

ABERDEEN CITY COUNCIL

COMMITTEE	Enterprise, Strategic Planning and Infrastructure
DATE	12 November 2013
DIRECTOR	Pete Leonard/Gordon McIntosh
TITLE OF REPORT	Environmental Noise Mapping and Action Planning
REPORT NUMBER:	EPI/13/196

1. PURPOSE OF REPORT

The purpose of this report is to;

- a) advise the Committee of the draft Aberdeen Noise Action Plan and its release by the Scottish Government for public consultation and
- b) the specific requirement of Aberdeen City Council to review and finalise the Candidate Noise Management and Candidate Quiet Areas and produce a Noise Action Plan for approval by the Scottish Government.

2. RECOMMENDATION(S)

- a) note the contents of this report;
- b) instruct relevant officers within the Housing and Environment and Enterprise, Planning and Infrastructure Services to:-
 - bi) jointly assess all Candidate Noise Management Areas (CNMAs) and Candidate Quiet Areas (CQAs) and recommend those that are appropriate to include in the final Noise Action Plan;
 - bii) jointly develop, in liaison with the Scottish Government, a final Noise Action Plan within the timescales specified by the Scottish Government;
 - biii) update the Committee on the outcomes of the assessment process for the CNMAs and CQAs and the submission of the Noise Action Plan for Scottish Government approval within 6 months, with subsequent annual reporting on progress on the implementation of the approved Noise Action Plan during the period 2014-2018.

3. FINANCIAL IMPLICATIONS

The Scottish Government has currently not made any financial provisions available to local authorities to undertake the new duties. The development of a Noise Action Plan will only involve officer time. Consultation on Noise Action Plans will be coordinated by the Scottish Government at no cost to local authorities. Unless future funding becomes available, implementation of the Action Plan will be through

existing and future planning, environment and infrastructure policies and development management.

4. OTHER IMPLICATIONS

There are no other implications associated with this report.

5. BACKGROUND/MAIN ISSUES

5.1 European Noise Directive (END)

5.1.1 The Environmental Noise Mapping and Action Plan report within the Enterprise, Planning and Infrastructure bulletin of March 2013 described the Scottish Government's approach to meeting the EU Noise Directive and the specific requirements of authorities within the Aberdeen agglomeration to develop and implement a Noise Action Plan. The statutory requirements and noise management process are further explained in sections 5.1.2-5.2.5.

5.1.2 The European Union has estimated that around 20% of the EU's population suffers from noise levels that scientists and health experts consider unacceptable. Exposure to high transportation noise levels can result in annoyance, sleep disturbance and adverse health including cardiovascular effects, hypertension, heart disease and mental health effects.

5.1.3 The Environmental Noise Directive requires member states to consider noise from road, rail and air traffic and from industrial noise in agglomerations. The main objectives of the Directive are as follows:

- To determine the noise exposure of the population through noise mapping;
- To make information available on environmental noise to the public;
- To establish Action Plans based on the mapping results, to reduce levels where necessary, and to preserve environmental noise quality where it is good.

The Scottish Government is responsible for the determination of noise exposure and make environmental noise information available to the public. Authorities within the Aberdeen agglomeration consisting of Aberdeen City Council and Aberdeenshire Council and led by the Director of Enterprise, Planning and Infrastructure, are responsible for generating the Aberdeen agglomeration Action Plan and provision of information locally.

5.2 Environmental Noise Directive (Scotland) Regulations 2006

5.2.1 The Scottish legislation describes a two round process to manage environmental noise and deliver the requirements of the ENDS legislation. Round One was completed in 2009 and required:

- the production of strategic noise maps for major roads, rail, airport and industrial sources in agglomerations with a population >250,000 (Glasgow and Edinburgh areas);
- competent local authorities in the agglomerations to draw up Action Plans to manage noise; and
- the submission of a summary of Action Plans to the Commission.

The Scottish Government undertook the noise mapping process and submitted the required documentation to the EU. However the local authorities within the Glasgow and Edinburgh agglomerations were required to develop the Noise Action Plans for Scottish Government approval.

