE

WITH INSULATION — INCOMPATIBLE

Source: ANSI 1980. Cited in Kryter 1984, p. 624.

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Land Use Exhibit D
LAND USE COMPATIBILITY WITH YEARLY DAY-NIGHT AVERAGE SOUND LEVEL AT A SITE FOR BUILDINGS AS COMMONLY CONSTRUCTED

TABLE 4
Suggested Land Use Compatibility Guidelines
1980 Federal Interagency Committee on Urban Noise

SLUCM No.	Land Use Name	Noise Zones/DNL Levels in Ldn						
		A 0-55	B 55-65	C-1 65-70	C-2 70-75	D-1 75-80	D-2 80-85	D-3 85+
10	**Residential**							
11	Household Units							
11.11	Single Units - detached	Y	Y*	25[1]	30[1]	N	N	N
11.12	Single Units - semi-detached	Y	Y*	25[1]	30[1]	N	N	N
11.13	Single Units - attached row	Y	Y*	25[1]	30[1]	N	N	N
11.21	Two Units - side by side	Y	Y*	25[1]	30[1]	N	N	N
11.22	Two Units - one above the other	Y	Y*	25[1]	30[1]	N	N	N
11.31	Apartments - walk up	Y	Y*	25[1]	30[1]	N	N	N
11.32	Apartments - elevator	Y	Y*	25[1]	30[1]	N	N	N
12	Group Quarters	Y	Y*	25[1]	30[1]	N	N	N
13	Residential Hotels	Y	Y*	25[1]	30[1]	N	N	N
14	Mobile Home Park or Courts	Y	Y*	N	N	N	N	N
15	Transient Lodgings	Y	Y*	25[1]	30[1]	35[1]	N	N
16	Other Residential	Y	Y*	25[1]	30[1]	N	N	N
20	**Manufacturing**	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
21	Food and kindred products - manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
22	Textile mill products - manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
23	Apparel and other finished products made from fabrics, leather, and similar materials - manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
24	Lumber and wood products (except furniture) - manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
25	Furniture and fixtures - manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
26	Paper and allied products - manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
27	Printing, publishing, and allied industries	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
28	Chemicals and allied products manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
29	Petroleum refining and related industries	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
30	**Manufacturing (Continued)**							
31	Rubber and misc. plastic products - manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
32	Stone, clay, and glass products - manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
33	Primary metal industries	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
34	Fabricated metal products - manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
35	Professional, scientific, and controlling instruments; photographic and optical goods; watches and clocks - manufacturing	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
39	Miscellaneous manufacturing	Y	Y	Y	25	30	N	N
40	**Transportation, communication, and utilities**							
41	Railroad, rapid rail transit, transit and street railway transportation	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
42	Motor vehicle transportation	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
43	Aircraft transportation	Y	Y	Y	Y[2]	Y[3]	Y[4]	N

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TABLE 4 (Continued)
Suggested Land Use Compatibility Guidelines
1980 Federal Interagency Committee on Urban Noise

