CITY OF CHICAGO

CHICAGO DEPARTMENT OF AVIATION

DEC 2 7 2022

Mr. Joseph Miniace
Great Lakes Region
Federal Aviation Administration
2300 E. Devon Avenue
Des Plaines, IL 60018

Subject: Chicago Department of Aviation
Chicago O'Hare International Airport
Proposal for Fly Quiet Program

Dear Mr. Miniace:

The Chicago Department of Aviation ("CDA") respectfully requests Federal Aviation Administration ("FAA") review and approval of the attached proposal for a modernized Fly Quiet Program for Chicago O'Hare International Airport ("O'Hare"). Upon FAA approval, the CDA also requests that the FAA implement the program with appropriate outreach and training to stakeholders. Over the past seven years, the CDA has considered a modernized, voluntary, nighttime noise abatement program carefully. On August 17, 2022, the O'Hare Noise Compatibility Commission ("ONCC") made a formal recommendation to the City of Chicago for the attached proposal in particular; by a roll call vote, 66 percent of the members (41 of 62 members) approved the recommendation.

On September 18, 2015, the ONCC formed a Fly Quiet Committee ("Committee") to review, modify, and make recommendations regarding nighttime noise abatement procedures at O'Hare. The Committee was formed because of the CDA's Noise Recommendations proposal to modify the Fly Quiet Program, which was announced during the Memorandum of Understanding meetings with community members in 2015. This role for the Committee is consistent with the 2005 FAA Record of Decision for the Final Environmental Impact Statement for O'Hare Modernization, which states on page 48 that, "FAA will, however, give consideration to suggestions for changes in the Fly Quiet Program developed by the ONCC and requested of the FAA by the City of Chicago." The Committee consists of eleven members representing Chicago and suburban communities near O'Hare who were tasked to review and recommend modifications to the airport's nighttime noise abatement program. The Committee invited FAiR and Suburban O'Hare Commission consultants to participate as official guests.

The ONCC has overseen three Fly Quiet Runway Rotation Plan tests and an Interim Fly Quiet Program in order to collect data regarding specific proposed Fly Quiet runway configurations that could provide near-term relief and reduce impacts to the highest impacted communities surrounding O'Hare.

1. The CDA conducted Test 1 from the night of July 6, 2016, through the morning of December 25, 2016, and its purpose was to evaluate a condition that was proposed to be in place until Runway 15/33 permanently closed.
2. The CDA conducted Test 2 from the night of April 30, 2017, through the morning of July 23, 2017, and its purpose was to test the capabilities of the different configurations in response to FAA comments on Test 1, as well as test new configurations that were not included in Test 1.
3. The CDA conducted Test 3 from the night of July 23, 2017, through the morning of October 15, 2017, and its purpose was to test a condition that could be in place between the time of Runway 15/33 decommissioning and Runway 9C/27C commissioning.
4. The CDA conducted a 48-week Interim Fly Quiet Program from the night of November 3, 2019, through the morning of May 17, 2020, followed by a four-month break for the Summer 2020 construction season, and from the night of September 13, 2020, through the morning of January 31, 2021.

The CDA understands that the Fly Quiet Program is a topic of specific sensitivity, which is why so much time and effort has occurred over the years with testing and collaborating with the FAA, airlines, and communities. The tests and interim program proved successful in providing relief to communities most heavily impacted by noise, and the ONCC and the CDA believe that this Fly Quiet proposal is the best solution for alleviating noise at the most impacted communities surrounding O'Hare.

Pursuant to FAA Order 1050.1F *Environmental Impacts: Policies and Procedures* ("the Order"), the CDA is requesting the following from the FAA:

1. Assignment of a "NEPA Lead" as that term is defined in Section 11-5.b.(9) of the Order; and
2. Concurrence that the CDA may prepare the environmental study, as contemplated in Sections 2-2.1.d. and 2-2.2 of the Order. The CDA has a strong desire to prepare the environmental study needed for this FAA review. To support that decision, please be advised that the CDA is able and willing to provide the complete administrative documentation of over 3,300 pages for this proposal and the 164 public meetings which facilitated this proposal, as well as provide substantial consultant support to prepare the environmental study itself.

