

City of London Noise Strategy 2012 - 2016

For Public Consultation February 2012

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FOREWORD

(To be drafted for the Chairman of the Port Health and Environmental Services Committee)

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EXECUTIVE SUMMARY

Being located at the heart of London, the City of London inevitably experiences relatively high levels of noise. A survey of residents and workers in 2010 revealed that noise from traffic, building works and street-works are the main sources of noise disturbance. High levels of noise can not only bother residents in their own homes, but can also disrupt business activity in the City. The City of London Corporation has a statutory responsibility to manage and minimise this exposure to excessive and sometimes unnecessary noise, whilst ensuring that the City can continue to function as a modern world-class business centre.

The City of London Noise Strategy combines policies and programmes that are already in place to manage and mitigate noise. It also proposes a series of actions that should improve the way noise is controlled in the City.

The following areas are addressed:

- Noise associated with new developments
- Noise from transport, particularly deliveries and street works
- How the City deals with noise complaints from residents and businesses
- Protecting the more tranquil areas of the City from increased noise levels

Minimising noise from new developments is undertaken primarily through the implementation of appropriate planning and land use policies. The main aim is to ensure that activities associated with new developments do not lead to complaints of noise nuisance from neighbours. The strategy introduces a number of measures to improve noise management through the planning process, such as the incorporation of noise mitigation into planning policies and working more closely with developers before planning applications are submitted to influence building design and layout.

Street works can be a source of disturbance in noise sensitive areas and as a consequence need to be carefully managed. This strategy proposes a series of measures to minimise the noise impacts of street works, whilst ensuring that the duration of the works is minimised to reduce disruption to traffic.

The City of London Corporation has a statutory obligation to deal with complaints of noise nuisance. Despite the numerous proactive measures to deal with the potential for excessive noise, the City Corporation receives around 750 noise complaints per year. The strategy outlines a range of actions aimed at improving the way noise complaints are addressed. These include improved liaison with the City Police and the Safer City Partnership, and incorporating good practice

for managing noise into the forthcoming City of London Licensed premises Code of Practice.

There is a requirement for local planning policies to identify and protect areas of relative tranquillity in order to provide areas of respite from noisy urban environments. This strategy submits proposals for identifying such sites in the City and developing policies to protect and enhance the spaces. There are also suggestions for encouraging major new developments to include tranquil areas.

The City of London Noise Strategy reflects the concerns of residents, workers and visitors to the City who have previously been interviewed about the City's noise environment. The list of actions proposed will ensure that the City Corporation fulfils its statutory obligations for noise management, as well as seeking to improve the health and well-being of the City's residential and business communities.

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1. INTRODUCTION

Noise is part of the everyday experience for residents, workers and visitors to the City of London. It is an inevitable consequence of the density of development, the intensity of activity and sometimes conflicting needs of different communities in such a small area.

The noise resulting from the 'hustle and bustle' of the City for many is iconic, invigorating and an essential element or 'buzz' of the City 'soundscape'. However for others City noises can detract from enjoyment, be an annoyance, or injurious to health and well-being.

The Quiet City Project Social Survey Report¹ indicated that noise is an issue of concern for both City residents and workers and an overwhelming majority want action to reduce it. The City of London Corporation Markets and Consumer Protection Department (Pollution Team) handle around 2000 service requests related to noise each year.

Evidence suggests that noise is, and will become, more of a problem as business activity intensifies, and the night time economy and number of residents grow. The Pollution Team enforces legal requirements and actively promotes best practice to minimise nuisance and noise impacts. However, the sustainable reduction of noise and its impacts is complex, and requires a long term strategic approach entailing action from a wide range of City of London Corporation departments and other organisations.

The Sustainable Community Strategy for the City of London², developed by The City Together strategic partnership, commits to protecting and improving the health and well-being of City communities, and to minimising noise pollution including noise impacts resulting from the 'night time economy'.

The City of London Core Strategy, policy CS15 Sustainable Development and Climate Change³, requires new development to have regard to the need to protect the City's quiet areas and quiet times of the day for businesses (daytime) and residents (night time). The Mayor's London Plan, Policy 7.15⁴, aims to reduce noise and enhance soundscapes, requiring boroughs to reduce the adverse impact of noise and protect Quiet Areas.

This strategy also reflects and is guided by regional and national policy

¹ The Quiet City Project Social Survey Report 2010: Assessing general attitudes to noise and tranquillity in the City of London.

² The City Together Strategy: The Heart of a World Class City 2008 -2014.

³ City of London Local Development Framework Core Strategy, September 2011

⁴ The London Plan: Spatial Development Strategy for Greater London, July 2011

including action by the Mayor of London, and the requirements of policy contained in the government's Noise Policy Statement for England (NPSE)⁵.

This document therefore sets the strategic direction for noise policy within the City of London from 2012 until 2016. It outlines steps that the City of London Corporation will take, and is already taking, to maintain or improve the City's noise environment.

This noise strategy aims to achieve balanced, coherent, joined-up and integrated environmental, neighbourhood and neighbour noise management across the City of London Corporation and its partners through implementation of the policies and actions contained in this document.

In doing so it should contribute to the health and well-being of the City's communities and support businesses by minimising or reducing noise and noise impacts. It also aims to take account of the sometimes differing needs of those communities and the need to provide the built environment to meet City business growth.

More specifically the strategy aims to:

- **Avoid or reduce noise, and noise impacts, which could adversely affect the health and well-being of City residents, workers and visitors**
- **Fulfil City of London Corporation statutory obligations for local noise management and assist others in fulfilling theirs**
- **Balance minimisation of noise and noise impacts with the need to improve and update City infrastructure**
- **Encourage measures which will reduce noise emissions in the Square Mile**
- **Build Corporate, business and public awareness, understanding of noise issues and noise management good practice**
- **Recognise, reward and disseminate good practice**
- **Work in partnership with other organisations, to take a lead and help shape local and regional policy**

Certain policies in this strategy have been in place for some time or are already underway, such as controlling noise from construction sites and new developments. Other policies and programmes, for example proposals to protect and if possible enhance tranquil areas, will be developed over the next few years.

The strategy addresses noise from the following sources:

- Environmental noise – for example noise from road transport

⁵ Noise Policy Statement for England 2010, Defra March 2010

- Neighbour noise – generally noise inside and outside people’s homes e.g. excessive volume of amplified music or television
- Neighbourhood noise – noise arising from the community such as entertainment premises, trade and business premises, construction sites and some types of noise in the streets e.g. street works.

The strategy does not include occupational exposure to noise from work activities which are controlled by the Noise at Work Regulations 2005, although many noises originating from work related sources affecting premises and people in the wider environment are included.

Following publication of this strategy, an annual report will be produced detailing progress with actions, together with the latest monitoring data and any other information that is considered to be relevant in developing noise management policy.