SLUCM No.	Land Use Name	Noise Zones/DNL Levels in Ldn						
		A 0-55	B 55-65	C-1 65-70	C-2 70-75	D-1 75-80	D-2 80-85	D-3 85+
44	Marine craft transportation	Y	Y	Y	Y[2]	Y[3]	Y[4]	Y
45	Highway and street right-of-way	Y	Y	Y	Y[2]	Y[3]	Y[4]	Y
46	Automobile parking	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
47	Communication	Y	Y	Y	25[5]	30[5]	N	N
48	Utilities	Y	Y	Y	Y[2]	Y[3]	Y[4]	Y
49	Other transportation, communication, and utilities	Y	Y	Y	25[5]	30[5]	N	N
50	**Trade**							
51	Wholesale trade	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
52	Retail trade - building materials, hardware and farm equipment	Y	Y	Y	Y[2]	Y[3]	N	N
53	Retail trade - general merchandise	Y	Y	Y	25	30	N	N
54	Retail trade - food	Y	Y	Y	25	30	N	N
55	Retail trade - automotive, marine craft, aircraft and accessories	Y	Y	Y	25	30	N	N
56	Retail trade - apparel and accessories	Y	Y	Y	25	30	N	N
57	Retail trade - furniture, home furnishings, and equipment	Y	Y	Y	25	30	N	N
58	Retail trade - eating and drinking establishments	Y	Y	Y	25	30	N	N
59	Other retail trade	Y	Y	Y	25	30	N	N
60	**Services**							
61	Finance, insurance, and real estate services	Y	Y	Y	25	30	N	N
62	Personal services	Y	Y	Y	25	30	N	N
62.4	Cemeteries	Y	Y	Y	Y[2]	Y[3]	Y[4,11]	Y[4,11]
63	Business services	Y	Y	Y	25	30	N	N
64	Repair services	Y	Y	Y	Y[2]	Y[3]	Y[4]	N
65	Professional services	Y	Y	Y	25	30	N	N
65.1	Hospitals, nursing homes	Y	Y*	25*	30*	N	N	N
65.2	Other medical facilities	Y	Y	Y	25	30	N	N
66	Contract construction services	Y	Y	Y	25	30	N	N
67	Governmental services	Y	Y*	Y*	25*	30*	N	N
68	Educational services	Y	Y*	25*	30*	N	N	N
69	Miscellaneous	Y	Y	Y	25	30	N	N
70	**Cultural, entertainment, and recreational**							
71	Cultural activities (including churches)	Y	Y*	25*	30*	N	N	N
71.2	Nature exhibits	Y	Y*	Y*	N	N	N	N
72	Public assembly	Y	Y	Y	N	N	N	N
72.1	Auditoriums, concert halls	Y	Y	25	30	N	N	N
72.11	Outdoor music shells, amphitheaters	Y	Y*	N	N	N	N	N
72.2	Outdoor sports arenas, spectator sports	Y	Y	Y[7]	Y[7]	N	N	N
73	Amusements	Y	Y	Y	N	N	N	N
74	Recreational activities (including golf courses, riding stables, water recreation)	Y	Y*	Y*	25*	30*	N	N
75	Resorts and group camps	Y	Y*	Y*	Y*	N	N	N
76	Parks	Y	Y*	Y*	Y*	N	N	N
79	Other cultural, entertainment	Y	Y*	Y*	Y*	N	N	N

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TABLE 4 (Continued)
Suggested Land Use Compatibility Guidelines
1980 Federal Interagency Committee on Urban Noise

SLUCM No.	Land Use Name	Noise Zones/DNL Levels in Ldn						
		A 0-55	B 55-65	C-1 65-70	C-2 70-75	D-1 75-80	D-2 80-85	D-3 85+
80	**Resource Production and extraction**							
81	Agriculture (except livestock)	Y	Y	Y[8]	Y[9]	Y[10]	Y[10,11]	Y[10,11]
81.5 to 81.7	Livestock farming and animal breeding	Y	Y	Y[8]	Y[9]	N	N	N
82	Agricultural-related activities	Y	Y	Y[8]	Y[9]	Y[10]	Y[10,11]	Y[10,11]
83	Forestry activities and related services	Y	Y	Y[8]	Y[9]	Y[10]	Y[10,11]	Y[10,11]
84	Fishing activities and related services	Y	Y	Y	Y	Y	Y	Y
85	Mining activities and related services	Y	Y	Y	Y	Y	Y	Y
89	Other source production and extraction	Y	Y	Y	Y	Y	Y	Y

NOTES

[1]a) Although local conditions may require residential use, it is discouraged in C-1 and strongly discouraged in C-2. The absence of viable alternative development options should be determined and an evaluation indicating that a demonstrated community need for residential use would not be met if development were prohibited in these zones should be conducted prior to approvals.