Thank you for the FAA's continued support of the CDA noise management programs. Please do not hesitate to call me with any questions that you may have.

Sincerely,

Jamie L. Rhee
Commissioner of Aviation

JLR/ajf

Enclosure

cc: Andrew Velasquez, Aviation
Robert Hoxie, Aviation
George Lyman, Aviation
Aaron Frame, Aviation
Vildana Celik, Aviation
Sean Doyle, Federal Aviation Administration
Maura El Metennani, O'Hare Noise Compatibility Commission
Landrum & Brown, Inc.

FLY QUIET PROGRAM PROPOSAL

This document outlines the Chicago Department of Aviation (CDA)'s proposal for a redeveloped Fly Quiet Program to be implemented at Chicago O'Hare International Airport (O'Hare or Airport) during the nine-hour nighttime period between 10 p.m. and 7 a.m. (Fly Quiet Hours). The CDA's proposal is based on the recommendation from the O'Hare Noise Compatibility Commission (ONCC).

Proposed Alternative

After reviewing multiple alternatives, the ONCC Fly Quiet Committee recommends that Alternative B3 operating configurations be utilized in a 12-week repeating schedule. As a result of the ONCC's recommendation, the City of Chicago is preparing documentation for the Proposed Alternative for NEPA review. Through the NEPA review process, the Preferred Alternative will be identified. The proposed alternative also includes the ONCC Fly Quiet Committee's recommendations for operational, procedural, and implementation phases of the redevelopment of the Fly Quiet Program. The recommendations, as approved by the ONCC, are listed below.

1 Operational Recommendations

Operational recommendations are items that complement the major components but are not major influencers on the characteristics of the proposed alternative. refer to **Section 2, *Procedural Recommendations*** for details on each of the major components.

The recommendations are as follows:

1. Recommend modifying the Fly Quiet program to minimize and equally distribute aircraft noise at night.
2. Recommend Alternative B3 operating configurations be utilized in a 12-week repeating schedule. See **Section 4, *Alternative B3 Overview*** for additional information.
    a. For each week, a primary runway operating configuration is designated with an alternate (secondary) configuration designated to provide additional wind coverage only if needed.
    b. The runway operating configurations are utilized to alternate between east flow and west flow configurations.
    c. The runway operating configurations are also utilized to alternate between north airfield configurations and south airfield configurations.
    d. Recommend the FAA and the CDA balance air traffic for east and west flow to the greatest extent possible by utilizing primary designated runways in all wind conditions up to at least a 5-knot tailwind and a 25-knot crosswind unless significant winds or crosswinds affect operating conditions that mandate a change.
    e. Recommend a weekly departure procedure rotation schedule to compliment the runway rotation schedule.
    f. Recommend the designated long runway identified in each primary and secondary operating configuration only be used if operationally necessary and that the CDA close all other runways not identified in each primary and secondary operating configuration as scheduled for noise abatement purposes during Fly Quiet.
3. Recommend all departures utilize the full length of the runway when feasible. When not feasible, departures should utilize the following taxiway intersections to maximize takeoff distance:
    a. Runway 9C (FF)
    b. Runway 9R (BB)
    c. Runway 27C (TT)
    d. Runway 27L (TT)
    e. Runway 10L (BB)
    f. Runway 10C (BB)
    g. Runway 28R (GG)
    h. Runway 28C (HH)

4. Recommend the FAA minimize to the greatest extent possible any impacts to the program's scheduled runway use due to flight inspection impacts and schedule routine flight inspections to avoid program interruptions.

5. Recommend the CDA minimize to the greatest extent possible any impacts to the program's scheduled runway use due to construction impacts.

6. Recommend the CDA minimize to the greatest extent possible any impacts to the program's scheduled runway use due to maintenance impacts and schedule routine maintenance to avoid program interruptions.

