

**Glasgow City Council****Sustainability and the Environment Policy Development Committee
26 November 2014****Report by Executive Director of Land and Environmental Services****Contact: Alastair Brown Ext: 76512****ENVIRONMENTAL NOISE DIRECTIVE (END)
ACTION PLANNING FOR THE GLASGOW AGGLOMERATION****Purpose of Report:**

The purpose of this report is to advise Committee of developments arising from the implementation of the Environmental Noise Directive with regard to Glasgow City Council's responsibilities relating to the assessment and management of environmental noise.

Recommendations:

It is recommended that Committee:

- i) considers the current issues concerning the assessment and management of environmental noise in Glasgow including the proposed Noise Management Areas (NMAs) and Quiet Areas (QAs); and,
- ii) notes that the proposed NMAs will be forwarded to the Scottish Government for formal approval.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes No consulted: Yes No

1. Background to the Environmental Noise Directive (END)

1.1 The objectives of the Environmental Noise Directive 2002/49/EC are to:

- Determine the noise exposure of the population through noise mapping.
- Make information available on environmental noise to the public.
- Establish Action Plans based on the mapping results, to reduce levels where necessary, and to preserve environmental noise quality where it is good.

1.2 The Environmental Noise Directive (END) was transposed by the Environmental Noise (Scotland) Regulations 2006. The regulations came in to force on 5 October 2006 and apply to environmental noise to which humans are exposed, in particular, in built up areas, public parks or other quiet areas in an agglomeration, near schools, hospitals, and other noise sensitive buildings and areas. The regulations apply to noise from road, railway, and airport sources, as well as industrial noise. The regulations do not apply to noise that is caused by the person exposed to the noise, noise from domestic activities, noise created by neighbours, noise at workplaces, or noise inside means of transport or due to military activities in military areas.

1.3 The first round of noise mapping outcomes was reported to the Sustainability and Environment PD Committee on 2 February 2011. 37 Noise Management Areas (NMAs) and 10 Quiet Areas (QAs) were identified and formally approved by the Scottish Government.

1.4 The Scottish Government is the competent authority for END and is responsible for drawing up Noise Action Plans except in the case of airports where the airport operator is the competent authority. In Scotland, there are four agglomerations as defined by the END in round 2 of noise mapping, i.e. Glasgow, Edinburgh, Dundee and Aberdeen agglomerations. Glasgow City Council is a stakeholder within the Glasgow END Agglomeration and has played an active role throughout this process; a Group Manager from Environmental Health has chaired this group since its inception.

1.5 The Scottish Government Environmental Quality Division co-ordinate delivery of END for major roads, railways, airports, and the agglomerations (areas of defined population density). Transport Scotland have a clear policy role and input to this process and have a wider role in delivering related environmental and strategic policy across the Trunk Road and Rail network.

1.6 The Directive requires each member state to publish Action Plans identifying prioritised areas and outlining their intentions to address these locations. Glasgow City Council, as a member of the Glasgow Agglomeration Working Group, published its Action Plan in July 2008; this is available to view at <http://www.scottishnoisemapping.org/public/action-planning.aspx>. The Noise Action Plans have to be reviewed on a 5 yearly basis in line with END requirements.

- 1.7 As part of Glasgow Agglomeration Action Plan, Candidate Noise Management Areas (CNMAs) and Candidate Quiet Areas (CQAs) were identified. Through the use of technical guidance, officers from the Council have assessed the areas that lie within their boundary and are required to report back to the Scottish Government on those which should be taken forward to Noise Management Areas (NMAs) and Quiet Areas (QAs) respectively. The recommended areas for approval are listed in Appendix 1 and 2.