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2. NOISE STRATEGY POLICIES

As an overview the policies contained in Chapters 4,5, 6 and 7 of the strategy are listed below.

Chapter 4: NEW DEVELOPMENTS

- Developments 1** Minimising noise emissions and impacts of new development through the development and application of appropriate and effective planning policies and conditions within the Local Development Framework. (Further detail in Chapter 4)
- Developments 2** Minimising noise emissions and impacts of new leisure and entertainment premises through the development and application of appropriate and effective policies, procedures and conditions within the City of London Statement of Licensing Policy.
- Developments 3:** Continue to work proactively to minimise noise impacts of major developments and infrastructure projects through:
- Lobbying and technical representations,
 - Use of Planning Conditions e.g. requiring provision of Environmental Management Plans for approval;
 - Promoting flexible approach to compliance and good practice contained in the City of London Code of Practice on Deconstruction and Construction, and
 - Where necessary enforcement measures under the Control of Pollution Act 1974;
- Developments 3** Continue to provide advice, support & guidance to City of London Corporation on minimising noise and noise impacts arising from their own development activities.
- Developments 4** Continue to work proactively with the leisure, hospitality, construction and other business sectors to ensure noise and other environmental impacts of new developments are adequately managed and minimised.

Chapter 5: TRANSPORT, SERVICING AND STREET WORKS

- Transport 1** Minimise and where necessary limit the noise impacts of street-works with reference to the latest relevant City of London Code of Practice⁶ and wherever possible consider alternative arrangements to minimise duration of works and disruption to traffic.
- Transport 2** Integrate noise minimisation considerations into policy, design and planning of City highways works.
- Transport 3** Continue the development of close cooperation and partnerships on noise issues between City Corporation Departments, TfL, Utilities and contractors.
- Transport 4** Continue to work to assess and minimise noise and noise impacts of street and other open space events planned in the City.
- Transport 5** Encourage and support use and further development of effective community communications strategies by contractors to minimise noise disturbance and complaints for residents and businesses, and reduce duration of works.
- Transport 6** Integrate noise minimisation considerations into City Corporation's transport, cleansing, planning, highways management and improvement activities across the City.
- Transport 7** Integrate noise minimisation requirements into the procurement processes and contract specifications for highways maintenance, engineering, transportation and cleansing.
- Transport 8** Incorporate noise considerations, including good design practice to minimise noise, when considering improvements or changes to road transport planning, traffic and pedestrian routes. Prioritise noise minimisation measures according to noise reduction benefit.
- Transport 9** Meet the City's obligations as a Highways Authority in Noise Action Plan: London Agglomeration⁷.

⁶ Currently, the 6th ed. 'City of London Code of Practice on Deconstruction and Construction' (Figure 5 on page 31 outlines the key working hours requirements of the Code relevant to Street-work noise)

⁷ Noise Action Plan: London Agglomeration; Environmental Noise (England) Regulations 2006 as amended, DEFRA, March 2010.

- Transport 10** Seek funding to enhance City of London capacity to support Transport Policy 5 above.
- Transport 11** Continue to limit operational hours of noisy servicing activities in noise sensitive locations where necessary. Supporting quieter delivery schemes and servicing of commercial and residential premises where application of time limits are not practicable.
- Transport 12** Work to influence Utilities companies, TfL, Network Rail, Crossrail and other public transportation operators wherever possible to reduce noise levels and impacts for City residents, workers, businesses and visitors.
- Transport 13** Exploit opportunities and synergies with other City of London Corporation environmental policies (e.g. the City Air Quality Strategy 2011) to reduce noise impacts from transportation, servicing and street works.
- Transport 14** Where possible, support and contribute to the development of low noise methods, schemes, management techniques and technologies which could reduce noise or noise impacts from road traffic, street-works and servicing.

Chapter 6: DEALING WITH NOISE COMPLAINTS AND INCIDENTS

- Responding 1** Continue to provide a dedicated service responding to, assessing and resolving justifiable noise complaints according to statutory obligations and noise management policies and procedures, using law enforcement tools where necessary.
- Responding 2** Continue to provide a rapid response to noise complaints requiring urgent action: in particular:
- 'Out of Hours' noise response service to respond swiftly to complaints of noise occurring; outside office hours,
 - Response during 'office hours' to noise affecting businesses e.g. street-works or construction sites
- Responding 3** The City Corporation, in its capacity as London Port Health Authority, will undertake night time noise patrols on the River Thames, particularly during summer months, to monitor and control noise emanating from activities on the river, and prevent

disturbance to City residents, through enforcement action where necessary.

Responding 4 To apply noise prevention, control and mitigation guidance developed or adopted by the City of London; currently this is the latest edition of the City of London Code of Practice for Deconstruction and Construction Etc. (Figure 5 on page 31 outlines the key requirements of the Code relevant to working hours of noisy work on sites)

Responding 5 Continue to develop timely and co-ordinated joined up approaches to enforcement and partnership with other regulators and public bodies to resolve and reduce the number of noise complaints. e.g. Planning Authority (both City Corporation and Mayor of London), City Police, Licensing Authority, Highways Authorities, Safer City Partnership, Housing Authority and other Registered Social Landlords.

Responding 6 Organisations involved with noise management powers and responsibilities will be encouraged and supported to resolve noise complaints made to them where that is possible.

Responding 7 Organisations involved with noise management powers and responsibilities will be encouraged to maintain and share information and data on noise complaints. The information made available will be collated, analysed and shared between them (within the limitations of data protection legislation).

Responding 8 Continue to work proactively with the leisure, hospitality, construction and other business sectors to manage and minimise noise impacts and other environmental impacts of their operations. Such work to include provision of advice and sharing information and best practice on reducing noise disturbance and complaints.

Chapter 7: PROTECTING AND ENHANCING TRANQUIL AREAS

Tranquil Areas 1 Where possible, acoustic design and management will be integrated into other relevant City of London policies and strategies to enhance the City's 'soundscape' e.g. Open Spaces Strategy, Street Scene Manual, Area Strategies Local Implementation Plan.

- Tranquil Areas 2** Open spaces that would benefit from additional protection from increased noise will be identified; specific recommendations will be made to protect and enhance these spaces in line with the requirements of the draft National Planning Policy Framework, The London Plan and City of London Core Strategy, supported by appropriate planning policies
- Tranquil Areas 3** Existing noise levels at open spaces will be decreased whenever the opportunity arises
- Tranquil Areas 4** Major site developments will be encouraged to include tranquil areas through the Planning consent pre-application process
- Tranquil Areas 5** Information on publicly accessible tranquil open spaces will be made available to the public
- Tranquil Areas 6** Options for the protection and enhancement iconic sounds will be investigated
- Tranquil Areas 7** Consideration will be given to developing sound-based public art feature in the City which will positively enhance tranquillity.