7. Recommend the CDA minimize to the greatest extent possible any impacts to the program's scheduled runway use due to rubber removal impacts and schedule to avoid program interruptions

8. Recommend all ground run-ups be conducted in the Ground Run-Up Enclosure.

2 Procedural Recommendations

Procedural recommendations are items that address the submittal process by the CDA to the FAA, on behalf of the ONCC. The procedural recommendations cover topics that the ONCC has categorized as important and pertinent to the approval of the proposed alternative.

The recommendations are as follows:

1. Recommend the CDA expeditiously advance these recommendations to the FAA for review and approval.

2. Recommend the CDA and FAA provide monthly updates to the ONCC throughout the review process.

3. Recommend the CDA and FAA conduct public workshops in each of the four geographic quadrants surrounding O'Hare and present the findings of the review before finalizing.

4. Recommend the FAA expeditiously review and approve these recommendations.

5. Request the FAA and the CDA communicate and collaborate on any issues with the proposed Fly Quiet recommendations with the ONCC prior to any final decisions.

3 Implementation Recommendations

Implementation recommendations are items that address topics after the FAA has approved the proposed alternative. The implementation recommendations cover topics that the ONCC has decided to include as part of the new Fly Quiet Program.

The recommendations are as follows:

1. Recommend the CDA provide outreach materials for ONCC review for distribution to the FAA, airlines, and communities about changes to the Program.

2. Recommend the CDA install and maintain at least eight (8) airfield Nosie Abatement signs for pilots that effectively communicate the existence and expectations of the program.

3. Recommend the CDA and the FAA develop and include a dedicated Noise Abatement chart to the published aeronautical charts.

4. Recommend the CDA develop a new Fly Quiet Manual for ONCC review for public distribution.

5. Recommend the CDA prepare nighttime construction awareness brochures, as needed, that include specific projects and periods of time that may impact the Program.

6. Recommend the CDA provide regular updates on the Program including a dedicated website, schedule with dates, construction alternatives, and other noteworthy issues that would be informative to the communities surrounding O'Hare.

7. Recommend the CDA conduct regular and no less than quarterly Adherence Reporting on the performance of the Program and present to the ONCC including the following:

    a. Runway utilization
    b. Configuration utilization
    c. Preferential flight track adherence
    d. Ground Run-Up utilization
    e. Long Runway utilization including reasons for use
    f. Airline Fleet Quality
    g. Airline Schedule

8. Recommend the CDA conduct regular audits to the Program including requests from airlines for nonprimary arrival and departure runways and report to the ONCC.

9. Recommend the CDA continue to seek funding for the sound insulation program for the future condition that includes the recommended Fly Quiet Program in order to mitigate noise to the most impacted residences and schools.

10. Recommend the ONCC, the CDA, and the FAA, and other stakeholders, as appropriate, meet regularly, but no less than annually, to discuss Program accomplishments, issues, and potential enhancements and participate in annual audits of the program to be conducted by the ONCC Fly Quiet Committee.

4 Alternative B3 Overview

Alternative B3 was developed to concentrate traffic from the North airfield to the Northeast and Northwest quadrants of the airport communities and the traffic from the South airfield to the Southeast and Southwest quadrants of the airport communities. The 12-week rotation schedule for Alternative B3 is summarized in **Table 1, *Alternative B3 Summary*, Exhibit 1, *Alternative B3 Overview*, and Exhibit 2, *Alternative B3 Runway Rotation Schedule*.**

East flow configurations are:

- Configuration L arrives Runway 4R and departs Runway 4L
- Configurations M-1 and M-2 arrive Runway 10C and depart Runway 10L
- Configurations P-1 and P-2 arrive Runway 9C and depart Runway 9R

West flow configurations are:

- Configuration I arrives Runway 22R and departs Runway 22L
- Configurations O-1 and O-2 arrive Runway 28C and depart Runway 28R
- Configuration Q-1 and Q-2 arrive Runway 27C and depart Runway 27L

Of the three east flow arrival runway operating configurations, two use only east/west runways, and one uses only crosswind Runways 4L/22R and 4R/22L. Similarly, there are three west flow arrival runway operating configurations, two using only east/west runways, and one using only crosswind Runways 4L/22R and 4R/22L.