2. Assessment and Management of Environmental Noise

- 2.1 All member states were required by the END to produce agglomeration strategic noise maps for major roads, rail, airports, and industry by the end of June 2007 and the resulting maps can be located on http://www.scottishnoisemapping.org/scottishnoisemapping_p2/default.aspx#/Main
- 2.2 It is important to remember that the maps produced show an average noise level for an average day in the year calculated on the basis of a 10m grid at a height of 4m above ground. They should not be taken to be fully representative of all local circumstances.
- 2.3 In line with the aim of Article 1 of the Directive, a prioritisation matrix was developed to facilitate a common approach to avoiding, preventing, or reducing, on a prioritized basis, the harmful effects of environmental noise exposure. The Scottish Government has developed this prioritisation based on the areas where people are most likely to be annoyed by noise from the sources defined within the Directive. The matrix takes into account the number of people potentially affected, and the annoyance response to the particular noise source under consideration (rail or road traffic). Once the prioritisation matrix was applied to the data, a list of Candidate Noise Management Areas (CNMAs) was generated. These were the top 1% scoring stretches of road or rail. Once these CNMAs have been identified, there is a further screening process which requires to be carried out at local level by local authorities to check that the data as applied during this process is correct.
- 2.4 The Scottish Government (SG) has produced Technical Guidance for the progression of a Candidate Noise Management Area (CNMA) to a Noise Management Area (NMA) which can be viewed at http://www.scottishnoisemapping.org/downloads/guidance/Technical_Guidance_CNMA2NMA.pdf
- 2.5 Each CNMA was assessed in terms of existing UK, Scottish, and local policies, plans, and programmes that may have an impact on the strategic environmental noise climate (e.g. transport plans and programmes, local plans, air quality management plans). Any potential noise mitigation measures to manage noise will be subject to a cost benefit analysis at the appropriate time. This could include identifying gaps in existing policies and plans with recommendations to fill these gaps as appropriate.

- 2.6 The SG has indicated that it is unlikely that there is to be any funding for implementing noise management action plans in 2014-15. 15 CNMAs for roads have been identified within Glasgow City Council (out of a total 55 CNMAs) which should be progressed to full NMAs and these are listed in Appendix 1. None of the 6 CNMAs for rail are to be progressed.
- 2.7 We have spent £8m previously on road surfacing and have identified a number of noise reduction measures for future road schemes. For example, the tendering process for the East End Regeneration Route specified low noise surface materials and the installation of mitigation measures to be implemented for this scheme.
- 2.8 In addition, Candidate Quiet Areas (CQAs) have to be identified during this process and protected from changes which will result in an increase of the noise level or a reduction in the size of the area. Although quiet areas are significant because they are quiet, they remain an integral part of an agglomeration and should not be viewed in isolation. It is considered that once identified, through a noise action plan, quiet areas should only be incorporated into the local authority's local plan where appropriate. Thereafter they should be protected via the development control process with the assistance and advice of Environmental Health.
- 2.9 Each CQA was determined from a distillation and analysis of noise source (rail and road together, with airport noise where relevant) and lists of known perceived quiet and environmentally rich areas. Therefore it is important to appreciate that the aim of CQAs is to identify the most likely areas where the least population noise exposures occur and, as such, it may be appropriate to reduce or extend the coverage of these areas where local conditions warrant changes.
- 2.10 First screening for CQAs involved identifying areas with:
- a 55 dB L_{day} limit
 - a minimum area of 9 hectares
 - a minimum area of "quiet" ; 75% must fall within the noise band <55dB L_{day}
- 2.11 Prior to any CQA progressing to QA status it was necessary to subject the CQA to detailed scrutiny. The Scottish Government has produced Technical Guidance for the progression of a CQA to a QA which can be viewed at http://www.scottishnoisemapping.org/downloads/guidance/Technical_Guidance_for_Quiet_Areas.pdf
- 2.12 CQAs simply highlight areas where people are potentially least likely to be annoyed by either road or railway generated noise, areas where the underlying aural perception is that of quietness or relative quietness. In identifying those which were progressed to QA status officers took into account the use of these areas, any planning policies or plans which could affect the protection or future development of this and surrounding areas etc.