5.2.2 Round 2 commenced in 2013 and follows the process adopted in Round 1. This time the END requires the production of strategic noise maps and Action Plans for agglomerations >100,000 and therefore includes the Aberdeen and Dundee agglomerations. The boundary of the Aberdeen agglomeration is similar to the City's boundary, although more rural areas are excluded and a small part of Aberdeenshire mainly to the south of Aberdeen is included. An Officer from Aberdeenshire Council has been involved in the noise action planning process.

5.2.3 Strategic noise maps for Aberdeen were produced in May 2013 by Scottish Government consultants and show an average noise level for an average weekday in the year. A prioritisation process, based on the maps and a complex formula, was used by the consultants to create a 'ranking' of potentially noisy road and rail 100m links. The top 1% was then selected for consideration as Candidate Noise Management Areas (CNMs) and Candidate Rail Management Areas (CRMAs).

5.2.4 The ENDS and Environmental Noise (Scotland) Regulations 2006 also require that Quiet Areas (QAs) within agglomerations are included in the noise maps and that Candidate Quiet Areas (CQAs) are identified in a similar way to NMAs. QAs are designated areas of quiet and tranquility, normally open spaces such as parks in urban organisations that provide a range of benefits to health and well being and the environment. They aim to ensure changes do not happen within, and to a certain extent, outwith, the quiet area that will result in an increase of the noise level or a reduction in the size of the quiet area. Quiet Areas should therefore not be viewed in isolation, but incorporated into the authority's Local Development Plan where appropriate and protected via the development control process.

5.2.5 The ENDS only considers existing transportation noise. The mapping process does not predict future noise exposure taking account of proposed road infrastructure or industrial, residential or commercial development that have the potential to influence current noise levels. Major road building projects such as the AWPR and 3rd Don Crossing are therefore not considered. However the AWPR in particular will have an effect on future transportation noise in the Aberdeen agglomeration and will need to be considered as part of the Action Planning process.

5.3 Development of a Noise Action Plan (NAP)

5.3.1 A Scottish Government Steering Group was formed to progress policy and technical issues and to develop a national framework for the NAPs. Aberdeen City Council's Principal Environmental Health Officer, Aileen Brodie, is a member of this group. Draft Plans for each agglomeration were finalised in September 2013 and essentially follow the same format. They are available on the Scottish Government website www.scottishnoisemapping.org.

5.3.2 The CNMAs, CRMAs and CQAs included within the draft Aberdeen NAP are shown in Appendix 1. They were produced by the consultants using the noise maps and various national data sources and will be reviewed by council officers, along with any additional potential NMAs and NQAs identified from local knowledge, to determine those that are appropriate to take forward in the final Action Plan. Actions concerning the CRMA will be managed by Network Rail, in liaison with the local authority. Comments received during the formal consultation process will also be considered.

5.3.3 The draft Action Plan also contains potential noise reduction measures that can be considered between 2013 and 2018. These include the incorporation of environmental noise management with the transportation planning process, service plans and other council transport, planning and travel policies; a reduction in exposure through existing planned maintenance and improvement works and the provision of guidance and information. In reality, and with no additional funding, actions to reduce noise in those areas most affected by transportation noise are likely to focus on existing and any proposed traffic reduction and infrastructure measures. The Action Plan, however, provides an opportunity to manage transportation noise to restrict any increase in noise exposure in the noisiest areas, control development in these areas to limit new exposure, consider the potential creeping effect from increased development and protect Quiet Areas.

5.3.4 Consultation on the draft Noise Action Plans is being managed by the Scottish Government. The consultation will commence on a date to be confirmed by the Scottish Government with responses to be submitted within the 3 month consultation period. Details of the

consultation process are on the Scottish Government website. The following summarises the next steps for Aberdeen City Council in the action planning process:

Preliminary Actions	Anticipated Completion Date
Assess all CNMA's as set out In the draft NAP	20 th November 2013
Assess all CQA's as set out In the draft NAP	31 st January 2014

5.3.5 The links between air quality and noise are strong. The majority of the measures in Aberdeen City's Air Quality Action Plan are aimed at road traffic reduction and therefore are likely to have a positive benefit on environmental noise. The Noise and Air Quality Action Plans should be cross referenced and future infrastructure and planning actions evaluated to ensure that noise and air quality mitigation measures are examined and, where possible, mitigation measures adopted that will benefit both air quality and noise.