b) Where the community determines that residential uses must be allowed measures to achieve outdoor to indoor Noise Level Reduction (NLR) of at least 25 dB (Zone C-1) and 30 dB (Zone C-2) should be incorporated into building codes and be considered in individual approvals. Normal construction can be expected to provide a NLR of 20 dB, thus the reduction requirements are often stated as 5, 10, 15 dB over standard construction and normally assume mechanical ventilation and closed windows year round. Additional consideration should be given to modifying NLR levels based on peak noise levels.

c) NLR criteria will not eliminate outdoor noise problems. However, building location and site planning, design and use of berms and barriers can help mitigate outdoor noise exposure particularly from ground level sources. *Measures that reduce noise at a site should be used wherever practical in preference to measures which only protect interior spaces.*

[2] Measures to achieve NLR of 25 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise sensitive areas or where the normal noise level is low.

[3] Measures to achieve NLR of 30 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise sensitive areas or where the normal noise level is low.

[4] Measures to achieve NLR of 35 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas or where the normal noise level is low.

[5] If noise sensitive use indicated NLR; if not use is compatible.

[6] No buildings.

[7] Land use compatible provided special sound reinforcement systems are installed.

[8] Residential buildings require a NLR of 25.

[9] Residential buildings require a NLR of 30.

[10] Residential buildings not permitted.

[11] Land use not recommended, but if community decides use is necessary, hearing protection devices should be worn by personnel.

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TABLE 4 (Continued)
Suggested Land Use Compatibility Guidelines
1980 Federal Interagency Committee on Urban Noise

KEY	
SLUCM	**Standard Land Use Coding Manual,** (U.S. Urban Renewal Administration and Bureau of Public Roads, 1965).
Y(Yes)	Land Use and related structures compatible without restrictions.
N(No)	Land Use and related structures are not compatible and should be prohibited.
NLR (Noise Level Reduction)	Noise Level Reduction (outdoor to indoor) to be achieved through incorporation of noise attenuation into the design and construction of the structure.
Y*(Yes with restrictions)	Land Use and related structures generally compatible; see notes 2 through 4.
25, 30, or 35	Land Use and related structures generally compatible; measures to achieve NLR of 25, 30, or 35 must be incorporated into design and construction of structure.
25*, 30*, or 35*	Land Use generally compatible with NLR; however, measures to achieve an overall noise reduction do not necessarily solve noise difficulties and additional evaluation is warranted.
Y*	The designation of these uses as "compatible" in this zone reflects individual Federal agencies' consideration of general cost and feasibility factors as well as past community experiences and program objectives. Localities, when evaluating the application of these guidelines to specific situations, may have different concerns or goals to consider....

Source: *Guidelines For Considering Noise In Land Use Planning and Control,* Federal Interagency Committee on Urban Noise, June 1980, p.6.

ANSI Guidelines

In 1980, the American National Standards Institute (ANSI) published recommendations for land use compatibility with respect to noise (ANSI 1980). Kryter (1984, p. 621) notes that no supporting data for the recommended standard is provided.

The ANSI guidelines are shown in **Exhibit D.** While generally similar to the Federal Interagency guidelines, there are some important differences. First, ANSI's land use classification system is less detailed. Second, the ANSI standard acknowledges the potential for noise effects below the 65 DNL level, describing several uses as "marginally compatible" with noise below 65 DNL. These include single-family residential (from 55 to 65 DNL), multi-family residential, schools, hospitals, and auditoriums (60 to 65 DNL), and music shells (50 to 65 DNL). Other outdoor activities, such as parks, playgrounds, cemeteries, and sports arenas, are described as marginally compatible with noise levels as low as 55 or 60 DNL.

F.A.R. Part 150 Guidelines

The FAA adopted a revised and simplified version of the Federal Interagency guidelines when it promulgated F.A.R. Part 150 in the early

1980s. (The Interim Rule was adopted on January 19, 1981. The final rule was adopted on December 13, 1984, published in the Federal Register on December 18, and became effective on January 18, 1985.) Among the changes made by FAA include the use of a coarser land use classification system and the deletion of any reference to any potential for noise impacts below the 65 DNL level.