- 2.13 10 QAs were identified within Glasgow City Council in the first round of noise mapping. These are now incorporated within constraint maps within DRS Planning to ensure these areas are offered further protection from any planned noisy activities on or near these locations. No new CQAs were identified during the second round mapping, however, the SENSG decided that any local authority within an agglomeration boundary can, with good and justifiable reasons, request that an area be classified as a Quiet Area.
- 2.14 Planning Advice Note PAN 1/2011: *Planning and Noise*¹ provides advice on the role of the planning system in helping to prevent and limit the adverse effects of noise.
- 2.15 The PAN promotes the principles of good acoustic design and a sensitive approach to the location of new development. The aim is to promote the appropriate location of new potentially noisy development, and to promote a pragmatic approach to the location of new development within the vicinity of existing noise generating uses, to ensure that quality of life is not unreasonably affected and that new development continues to support sustainable economic growth in Scotland. Environmental Health Officers and/or professional acousticians should be involved at an early stage in development proposals which are likely to have significant adverse noise impacts or be affected by existing noisy developments.
- 2.16 The planning system has a role in ensuring that new development does not result in increasing numbers of people exposed to adverse noise impacts. The preferred approach is to plan for good environmental quality, including the noise climate, from the outset rather than to try to mitigate the effects in retrospect.
- 2.17 By guiding development to the right locations and where necessary, specifying design and layout issues, planning authorities can help to prevent and minimise the consequences of noise. Development plans have an important role to play in helping to limit the overall number of people exposed to the potential adverse effects of noise.

3 Conclusions

- 3.1 This is the 2nd round mapping outcomes report on END.
- 3.2 At present 15 CNMAs (roads) have been identified within Glasgow City Council which should be progressed to full NMA status. Any potential noise management measures identified as a result of this designation will be subject to a cost-benefit analysis.
- 3.3 In addition the exact delineation of the NMAs will be subject to further consultation with the Scottish Government and Transport Scotland, for example, where 2 NMAs are in close proximity on the same road network it may be reasonable to connect these.

¹ <http://www.scotland.gov.uk/Resource/Doc/343210/0114180.pdf>

In declaring any Noise Management Areas care will be required in both defining the area and making clear to the public the extent of obligations and proposed actions.

- 3.4 With regard to NMAs within Glasgow, the Council will be responsible for management and actions relating to their own road network, however, we appreciate and understand Transport Scotland's leading role in relation to delivering solutions for the Trunk Road and Rail Network.
- 3.5 The Environmental Noise Directive has no defined trigger levels or targets, and we will aim to manage and reduce environmental noise where appropriate to do so. These actions will be discharged within recognised budgetary constraints, on a prioritised basis, and will, where possible, become an integral component of any planned maintenance, programme of future projects and incorporation within future plans and strategies. We will also engage with the Scottish Government in relation to seeking further funding for these noise mitigation works.
- 3.6 10 CQAs were identified within the Glasgow City Council during the 1st round of mapping; no further new QAs have been proposed at this stage. However, a local authority can, with good and justifiable reasons, request that an area be classified as a Quiet Area.
- 3.7 Quiet Area and Noise Management Area designation is treated as a material consideration in the determination of planning applications in the development management process. Current NMAs and QAs have been identified in the Proposals map of City Plan 3 and within the GIS spatial mapping system to alert planning officers of the need to take the designations into account during the planning process and to prompt them to consult with Environmental Health. Any new NMAs identified will also be incorporated within these systems.
- 3.8 This work is being overseen by a Scottish Government Steering Group in conjunction with Glasgow Agglomeration Noise Action Planning Group (Chaired by an Officer from Glasgow City Council). It is anticipated that this group will continue in existence in some form for the foreseeable future as the END Action Plans are reviewed every 5 years.

4. Policy and Resource Implications

Resource Implications:

<i>Financial:</i>	Potential cost implications for mitigation works required.
<i>Legal:</i>	Compliance will be achieved in terms of the Environmental Noise (Scotland) Regulations 2006 and associated Statutory Instruments
<i>Personnel:</i>	None

Procurement: None

Council Strategic Plan: This work supports the Council's aim to be one of the most sustainable cities in Europe.

Equality Impacts:

EQIA carried out: No

Outcome:

Sustainability Impacts:

Environmental: The approval of Noise Management Areas and Quiet Areas within Glasgow supports the Council's key objectives to 'Create a cleaner, safer city and a sustainable environment; improve health and well being; and sustain the environmental regeneration of Glasgow'.

Social: As above this supports the Council's objectives to improve health and wellbeing.

Economic: None

5. Recommendations

5.1 It is recommended that Committee:

- i) considers the current issues concerning the assessment and management of environmental noise in Glasgow including the proposed Noise Management Areas (NMAs) and,
- ii) note that the proposed NMAs will be forwarded to the Scottish Government for formal approval.