The runway operating configurations for Alternative B3 are proposed to be utilized in a 12-week repeating schedule. The 12-week rotation schedule utilizes the east/west configurations for 8 weeks and the crosswind configurations for 4 weeks, as depicted in **Exhibit 2, *Alternative B3 Runway Rotation Schedule***. The purpose of this is to assist in satisfying ONCC Criteria 1, 3, 4 and 5.

Important characteristics of the schedule are:

- The proposed departure runways for the east/west operating configurations have two primary departure vector headings assigned.
- The proposed departure runways for the crosswind operating configurations have two primary departure vector headings assigned.
- The runway operating configurations have an assigned alternate long runway.

Table 1 Alternative B3 Summary

WEEK	CONFIG	AIRFIELD	FLOW	DEPARTURE	HEADING	ARRIVAL	LONG RUNWAY
1	Q-1	North	West	27L	1 - 275°	27C	9R-27L
2	M-1	South	East	10L	1 - 100°	10C	10L-28R
3	L	Crosswind	East	4L	VH with Turn	4R	9R-27L
4	O-1	South	West	28R	1 - 260°	28C	10L-28R
5	P-1	North	East	9R	1 - 080°	9C	9R-27L
6	I	Crosswind	West	22L	VH with Turn	22R	10C-28C
7	Q-2	North	West	27L	2 - 295°	27C	9R-27L
8	M-2	South	East	10L	2 - 110°	10C	10L-28R
9	L	Crosswind	East	4L	VH with Turn	4R	9R-27L
10	O-2	South	West	28R	2 - 245°	28C	10L-28R
11	P-2	North	East	9R	2 - 065°	9C	9R-27L
12	I	Crosswind	West	22L	VH with Turn	22R	10C-28C