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3. BACKGROUND

3.1 WHY IS NOISE A CONCERN AND WHAT ARE THE SOURCES?

3.1.1 How noisy is the City?

Being located at the heart of London, the Square Mile inevitably experiences relatively high levels of noise. Noise volumes tend to be higher during the working week than at weekends. Traffic noise dominates the City during the day, while at night and at weekends building service noise (e.g. air handling plant) is more prevalent. Noise from construction sites and street works can also be dominant in the City, though this tends to be more transient.

In 2009, 24-hour noise monitoring was carried out at various locations across the City⁸. This was to assess how noise varies and to provide a benchmark for further improvements to the noise environment. The locations chosen were schools, City gardens, riverside and street locations. Weekend readings included residential areas.

Average noise levels in the City during the week day are between 53dB $L_{Aeq,T}$ at the centre of Barbican to 74dB $L_{Aeq,T}$ at Bank junction. At night noise levels at the Barbican reduce to 50dB $L_{Aeq,T}$ and to 72dB $L_{Aeq,T}$ at Bank junction. Noise levels at the Barbican are very similar at weekends although overall weekends tend to be quieter in the City than the working week.

In the 2010 City noise attitude survey, 173 residents and 283 workers were asked how loud they thought noise levels were in the City. The results are shown in figure 1, with 57% of workers, and 60% of residents considering that the City is either 'loud' or 'very loud'.

Sound is measured in decibels, dB. Environmental noise tends to be measured in dBA. The 'A' indicates that the measurement has been 'A'-weighted to the response of the human ear. A variety of different noise indicators are used to describe environmental noise, for example $L_{Aeq,T}$ which represents the A weighted energy average of a fluctuating sound level measured over a specified time duration, T.

As a guide, an increase of 10 dBA in sound level is usually associated with a *subjective* doubling of loudness. Conversely, a decrease of 10 dBA is associated with a subjective halving of loudness. A change of 3 dB either up or down is often quoted as the smallest change in sound level that can be noticed by an average listener.

The World Health Organization 'Guidelines for Community Noise' set recommended limits of noise for living spaces. The guideline values have been provided for the prevention of annoyance, sleep disturbance, speech interference, and hearing impairment. The guideline values levels for outdoor living spaces are 55LAeq steady continuous noise for outdoor living areas and 40LAeq and 60LAm_{ax} at night

⁸ Noise level survey of the City of London, Stats April 2009

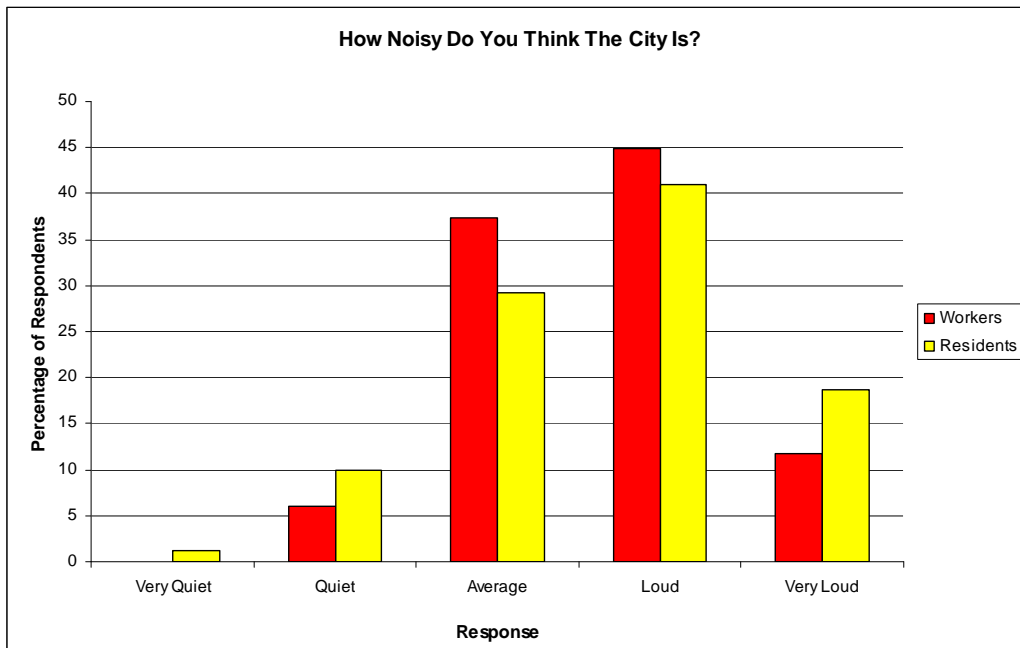


Figure 1 – How noisy is the City – Response from workers and residents

3.1.2 Noise Sources and Problems

Each year the Pollution Team of Markets and Consumer Protection (M&CP) Department receives an average of around 750 complaints. Figure 2 below shows the main sources and their proportions for complaints between the three years to 31st December 2011.

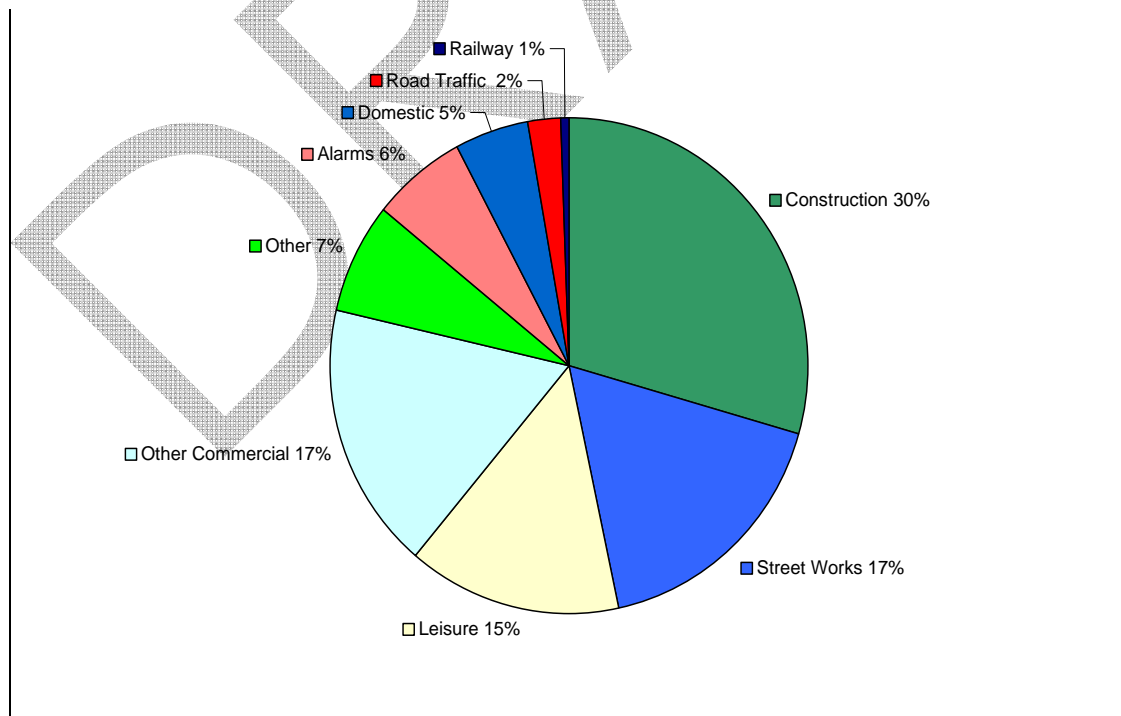


Figure 2 – Sources of Noise Complaints made to City of London 2008-11

In 2010, a selection of residents, visitors and workers were interviewed about the type of noise that they notice in the City. 98% of residents and 87% of workers questioned noticed some form of noise. The noise

source most evident was traffic and building works as shown in figure 3. 52% of residents also noticed noise from other people and 45% from pubs and bars. Residents were disturbed by a wider range of noise sources than workers.