The determination of the compatibility of various land uses with various noise levels, however, is very similar to the Interagency determinations.

Exhibit E lists the F.A.R. Part 150 land use compatibility guidelines. These are only guidelines. Part 150 explicitly states that determinations of noise compatibility and regulation of land use are purely local responsibilities. Lacking any specific guidance provided by State law or regulation, local airport sponsors around the country typically use the Part 150 land use guidelines as is when developing noise compatibility studies under F.A.R. Part 150.

SELECTED STATE LAND USE COMPATIBILITY GUIDELINES

Oregon Land Use Compatibility Guidelines

In 1981, the Oregon Department of Transportation published Volume VI of the State Aviation System Plan, *Airport Compatibility Guidelines*. It includes noise and land use compatibility guidelines. It defines three areas of impact and proposes general land use guidelines in each. The "severe noise impact zone" corresponds with the 70 DNL contour. The "substantial noise impact zone" corresponds with the area between 65 and 70 DNL. The "moderate noise impact zone" corresponds with the 55 to 65 DNL range. **Table 5** lists these guidelines.

The Oregon guidelines are based on administrative regulations of the Department of Environmental Quality, adopted by the Oregon Environmental Quality Commission in 1979 (Oregon Administrative Rules, Chapter 340, Division 35, Section 45). Air carrier airports are required to do studies defining the airport impact boundary, corresponding to the 55 DNL contour. Where any noise-sensitive property occurs within the noise impact boundary, the airport must develop a noise abatement program.

An Oregon airport noise abatement program may include many different recommendations for promoting land use compatibility. These include changes in land use planning, zoning, and building codes within the 55 DNL contour. In addition, disclosure of potential noise impacts may be required and purchase of land for non-noise sensitive public use may be permitted within the 55 DNL contour.

Within the 65 DNL contour, purchase assurance, voluntary relocation, soundproofing, and purchase of land is permitted.

LAND USE	Yearly Day-Night Average Sound Level (DNL) in Decibels					
	Below 65	65-70	70-75	75-80	80-85	Over 85
RESIDENTIAL						
Residential, other than mobile homes and transient lodgings	Y	N[1]	N[1]	N	N	N
Mobile home parks	Y	N	N	N	N	N
Transient lodgings	Y	N[1]	N[1]	N[1]	N	N
PUBLIC USE						
Schools	Y	N[1]	N[1]	N	N	N
Hospitals and nursing homes	Y	25	30	N	N	N
Churches, auditoriums, and concert halls	Y	25	30	N	N	N
Government services	Y	Y	25	30	N	N
Transportation	Y	Y	Y[2]	Y[3]	Y[4]	Y[4]
Parking	Y	Y	Y[2]	Y[3]	Y[4]	N
COMMERCIAL USE						
Offices, business and professional	Y	Y	25	30	N	N
Wholesale and retail-building materials, hardware and farm equipment	Y	Y	Y[2]	Y[3]	Y[4]	N
Retail trade-general	Y	Y	25	30	N	N
Utilities	Y	Y	Y[2]	Y[3]	Y[4]	N
Communication	Y	Y	25	30	N	N
MANUFACTURING AND PRODUCTION						
Manufacturing, general	Y	Y	Y[2]	Y[3]	Y[4]	N
Photographic and optical	Y	Y	25	30	N	N
Agriculture (except livestock) and forestry	Y	Y[6]	Y[7]	Y[8]	Y[8]	Y[8]
Livestock farming and breeding	Y	Y[6]	Y[7]	N	N	N
Mining and fishing, resource production and extraction	Y	Y	Y	Y	Y	Y
RECREATIONAL						
Outdoor sports arenas and spectator sports	Y	Y[5]	Y[5]	N	N	N
Outdoor music shells, amphitheaters	Y	N	N	N	N	N
Nature exhibits and zoos	Y	Y	N	N	N	N
Amusements, parks, resorts, and camps	Y	Y	Y	N	N	N
Golf courses, riding stables, and water recreation	Y	Y	25	30	N	N