5.3.6 The Scottish Government has indicated it expects councils to link transportation noise management to other key policies measures including Local and Strategic Development Plans, Transportation, Environment and Climate Change policies. The Action Plan will therefore be an evolving Plan that can be developed in a similar way to the Air Quality Action Plan taking account of new technical information, national policies and local developments.

5.4 Conclusions

Implementation of the END provides an opportunity to protect and hence the amenity and health of resident living in the noisiest locations of Aberdeen and protect designated Quiet Areas. The Council is required to develop a Noise Action Plan in accordance with Scottish Government timescales. This report summarises the Noise Mapping and Action Planning process and steps that are required to meet our statutory duties. Development of the Action Plan is a multidisciplinary process and the Council must ensure appropriate officers are instructed to contribute as required and within specified timescales to meet our legal obligations.

6. IMPACT

Corporate - This report is linked to the improvement in the health and the environment for the people of Aberdeen and a reduction in health inequalities. In terms of 'Aberdeen the Smarter City' the report relates to the commitment to promote a sustainable transport system, including cycling.

Public – The report is likely to be of interest to the public due to the health effects of transportation noise. An Equality and Human Rights Impact Assessment and Strategic Environmental Assessment are not required for this report as these matters have been address nationally by the Scottish Government and no issues have been raised.

7. BACKGROUND PAPERS

- The European Parliament and Council Directive for Assessment and Management of Environmental Noise 2002/49/EC
- The Environmental Noise (Scotland) Regulations 2006
- Scottish Government Guidance: Environmental Noise Action

9. REPORT AUTHOR DETAILS

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Appendix 1 Aberdeen Road Candidate Noise Management Areas

CNMA ID	Map Number	Address	Local Authority
1	1	Auchmill Road At Newton Terrace, Aberdeen	Aberdeen City
2	1	North Anderson Drive At Clifton Road, Aberdeen	Aberdeen City
3	1	Great Northern Road Near Smithfield Lane, Aberdeen	Aberdeen City
4	2	King Street At Don Street, Aberdeen	Aberdeen City
5	3	North Anderson Drive At Mastrick Road, Aberdeen	Aberdeen City
6	3	North Anderson Drive At Lang Stracht, Aberdeen	Aberdeen City
7	3	North Anderson Drive At Laburnum Walk, Aberdeen	Aberdeen City
8	4	Littlejohn Street, Mealmarket Street, King Street, Aberdeen	Aberdeen City
9	4	King Street At St Clair Street, Aberdeen	Aberdeen City
10	4 and 6	Union Street At Dee Street, Aberdeen	Aberdeen City
11	4 and 6	Rennie'S Wynd, Wapping Street, Carmelite Street, Trinity Street, Guild Street, Aberdeen	Aberdeen City
12	4 and 6	Market Street, Union Street, Netherkirkgate, Aberdeen	Aberdeen City
13	4 and 6	Market Street, Virginia Street, Shore Brae, Aberdeen	Aberdeen City
14	5	Queen's Road At Royfold Crescent, Aberdeen	Aberdeen City
15	6	Whinhill Road At Fonthill Road, Aberdeen	Aberdeen City
16	6	Wellington Place, South College Street, Aberdeen	Aberdeen City
17	6	Palmerston Road, Market Street, Aberdeen	Aberdeen City
18	6	Victoria Road At Walker Road, Aberdeen	Aberdeen City
19	7	A90 At Holburn Street, Aberdeen	Aberdeen City
20	6	Holburn Steet at Union Street	Aberdeen City

Aberdeen Rail Candidate Noise Management Areas

CNMA ID	Map Number	Address	Local Authority
1	1	Near Polmuir Road, Riverside Drive	Aberdeen City
2	1	Near South College Street, North Esplanade West	Aberdeen City

Aberdeen Candidate Quiet Areas

ID	Map Number	Name	Source
1	1	Playing Field At Laurel Drive	Parks and Gardens
2	1	West Field Park	Parks and Gardens
3	1	Seaton Park	Parks and Gardens
4	1	Seaton Playing Field	Parks and Gardens
5	2	Hazlehead Park	Parks and Gardens
6	2	Hazlehead Park	Parks and Gardens