Considering the nature of complaints received by the City of London Pollution Team and the City noise attitude survey results, the following are the main noise sources of concern:

- Building construction
- Street-works
- Road Traffic
- Leisure activities, particularly 'people' noise associated with licensed premises
- Noise from other Commercial premises activities e.g. deliveries, plant and equipment noise
- To a lesser extent neighbour noise (e.g. music / TV), alarms, other transport (e.g. aircraft, railways).

City riverside residents are sometimes disturbed by noise from leisure craft, especially those hosting private parties and events, as well as from other operations on the river, e.g. construction works.

Around 30% of noise complaints are received outside office hours, at night or at weekends and bank holidays.

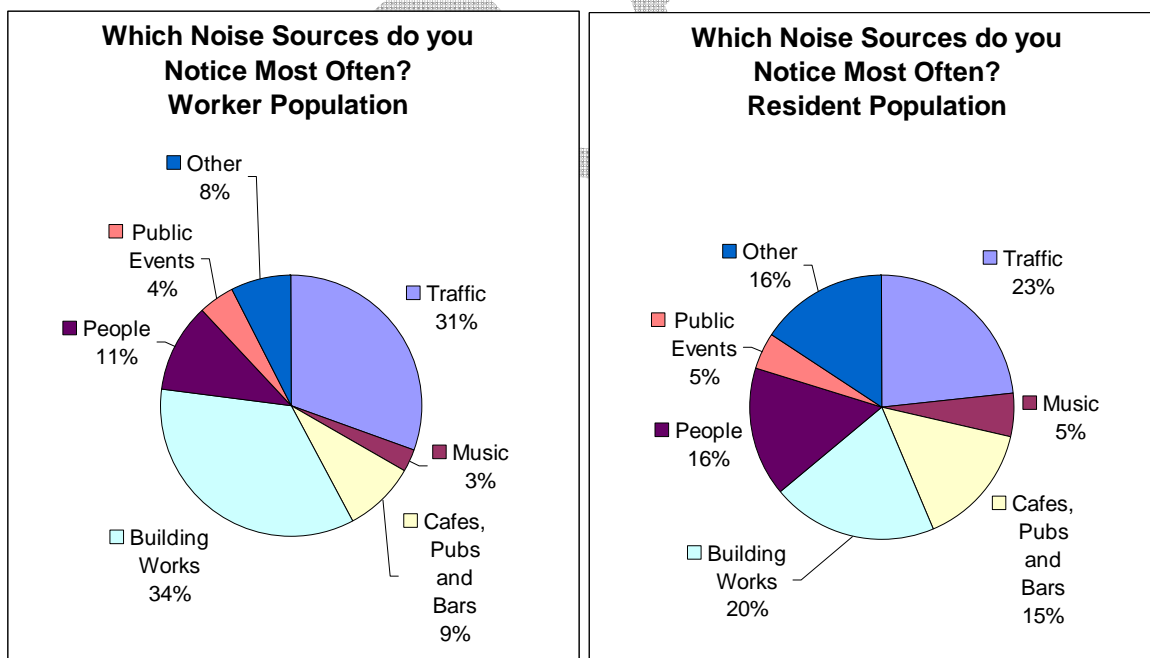


Figure 3 – Noise Sources Noticed most often: Responses of Workers and Residents

According to the same survey, the majority of both residents and workers would like to see action to reduce noise levels in the City as shown in figure 4.

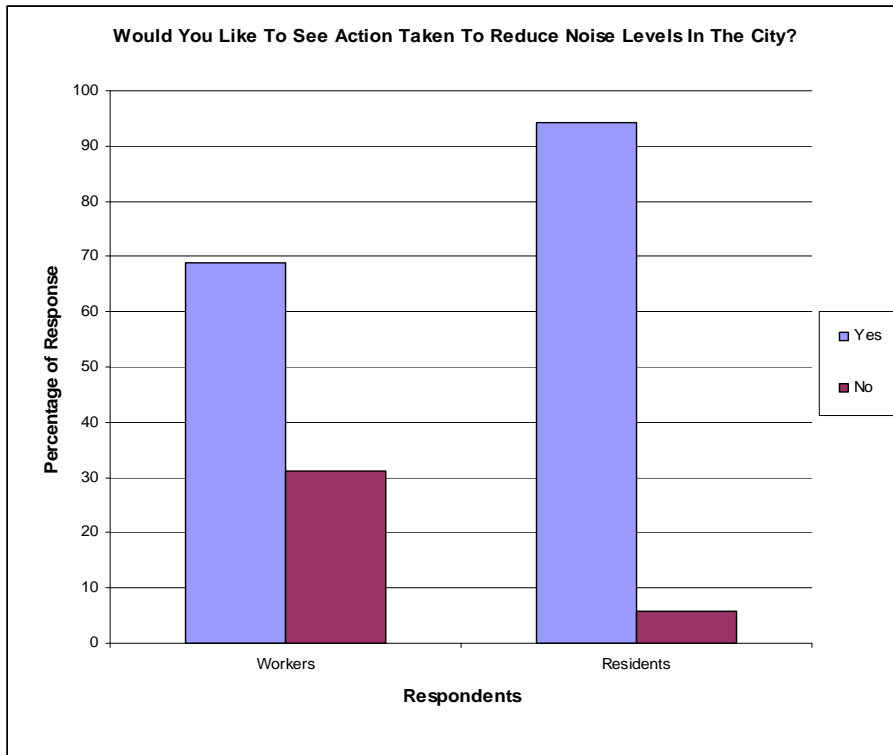


Figure 4 – Should action be taken to reduce noise levels in the City? Responses of workers and residents.

3.1.3 Impact of noise on health and well-being

There is ample evidence of the impacts on well-being and quality of life from environmental noise. The Health Protection Agency published a report in 2010 on Environmental Noise and Health in the UK⁹. The document details annoyance as the most widespread adverse effect but there are a range of other impacts such as sleep disturbance, interference with communication as well as an increase in the levels of stress hormones in the blood.