The designations contained in this table do not constitute a Federal determination that any use of land covered by the program is acceptable under Federal, State, or local law. The responsbility for determining the acceptable and permissible land uses and the relationship between specific properties and specific noise contours rests with the local authorities. FAA determinations under Part 150 are not intended to substitute federally determined land uses for those determined to be appropriate by local authorities in response to locally determined needs and values in achieving noise compatible land uses.

See other side for notes and key to table.

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Land Use Exhibit E
F.A.R. PART 150 LAND USE COMPATIBILITY GUIDELINES

KEY

Y (Yes)	Land Use and related structures compatible without restrictions.
N (No)	Land Use and related structures are not compatible and should be prohibited.
NLR	Noise Level Reduction (outdoor to indoor) to be achieved through incorporation of noise attenuation into the design and construction of the structure.
25, 30, 35	Land Use and related structures generally compatible; measures to achieve NLR of 25, 30, or 35 dB must be incorporated into design and construction of structure.

NOTES

1 Where the community determines that residential or school uses must be allowed, measures to achieve outdoor to indoor Noise Level Reduction (NLR)of at least 25 dB and 30 dB should be incorporated into building codes and be considered in individual approvals. Normal residential construction can be expected to provide a NLR of 20 dB, thus, the reduction requirements are often stated as 5, 10, or 15 dB over standard construction and normally assume mechanical ventilation and closed windows year round. However, the use of NLR criteria will not eliminate outdoor noise problems.

2 Measures to achieve NLR of 25 dB must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise sensitive areas, or where the normal noise level is low.

3 Measures to achieve NLR of 30 dB must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise sensitive areas, or where the normal noise level is low.

4 Measures to achieve NLR of 35 dB must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise sensitive areas, or where the normal noise level is low.

5 Land use compatible provided special sound reinforcement systems are installed.

6 Residential buildings require a NLR of 25.

7 Residential buildings require a NLR of 30.

8 Residential buildings not permitted.

Source: ***F.A.R. Part 150,*** *Appendix A, Table 1.*

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Land Use Exhibit E (Continued)
F.A.R. PART 150 LAND USE
COMPATIBILITY GUIDELINES

TABLE 5
Oregon Land Use Compatibility Guidelines

DNL Range	Impact Zone	Land Use Guidelines
55-65	Moderate Noise Impact	In urban areas, noise-sensitive uses may be marginally compatible. Sound insulation may be required. Outdoor activities more severely impacted. In rural areas, noise-sensitive uses may be incompatible.
65-70	Substantial Noise Impact	Uses which should be excluded are: residences, schools, churches, hospitals, residences. If these uses exist or are permitted, sound insulation and noise easements should be required.
70 +	Severe Noise Impact	Property should be acquired by airport.

Note: Noise-sensitive property includes: property used for sleeping, schools, churches, hospitals, and public libraries.

Source: ODOT 1981, pp. 77-78, 163.

California Guidelines

In California, the CNEL (community noise equivalent level) metric is used instead of the DNL metric. They are actually very similar. DNL accumulates the total noise occurring during a 24-hour period, with a 10 decibel penalty applied to noise occurring between 10:00 p.m. and 7:00 a.m. The CNEL metric is the same except that it also adds a 4.77 decibel penalty for noise occurring between 7:00 p.m. and 10:00 p.m. There is little actual difference between the two metrics in practice. Calculations of CNEL and DNL from the same data generally yield values with less than a 0.7 decibels difference (Caltrans 1983, p. 37).