Exhibit 1 Alternative B3 Overview

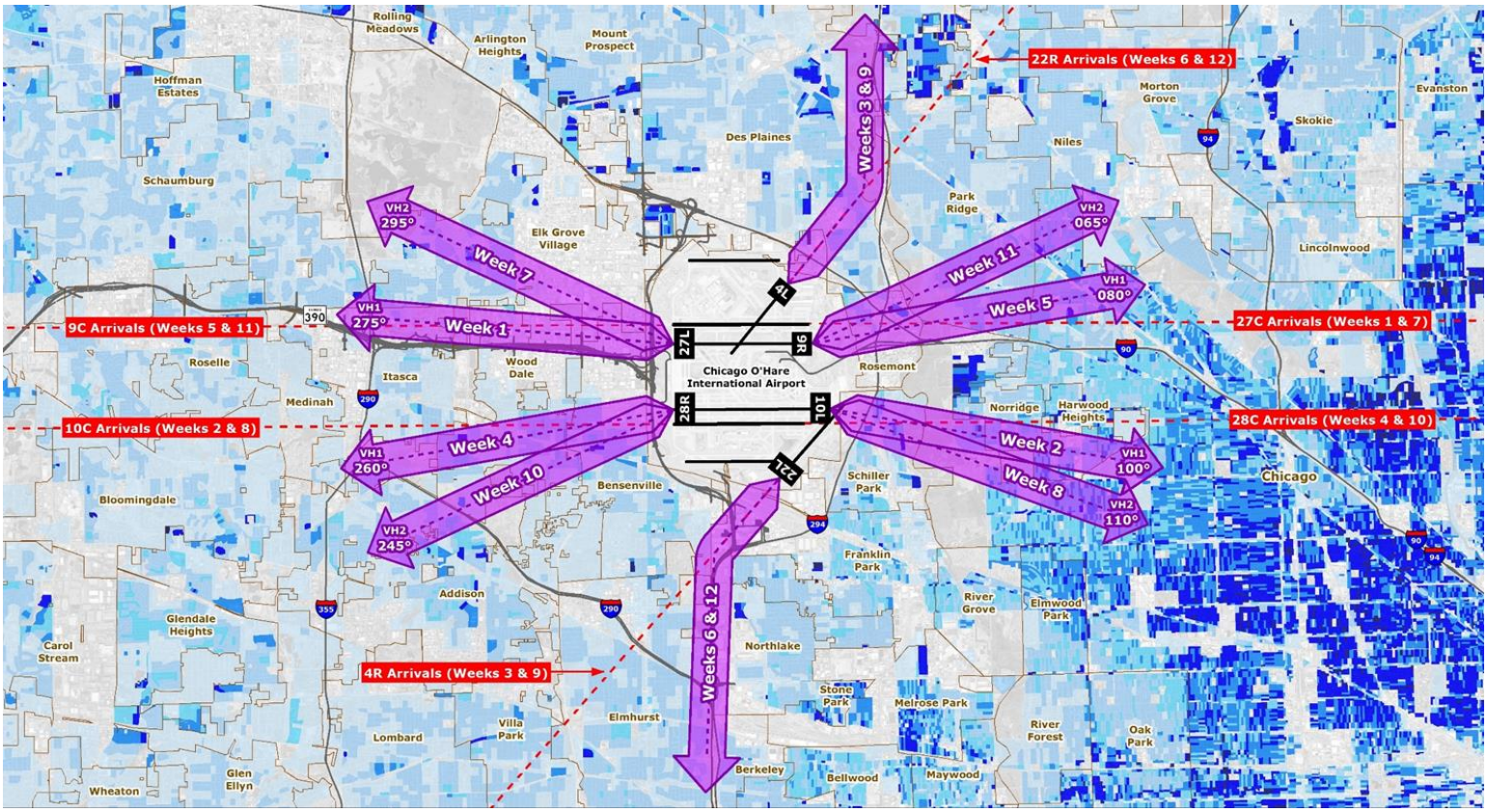
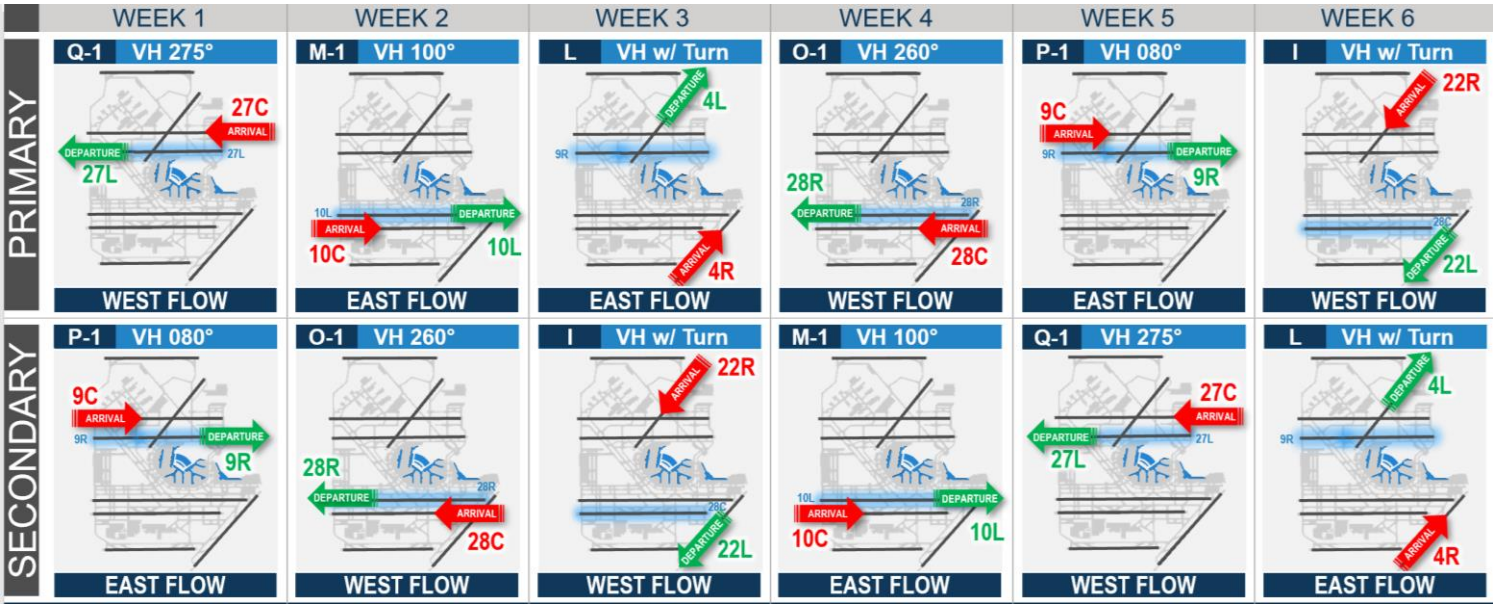