Long-term exposure to high levels of occupational noise has been shown to be related to the likelihood of individuals developing cardiovascular disease. Exposure to high levels of environmental noise has been shown to be linked with impairment of cognitive performance amongst children. High levels of environmental noise can also interfere with the conduct of business activities in the City.

In 1999 The World Health Organization published 'Guidelines for Community Noise'¹⁰ and set recommended absolute levels of noise for living spaces. In Night Noise Guidelines for Europe (WHO 2009) further guidance was provided. The guideline values, based on evidence at the time, have been provided for the prevention of annoyance, sleep disturbance, speech interference, and hearing impairment. The WHO

⁹ Environmental Noise and Health in the UK – A report by the Ad Hoc Expert Group on Noise and Health – Health Protection Agency 2009.

¹⁰ Guidelines for Community Noise – World Health Organisation 1999

guideline values for levels outside living spaces are shown in table 1 below.

Table 1 WHO Guidelines for Community Noise and Night time Noise

Environment	Effect	Decibel Levels
Outdoor living area – daytime, 16 hr 07.00 – 23.00	Serious annoyance	55db LAeq, steady continuous.
Outside bedrooms – night time, 8 hr - 23.00 – 07.00	Sleep Disturbance	40db LAeq, Max 55db LAmax

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3.2 NOISE MANAGEMENT ROLES AND RESPONSIBILITIES

The City of London Corporation Markets and Consumer Protection Dept Pollution Team is the main City regulator of environmental, neighbourhood and neighbour noise. The team responds to complaints and in conjunction with the Department for the Built Environment, provides a 'round the clock' outside office hours service. The team is also consulted on licence and planning applications.

The M&CP Port Health Service deploys its officers and launches on the Thames, particularly during summer months, to monitor and control night time activity noise, taking enforcement action as required.

City of London Police – receive and share noise and noise related Anti-Social-Behaviour complaints and assist the M&CP department with enforcement.

City Planning Officer (Department of the Built Environment – DBE) – initiates planning policies and Area Strategies, determines planning applications and conditions, negotiates Section 106 Agreements and takes planning enforcement action.

City Housing Management and Registered Social Landlords e.g. Guinness Trust – sets and enforces tenancy conditions related to neighbour noise and behaviour and has involvement in neighbour complaints.

City of London Corporation Licensing Authority – process applications for Premises Licenses, investigate and enforce breaches of noise related licensing conditions.

Highways Authorities – Both the City Corporation (DBE) and TfL commission highways and street scene improvement works and have control over the permitting of other street works (e.g. utilities works), on respective road networks.

Civil Aviation Authority, Ministry of Defence, Airport Authorities – maintain noise complaints data, and responses, about aircraft movements over the City of London.

Other City Organisations – Responsible for ensuring that the noise generating activities they have control over are managed to prevent nuisance and minimise impacts on residents and businesses:

- o Managed Premises Facilities or event Managers including City of London Corporation premises e.g. Barbican Centre, Museum for London, Barbican Exhibition Centre,

- Contract and Project Managers for City of London Corporation Departments e.g. City Surveyors works, refuse collection & street cleaning contracts, infrastructure and street works etc.,
- Contractors for City of London Corporation 'outsourced' services e.g. waste collection and street cleaning,
- City of London highways maintenance and street scene enhancement contractors and project managers,
- Businesses /Utility Companies / Construction and development companies/ site management,
- Cross rail / Network Rail / London Underground.

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4. NEW DEVELOPMENTS

Overall Aim: To prevent or minimise noise emissions and noise impacts of developments on residents, businesses, workers and visitors occupying noise sensitive premises.

4.1 INTRODUCTION

The City of London has a highly complex and intensively used built environment in which space is at a premium and neighbours in very close proximity.

Although office based business and financial related services are the dominant activities, the City is also a place where people live. Additionally, the City has a small number of educational and health service sites which have particular noise sensitivities.

The level of new development, including redevelopment of existing buildings, continues to be high even through the recent economic downturn. The City of London Core Strategy anticipates continuing economic growth for the City, predominantly business and financial services led. There is anticipated to be a consequential increase in demand for retail and leisure facilities and a growth in residential accommodation. The Core Strategy identifies five key City Place areas where there are specific pressures for development:

- North of the City – this area will be impacted by continuing Crossrail work and associated developments, but also includes the main residential areas of the Barbican and Golden Lane and St Barts Hospital.
- Cheapside and St Paul's – which is becoming the City's pre-eminent retail area with the completion of One New Change.
- Eastern Cluster – this area will see significant office growth, particularly in a number of new tall buildings, and greater street level congestion.
- Aldgate – which is expected to undergo significant regeneration with mixed uses, but also contains the Middlesex Street and Mansell Street residential estates and the City's only primary school – Sir John Cass.
- Thames and the Riverside – which contains a mix of tranquil areas around residential buildings and vibrant areas, with offices and hotel development.

However it is not just major sites which have potential for noise impact; even minor works can cause significant local problems if they are not managed properly.

The intensive use of land, anticipated future economic growth and mixed uses of some Key City Places pose distinct and challenging noise management issues. It is particularly important to ensure that occupiers of residential buildings, schools and hospitals have adequate protection against noise.

Noise impacts and solutions also need to be considered within the broader framework of other associated environmental impacts of development such as increased carbon emissions and air pollution.

The prevention and minimisation of noise associated with the construction of premises is also an essential amenity consideration for both businesses and residents.

The LDF Core Strategy and Development Management DPD (currently in development) are both fundamental to establishing robust planning noise policies and conditions. These will be complemented by more detailed Supplementary Planning Documents (SPD's).

4.2 CURRENT SOURCES AND ARRANGEMENTS

The main noise sources related to developments in the City are:

- Demolition and construction work and associated activities e.g. piling, heavy goods vehicle movements, utilities street works
- Building services plant and equipment e.g. ventilation fans, air-conditioning, emergency generators
- Leisure facilities and licensed premises e.g. amplified music
- Servicing activities e.g. deliveries, window cleaning and building maintenance

4.2.1 Demolition and Construction

The high level of intensive development in the City, including major office redevelopments in the east of the City and infrastructure projects such as Crossrail, can have significant environmental impacts on occupiers of nearby noise sensitive premises. Protecting City businesses, residents and other noise sensitive premises (e.g. schools) from noise and vibration impacts of construction sites is essential to the City's continuing reputation as an excellent place to live, work and to do business.

Use of s106 agreements for monitoring and the mitigation of noise associated with large developments will continue to be negotiated with developers at sites close to noise sensitive premises such as housing and schools.

As a condition of planning consent, developers will continue to be required, where appropriate, to submit, obtain approval for and

adhere to Environmental Management Plans. This will include measures to minimise noise and noise impacts.