California law sets the standard for the acceptable level of aircraft noise for persons residing near airports as 65 CNEL (California Code of Regulations, Title 21, Chapter 2.5, Subchapter 6, Sections 5000 et seq.). Four types of land uses are defined as incompatible with noise above 65 CNEL: residences, schools, hospitals and convalescent homes, and places of worship. These land uses are regarded as compatible if they have been insulated to assure an interior sound level, from aircraft noise, of 45 CNEL. They are also to be considered compatible if an avigation easement over the property has been obtained by the airport operator.

California noise insulation standards apply to new hotels, motels, apartment buildings and other dwellings not including detached single family homes. They require that "interior noise levels attributable to outdoor sources shall not exceed 45 decibels (based on the DNL or

CNEL metric) in any habitable room." In addition, any of these residential structures proposed within a 60 CNEL noise contour require an acoustical analysis to show that the proposed design will meet the allowable interior noise level standard. (California Code of Regulations, Title 24, Part 2, Appendix Chapter 35.)

In the *Airport Land Use Planning Handbook* (Caltrans 1993, p. 3-3) land use compatibility guidelines are suggested for use in the preparation of comprehensive airport land use plans. The guidelines suggest that no residential uses should be permitted within the 65 CNEL noise contour. In quiet communities, it is recommended that the 60 CNEL should be used as the maximum permissible noise level for residential uses. At rural airports, it is noted that 55 CNEL may be suitable for use as a maximum permissible noise level for residential uses.

These guidelines are similar to those proposed in an earlier edition of the *Airport Land Use Planning Handbook* (Caltrans 1983, p. 50). The older guidelines had a more detailed list of land use compatibility criteria, although the recommended lowest thresholds for residential land use compatibility were essentially the same.

EMERGING TRENDS IN LAND USE COMPATIBILITY GUIDELINES

In recent years citizen activists, anti-noise groups, and environmental organizations have become concerned that the current methods of assessing aircraft noise are not sufficient. Among the concerns is that 65 DNL does not adequately represent the true threshold of significant noise impact. It has been argued that the impact threshold should be lowered to 60 or even 55 DNL, especially in areas of quiet background noise and in areas impacted by large increases in noise (*ANR*, V. 4, No. 12, p. 91; V. 5, No. 3, p. 21; V. 5, No. 11, p. 82).

In 1992 there were several significant events which, taken together, indicate a distinct movement toward the consideration of airport noise impacts below the 65 DNL level.

IN CONGRESS

In the 1992 session of Congress, a bill was introduced to lower the threshold for non-compatible land uses from 65 to 55 DNL (*ANR*, V. 4, No. 11, p. 83). While the bill was not passed, it indicates that these concerns are coalescing into specific proposals to recognize noise impacts below 65 DNL.

RALEIGH-DURHAM ARBITRATION

Also in 1992, an important arbitration proceeding between Raleigh-Durham International Airport and airport neighbors was concluded. Residents residing between the 55 and 65 DNL contours were awarded compensation for noise damages. This was apparently the first time damages had been awarded beyond the 65 DNL contour at any domestic airport (*ANR* V. 4, No. 14, p. 107). While, strictly speaking, this case sets no legal precedent, it provides

further evidence that a change in the definition of the threshold of significant noise impact may be gathering momentum.

FICON REPORT

In August 1992, the Federal Interagency Committee on Noise (FICON 1992) issued its final report. FICON included representatives of the Departments of Transportation, Defense, Justice, Veterans Affairs, Housing and Urban Development; the Environmental Protection Agency; and the Council on Environmental Quality. FICON was formed to review federal policies for the assessment of aircraft noise in environmental studies. The Committee advocated the continued use of the DNL metric as the principal means of assessing long-term aircraft noise exposure. It further reinforced the designation of 65 DNL as the threshold of significant impact on non-compatible land use. FICON recognized, however, the potential for noise impacts down to the 60 DNL level, providing guidance for analyzing noise between 60 and 65 DNL in reports prepared under the National Environmental Policy Act. This includes environmental assessments and environmental impact statements. (It does not include F.A.R. Part 150 studies.) FICON offered this explanation for this action (FICON 1992, p. 3-5).