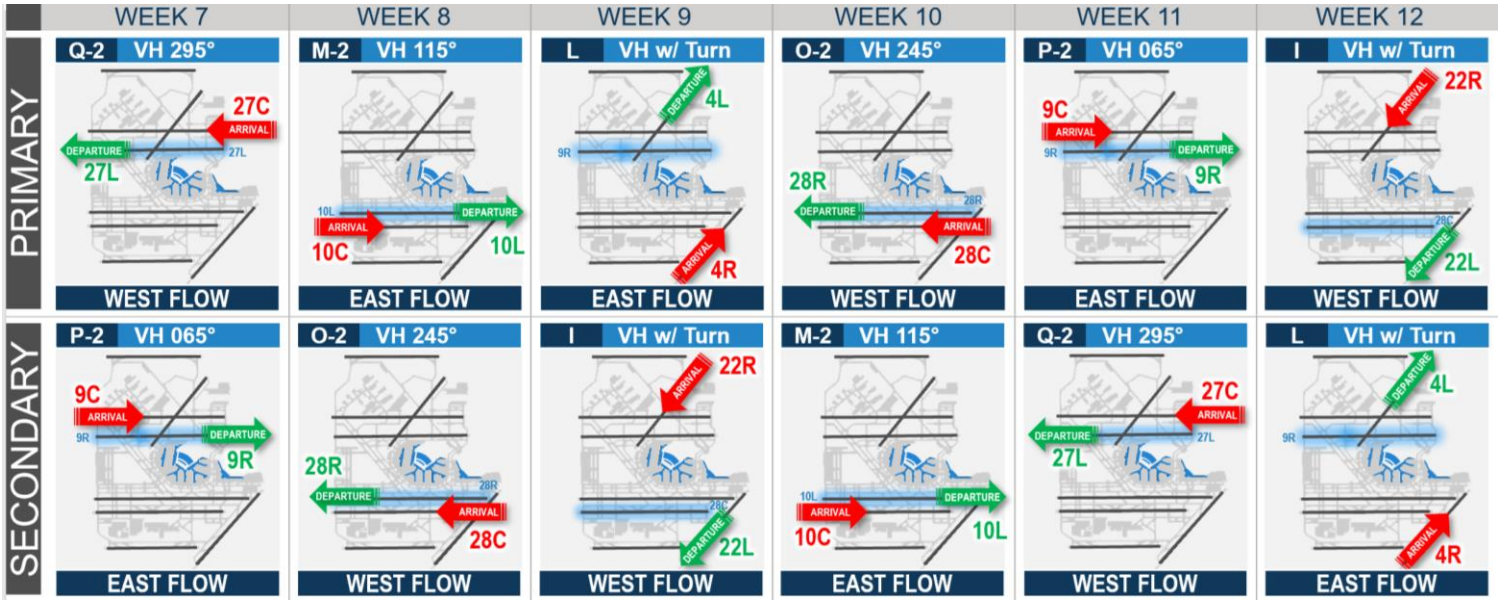
Exhibit 2 **Alternative B3 Runway Rotation Schedule**