For the large infrastructure projects which take place (e.g. Crossrail, Thameslink, Thames Tunnel) , where the Planning Acts may not apply in respect to noise, representations and engagement to minimise noise and amenity loss will continue.

4.2.2 Building services plant and equipment

Mechanical plant and other equipment used for providing building services emit noise which, if not controlled, can be detrimental to the amenity of an area or cause a nuisance to residents or businesses. Noise from these sources contributes to the overall ambient noise levels in the City. The density, size, design and number of commercial buildings in the City have resulted in very large numbers of mechanical plant installed in a small area. In order to prevent nuisance, loss of amenity and minimise 'upwards creeping' ambient noise levels, developers will continue to be required to demonstrate that there will be no increase in noise levels resulting from new plant, equipment or machinery.

4.2.3 Leisure facilities and Licensed Premises

The style and character of many licensed premises has changed significantly in recent years. Existing and new premises have longer operating hours, often to early hours of the morning, providing live or recorded amplified music. Some of these premises are close to residential accommodation and result in complaints about loud music and noise from people drinking and smoking outside, arriving or leaving. Guidance is provided to licence applicants in the City of London Statement of Licensing Policy on preventing public nuisance from noise. Representations can be made to the Licensing Authority in connection with new licence applications or variations on the grounds of preventing public nuisance.

4.2.4 Servicing

The concentration of businesses in the City necessitates delivery and collection of equipment, materials, foods and solid waste to sustain their operations. This includes City of London waste collection service. For this purpose a vast number of commercial vehicles enter and leave the City. Where vehicles are involved in noisy servicing in noise sensitive locations outside business hours e.g. early morning when close to residential accommodation, then disturbance resulting in a statutory nuisance can result.

Deliveries and collections close to residential accommodation and which are likely to cause disturbance, loss of amenity or a nuisance will

continue to be discouraged between 23.00 – 07.00 weekdays and Saturdays, with no deliveries on Sundays and Bank Holidays.

However some essential services such as refuse collection may continue to need to take place outside these times e.g. on Sundays or Bank Holidays. Additionally where parking or other restrictions prevent loading and unloading during workday working hours, flexibility in the application of the above times will be needed.

Where there are no alternatives to delivery / collections taking place outside the above times businesses will be encouraged and, if necessary, required to use quiet delivery methods to minimise disturbance or nuisance.

Noise minimisation from servicing activities will be managed by the use of Planning conditions, advice, encouragement and if necessary enforcement of noise nuisance law.

4.3 POLICIES

Planning Development

Developments 1: Minimising noise emissions and impacts of new development through the development and application of appropriate and effective planning policies and conditions within the Local Development Framework, and in particular:

- a) *Influence and provide advice on design and layout of new developments at pre-application stages e.g. to minimise noise from servicing commercial buildings affecting residential premises, encouraging better building design to favour quieter plant and equipment where technically possible, the use of noise screening, encouraging internal layouts which provide protection from internal noise transmission and external noise.*
- b) *Prevent nuisance, loss of amenity and minimise 'creeping' ambient and background noise levels from developments. Developers will continue to be required to demonstrate that noise levels from plant, equipment or machinery do not increase background noise levels.*
- c) *Continue to limit and contain noise and vibration from demolition and construction activities through the Planning Consent process, based on the latest edition of the City of London Code of Practice for Deconstruction and Construction Sites and other relevant standards. This includes requiring through Planning Conditions the approval and*

implementation of construction noise and Environmental Management Plans where appropriate.

- d) For mixed use sites or developments, as far as is reasonably practicable, planning policies will require physical separation of noise generating activities from noise sensitive premises. Where that is not practicable conditions to minimise noise and noise impacts through mitigation and / or limiting hours of operation will be sought.*
- e) Resist the introduction of noise sensitive uses into areas close to commercial developments with high noise levels where the achievement of desirable standards for quiet living conditions are not technically practicable.*
- f) Place limits on the hours of operation of servicing and noise generating activities at developments where noise sensitive premises are likely to be adversely affected. Existing limits for hours of servicing (permitted between 07.00 – 23.00, Monday – Saturday, except Bank Holidays) to be applied; where this is not practicable a plan to minimise noise from servicing will be required to be approved and implemented.*
- g) Resist the introduction of noise generating activities such as leisure or entertainment venues into areas with strong residential character. Where this is not possible, to limit noise impacts by placing appropriate conditions including constraints on activities and limits on hours of operation.*
- h) As far as possible, protect any identified 'tranquil' or quiet areas from noise impact of new development.*
- i) Encourage and promote good noise reduction and control practice in the design of street scene enhancement schemes and, open spaces including the public realm.*

Premises Licence policies, conditions and enforcement;

Developments 2: Minimising noise emissions and impacts of new leisure and entertainment premises through the development and application of appropriate and effective policies, procedures and conditions within

**the City of London Statement of Licensing Policy¹¹,
and in particular:**

- a) *Resist the introduction of noise generating activities from leisure or entertainment venues into areas where there is a strong likelihood that these activities will result in public and / or statutory nuisance. Where this is not possible, to limit noise impacts by promoting the City of London Statement of Licensing Policy 2011 to ensure noise from licensable activities are adequately managed e.g. sound insulation, operational management measures and limits on hours of operation.*
- b) *Make representations to the City Licensing Authority by Responsible Authorities on licensing applications in support of COL Statement of Licensing Policy*
- c) *Where appropriate supporting applications for review of licenses by Responsible Authorities or residents*

Infrastructure Projects

Developments 3: Continue to work proactively to minimise noise impacts of major developments and infrastructure projects through:

- **Lobbying and technical representations,**
- **use of Planning Conditions e.g. requiring provision of Environmental Management Plans for approval;**
- **Promoting flexible approach to compliance and good practice contained in the City of London Code of Practice on Deconstruction and Construction, and**
- **Where necessary enforcement measures under the Control of Pollution Act 1974;**

Engagement, Advice and guidance

Developments 4: Continue to provide advice, support & guidance to the City of London Corporation on minimising noise and noise impacts arising from Corporation development activities.

Developments 5: Continue to work proactively with the leisure, hospitality, construction and other business sectors to ensure noise and other environmental impacts of new developments are adequately managed and minimised.

¹¹ City of London Corporation Licensing Act 2003 Statement of Licensing Policy, January 2011.