> There are a number of reasons for moving in this direction at this time. First, the Schultz curve [see the bottom panel in **Exhibit A**] recognizes that some people will be highly annoyed at relatively low levels of noise. This is further evidenced from numerous public response forums that some people living in areas exposed to DNL values less than 65 dB believe they are substantially impacted (U.S. EPA 1991). Secondly, the FICON Technical Subgroup has shown clearly that large changes in levels of noise exposure (on the order of 3 dB or more) below DNL 65 dB can be perceived by people as a degradation of their noise environment. Finally, there now exist computational techniques that allow for cost-effective calculation of noise exposure and impact data in the range below DNL 65 dB.

The specific FICON recommendation was as follows (FICON 1992, p. 3-5):

> If screening analysis shows that noise-sensitive areas will be at or above DNL 65 dB and will have an increase of DNL 1.5 dB or more, further analysis should be conducted of noise-sensitive areas between DNL 60-65 dB having an increase of DNL 3 dB or more due to the proposed airport noise exposure.

FICON further recommended that if any noise-sensitive areas between 60 and 65 DNL are projected to have an increase of 3 DNL or more as a result of the proposed airport noise exposure, mitigation actions should be included for those areas (FICON 1992, p. 3-7). The FICON recommendations represent the first uniform guidelines issued by the federal government for the consideration of aircraft noise impacts below the 65 DNL level. At this time, these remain recommendations and are not official policy.

DEVELOPMENTS IN 1994

Early in 1994, the FAA explicitly endorsed a proposal by Fairfax County, Virginia to prohibit housing within the 60 DNL contour around Dulles International Airport. The County proposal also called for ensuring that new homes outside, but within one-half mile, of the 60 DNL be designed to ensure maximum interior sound levels of 45 decibels or less.

In 1993, the FAA established a study group to look at the issue of airport land use compatibility. The study group has not yet completed its work, but it has held a number of meetings and is considering some concrete proposals. Among the ideas actively being considered in early 1994 was the establishment of two DNL land use compatibility thresholds. One would be set at 60 DNL and would be the threshold at which new housing would not be compatible. The second threshold would remain at 65 DNL for existing residential development. It is not certain that this will be a final recommendation. Among the ideas actively being considered is to simply recommend further study of the desirability of a land use compatibility threshold lower than 65 DNL. (See *ANR*, V. 6, N. 5, p. 33 and *ANR*, V. 6, N. 12, p.93.)

CONCLUSIONS

This technical information paper has presented information on land use compatibility guidelines with respect to noise. It is intended to serve as a reference for the development of policy guidelines for F.A.R. Part 150 Noise Compatibility Studies.

There is a strong and long-lasting consensus among various government agencies that 65 DNL represents an appropriate threshold for defining significant impacts on non-compatible land use. Nonetheless, both research and empirical evidence suggest that noise at levels below 65 DNL is often a concern. Increased concern about these lower levels of noise has been registered in public forums across the country. Official responses by public agencies indicate at least a partial acknowledgement of these concerns. Indeed, in Oregon and California, airport noise analysis and compatibility planning below the 65 DNL level is strongly advised or required.

In urbanized areas with relatively high background noise levels, 65 DNL continues to be a reasonable threshold for defining airport noise impacts. In suburban and rural locations, lower noise thresholds deserve consideration. Given emerging national trends and the experience at many airports, it can be important to assess aircraft noise below 65 DNL, especially in areas with significant amounts of undeveloped land where land use compatibility planning is still possible. Future planning in undeveloped areas around airports should recognize that the definition of critical noise thresholds is undergoing transition. In setting a prudent course for future land use near airports, planners and policy makers should try to anticipate these changes.

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Coffman Associates
Airport Consultants

KANSAS CITY
(816) 524-3500

237 N.W. Blue Parkway
Suite 100
Lee's Summit, MO 64063

PHOENIX
(602) 993-6999

4835 E. Cactus Rd.,
Suite #235
Scottsdale, AZ 85254