APPENDIX 1

Candidate Noise Management Areas (CNMAs)

Recommendation to Progress to Noise Management Area (NMA)

Roads (no rail to progress)

CNMA ID	Road Identified	Area
17	Dumbarton Road at Maule Drive	Broomhill
18	A814 at Castlebank Street	Clydeside Expressway
19	Queen Margaret Drive at Maryhill Road	Maryhill
20	Byres Road at Great George Street	Hillhead
21	Byres Road at University Place	Hillhead
22	B808, Dumbarton Road and Cooper's Well Street	Partick
24	Argyle Street, Berkeley Street	Finnieston
28	Sauchiehall Street at Garnet Street	Charing Cross
32	Finnieston Street at Clydeside Expressway	Finnieston
38	Wallace Street at Laidlaw Street	Tradeston
40	Pollokshaws Road and Allison Street	Pollokshaws
41	Pollokshaws Road at Kingarth Street	Pollokshaws
46	Pollokshaws Road at Moss-Side Road	Shawlands
47	Sauchiehall Street and Pitt Street	Charing Cross
60	Bridgegate Street, Saltmarket, High Street and Ingram Street	City Centre

No progression to NMA

Roads

CNMA ID	Road Identified	Area
10	Dumbarton Road at Yetholm Street	Yoker
11	Berryknowes Road at Queensland Drive	Cardonald
23	Gibson Street, Otago Street	Hillhead
25	Houldsworth Street at Houldsworth Lane	Finnieston
29	Paisley Road West (North Gower Street, Langshot Street and Edwin Street)	Cessnock
31	Finnieston Street at Lancefield Quay	Finnieston
33	Lancefield Quay at Lancefield Street	Finnieston
34	Argyle Street at Perth Street	Anderston
35	Argyle Street and Oak Street	Anderston
36	Washington Street at Balaclava Street	Anderston
39	West Street near Scotland Street	Tradeston
42	Pollokshaws Road at Butterfield Place	Pollokshaws
43	Allison Street at Cathcart Road	Govanhill
44	Caledonia Road near Silverfir Street	Gorbals
45	Kilmarnock Road at Newlandsfield Road	Newlands
49	Craighall Road near High Graighall Road	Sighthill
51	Baird Street at Lister Street	Townhead
52	Douglas Street, at Bothwell Street	Anderston
53	West Campbell Street at Holm Street	Anderston
54	Oxford Street at Carlton Court	Laurieston
55	Norfolk Street at Oxford Lane	Laurieston
56	Clyde Street at Maxwell Street	City Centre
57	Clyde Street and Stockwell Street	Saltmarket
58	Ingram Street and Glassford Street	City Centre
59	Albion Street at George Street	City Centre
61	Springburn Road at Pinkston Drive	Sighthill
63	Cumbernauld Road at Ingleby Drive	Dennistoun
64	Cumbernauld Road and Cumbernauld Road at Alexandra Parade	Dennistoun

Rail

CNMA ID	Rail Route	Area
5	Near Sandwood Road	Cardonald
6	Near Chirnside Road	Cardonald
7	Near M8 At Berryknowes	Cardonald
8	Near M8, Paisley Road West	Ibrox
9	Near M77 At Vermont Street	Kinning Park
10	Near M77 At St Andrews Crescent	Pollokshields

Already Designated NMA from Round 1 (so no progression)

CNMA ID	Road Identified	Area
12	Paisley Road West at Lourdes Avenue	Cardonald
13	M8 and Helen Street	Bellahouston
14	Bearsden Road at Fulton Street	Anniesland
15	Crow Road at Abbey Drive	Jordanhill
16	Dumbarton Road at Balshagray Crescent	Whiteinch
26	M8 (St Vincent Street, Berkeley Street, Sauchiehall Street, Woodlands Road and A82)	Charing Cross
27	A82 at Cromwell Street	St George's Cross
30	M8 near Scotland Street West	Kinning Park
37	Paisley Road at Carnoustie Street	Tradeston
48	West Graham Street and Garscube Road	Cowcaddens
50	M8 near Canal Street	Townhead
62	M8 near Alexandra Parade	Townhead
68	M8, near Longstone Road	Cranhill
69	M8 near Halliburton Terrace	Easterhouse