4.4 ACTIONS

- 1) *Review and update planning conditions and informatives to ensure they are fit for purpose under the new Core Strategy and reflect the policies and aims of the Noise Strategy*
- 2) *Develop appropriate planning policies in the emerging Development Management DPD and other policy documents to reflect policies and aims of the Noise Strategy*
- 3) *Consider noise and 'quiet areas' issues in Environmental Enhancement Area Strategies as consultations emerge*
- 4) *Develop appropriate Licensing Policy and practices to reflect those of the Noise Strategy*
- 5) *Develop further guidance for designers and developers on designing tranquil spaces and minimising final use noise impacts*
- 6) *Contribute to the inclusion of noise considerations into the City of London Street Scene Manual*
- 7) *Develop guidance to construction businesses on noise considerations and content of Environmental Management Plans*
- 8) *Lobby the Government for retaining or improving appropriate planning control over noise generating new developments.*
- 9) *Continue to provide ad hoc advice to a wide range of COL Departments e.g. Department of the Built Environment project works, facilities and housing stock management, the provision of other COL services e.g. refuse collection, and events promotion and management e.g. Barbican Centre.*

5. TRANSPORT, SERVICING AND STREET-WORKS

Overall aim: To promote and support the minimisation, or reduction where possible, of transport and street related adverse noise and noise impacts, while recognising the need to minimise disruption resulting from infrastructure works.

5.1 INTRODUCTION

The City of London needs and promotes an efficient transportation system that allows commuters to get to and from work, couriers and goods vehicles to make essential deliveries and service vehicles to access premises and goods.

Over 310,000 people commute to the City each weekday and around 90% of them use public transport. It is served by a dense network of bus, underground and rail routes.

The most significant sources of transport related noise causing annoyance and disturbance in the City, according to complaints received, are street-works and servicing and deliveries early in the morning or late at night. Road traffic noise is also a significant source of environmental noise in the City (see 3.12, page 13) but is less frequently a source of complaint. Road Transport noise is also most likely to cause adverse impacts on quality of life and possibly on health. Other transport related noises are from aircraft, the rail and underground networks.

5.2 SOURCES AND CURRENT ARRANGEMENTS

5.2.1 Road Traffic Noise

There is a significant amount of commercial vehicle and Hackney cab activity related to servicing the business and development needs of the City. Noise from commercial vehicles on top of noise from public transport and private vehicles is significant particularly on Transport for London 'Red Routes'.

Noise mapping, by the Department of the Environment Food and Rural Affairs (Defra), estimates that up to 100 City residents living next to identified busy roads may be exposed to adverse levels of transport related noise. An Action Plan produced by the Secretary of State requires an assessment and, where practical, the implementation of noise management actions by relevant Highways Authorities. A further action plan will need to be considered to assess options for action to manage exposure of a further possible 800 residents to a lower level of

exposure. These estimates are based on computer modelling and will need to be verified during the assessment stage of the process.

Road traffic noise impacts on the very large numbers of pedestrians in the City in the proximity of principal roads and 'Red routes' could also be significant. Wherever possible, opportunities to reduce cumulative impacts of noise and vibration from transport should be considered.

Existing planning policies promote walking and cycling and improvements in air quality. In doing so they support development of improved environmental quality for pedestrians, cyclists and residents, including a potential for reduced noise from road traffic in some locations.

Planning and transport policies to minimise disturbance to residents require restricted night time and weekend commercial vehicle movements through the City. The existing protections are likely to become more flexible to enable deliveries to take place outside the periods when restrictions imposed by the Olympic Route Network apply. Therefore night time noise levels from road transport may increase in some locations during the Olympic and Paralympic Games period in 2012.

5.2.2 Street-works

As well as actively promoting public transport, cycling and walking, the City of London Corporation and Transport for London (TfL) seek to keep traffic flowing by effectively planning and managing the highway network. The Corporation is also committed to ensuring that utility services continue to meet the demands of the world's premier financial centre. A permitting system exists for utility companies and other contractors (including those contracted to work for the City) who need to carry out street-works; around 5,000 permits are processed each year. At noise sensitive locations, one or more measures are usually necessary to minimise noise impacts on businesses and / or residents. These include restricting times when noisy work is permitted together with effective communications, using less noisy methods and using barriers to reduce transmission of noise.

Residential accommodation is now distributed more widely through the City and has increased the spread and number of noise sensitive locations at night time, constraining the carrying out of noisy work on the highway when traffic volumes are low.

There is therefore a potential for tension between Highways Authorities' statutory obligation to prevent traffic disruption and the City of London Corporation's duty to take statutory action to remedy noise nuisances. Noise from street works need to be minimised while also exercising the traffic management duty. The required balance can be achieved

through innovation and integration of noise considerations into policy, local planning and delivery of these services.

Effective consultation and communications with affected residents and businesses are key measures to minimise complaints. If the purpose, times and durations of noisy works are known (or agreed) in advance, noise and disruption is more likely to be tolerated. Good communications can also help to resolve problems quickly without the need to involve law enforcement or other legal action.

An example of recent innovation to minimise disruption to traffic and business during peak periods: at identified locations where disturbance to residents is least likely, the City of London have agreed to presume for street works to take place for periods ('extended hours working') outside of the City's 'Standard Hours' (see Figure 5 P.31).

5.2.3 Rail and Underground

The Noise Action Plan for London identifies the Barbican Underground station as an 'Important Area' which requires the Department of Transport and the Office of the Rail Regulator (ORR) to assess and consider what actions if any could be taken to manage railway noise and to implement those actions.¹²

5.3 POLICIES

Street Works

Transport 15 Minimise and where necessary limit the noise impacts of street-works with reference to the latest relevant City of London Code of Practice¹³ and wherever possible consider alternative arrangements to minimise duration of works and disruption to traffic.

Transport 16 Integrate noise minimisation considerations into policy, design and planning of City highways works.

Transport 17 Continue the development of close cooperation and partnerships on noise issues between City Corporation Departments, TfL, Utilities and contractors.

¹² Noise Action Plan – London Agglomeration – Environmental Noise (England) Regulations 2006 as amended; DEFRA 2010

¹³ Currently, the 6th ed. 'City of London Code of Practice on Deconstruction and Construction' (Figure 5 on page 31 outlines the key working hours requirements of the Code relevant to Street-work noise)

Transport 18 Continue to work to assess and minimise noise and noise impacts of street and other open space events planned in the City.

Transport 19 Encourage and support use and further development of effective community communications strategies by contractors to minimise noise disturbance and complaints for residents and businesses, and reduce duration of works.

City of London Corporation

Transport 20 Integrate noise minimisation considerations into City Corporation's transport, cleansing, planning, highways management and improvement activities across the City.

Transport 21 Integrate noise minimisation requirements into the procurement processes and contract specifications for highways maintenance, engineering, transportation and cleansing.

Transport 22 Incorporate noise considerations, including good design practice to minimise noise, when considering improvements or changes to road transport planning, traffic and pedestrian routes. Prioritise noise minimisation measures according to noise reduction benefit.

Transport 23 Meet the City's obligations as a Highways Authority in Noise Action Plan: London Agglomeration¹⁴.

Transport 24 Seek funding to enhance City of London capacity to support Transport Policy 5 above.

Servicing

Transport 25 Continue to limit operational hours of noisy servicing activities in noise sensitive locations where necessary. Supporting quieter delivery schemes and servicing of commercial and residential premises where application of time limits are not practicable.

Advocacy

Transport 26 Work to influence TfL, Utilities companies, Network Rail, Crossrail and other public transportation operators

¹⁴ Noise Action Plan: London Agglomeration; Environmental Noise (England) Regulations 2006 as amended, DEFRA, March 2010.

wherever possible to reduce noise levels and impacts for City residents, workers, businesses and visitors.

General

Transport 27 Exploit opportunities and synergies with other City of London Corporation environmental policies (e.g. the City Air Quality Strategy 2011) to reduce noise impacts from transportation, servicing and street works.

Transport 28 Where possible, support and contribute to the development of low noise methods, schemes, management techniques and technologies which could reduce noise or noise impacts from road traffic, street-works and servicing.

5.4 ACTIONS

- 1) *Continue to support, advise on, and facilitate schemes which promote quieter deliveries in the City, including promoting the use of electric delivery vehicles e.g Tfl Quiet Deliveries Code of Practice during the Olympic and Paralympic Games.*
- 2) *Noise Action Planning: To consider, and where practical to reduce, high road traffic noise levels in City locations prioritised by DEFRA where the Corporation are the Highways Authority. Lobby and support where necessary Tfl, Department of Transport and Office of the Rail Regulator to meet their similar obligations on other routes in the City.*
- 3) *Continue to work with Department of the Built Environment (DBE), M&CP, contractors and utility companies to facilitate reduced traffic disruption (e.g. extended working hours) due to street-works.*
- 4) *Develop noise considerations for the City of London Local Implementation Plan (pending approval).*
- 5) *Lobby Tfl to build flexible arrangements into their proposed 'lane rental' scheme to prevent nuisance and disturbance to City residents in sensitive locations of the Tfl network within the City.*
- 6) *Continue to consider noise impacts of City events and filming through the Augmented Safety Advisory Group (ASAG) and also via direct consultation with M&CP Pollution Team.*
- 7) *Review and develop working arrangements between DBE and M&CP for integration of noise considerations where required into strategic and service planning and delivery.*
- 8) *Develop policy and arrangements for integration of noise management considerations into relevant City of London procurement processes and contracts e.g. specifications.*

- 9) *Integrate noise minimisation considerations into City of London Street Scene Manual, e.g. selection of road surface material*
- 10) *Continue discussions with Crossrail and their contractors to minimise noise impact of tunnelling and train movements when operational.*
- 11) *Continue to promote the reduced use of road traffic vehicles for journeys through the Core Strategy, Local Implementation Plan, City of London Cycling Plan and Air Quality Strategy.*

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City of London Code of Practice for Deconstruction and Construction Noise Control - Hours of Work

If nobody is disturbed by noisy construction¹⁵ works or if work is not noisy, then extended hours or even 24 hour working can take place.

Where residents are adversely affected or are likely to be adversely affected by noise, the permitted times of operation, including ancillary activities such as deliveries, will be restricted to:

'Standard' or 'Permitted' hours; for noise generating construction work in the City and across London these times will normally be the following:

- 08:00 - 18:00 hours (Monday to Friday);
- 08:00 - 13:00 hours (Saturday) (certain noise sensitive residential areas identified by the City of London will be 09:00 - 14:00 hours on Saturdays);
- No working is permitted on Sundays, 'Bank' or other national Holidays.

Where commercial activities are adversely affected or are likely to be adversely affected during the *'Standard' or 'Permitted' hours*, the permitted times of operation, will be further restricted during *'City Quiet Hours'*:

'City Quiet Hours':

- 10:00 - 12:00 (Monday to Friday);
- 14:00 - 16:00 (Monday to Friday).

During 'quiet hours' noise generating activities e.g. percussive breakers, cutting using power tools, noisy machinery will not usually be permitted. Other non noisy or less noisy work which does not cause adverse impacts will usually be permitted during 'quiet hours'.

It is expected that in order to minimise noise and noise impacts, contractors will also use other 'Best Practicable Means' (BPM) e.g. less noisy methods or acoustic barriers.

Works outside the above Standard / permitted hours or during quiet hours should only be undertaken with the prior consent of the Pollution Team of M&CP. Consent will only be granted if Prior consent is not required where genuine emergency works are necessary for safety, health or security reasons e.g. gas leaks, dangerous structures, electrical supply or water main. Early involvement of the M&CP Pollution Team will reduce risks of project delays.

The complexities and diverse needs of different businesses and residents and the need to also minimise disruption to traffic necessitates a flexible approach to restricting noisy working periods; the above restrictions will be eligible for variation according to circumstances of each site or nature of the contract e.g. use of equipment or methods which generate lower noise levels may enable extension of noisy working hours; varying 'quiet hours' times to minimise disturbance to lunchtime retail trade, extending hours for noisy street-works where impacts on residents or businesses are acceptably reduced will help reduce traffic congestion.

Structurally transmitted noise from construction adversely affecting immediate neighbours is likely to be restricted between 09:00 - 17:00 hours. For complex sites with a neighbour mix including residential, retail, and commercial properties, restriction will need to be negotiated in advance and if necessary imposed.

Complaints about excessive noise disturbance if found to be justified or a nuisance, even if being carried out within the time restrictions above, may result in formal enforcement action according to the M&CP Enforcement Policy¹⁶, which could include formally restricting hours of noisy works.

Figure 5: Summary of standard working hours guidance and its application in latest edition of City of London Code of Practice for Deconstruction and Construction Sites

¹⁵ Includes deconstruction (demolition), road / street-works, maintenance and deliveries / removal.

¹⁶ Section 60 Control of Pollution Act 1974, or Section 80 Environmental Protection Act 1990 (where noise amounts to a Statutory Noise Nuisance)

6 DEALING WITH NOISE COMPLAINTS AND INCIDENTS

Overall aim: To resolve noise complaints and incidents through a coordinated noise response, enforcement and information sharing network.

6.1 INTRODUCTION

Despite measures to prevent noise, disturbance can still occur and become a problem. The City of London Corporation and its partners need to have the arrangements in place to respond, assess and take action to minimise and prevent recurrences of unacceptable noise.

City of London Corporation Markets and Consumer Protection (M&CP) Dept Pollution Team regulate and respond to noise complaints. Each year the department receives around 2000 complaints or requests for service to deal with noise problems.

Where noise is so excessive that it is causing disturbance at the time of the complaint, the response is rapid and often within an hour e.g. noise from street-works affecting business activities on weekdays or residents on Sundays.

Not all noise complaints are necessarily made directly to the City Corporation. Some are received by the City of London Police, or are made directly to noise perpetrators or contractors through 'Helplines' such as the Crossrail Helpline.

Other City of London Corporation functions which can become involved with noise related enforcement issues are licensing, housing management, Barbican Centre, highways authority (permitting) and development management (planning).

Other agencies which also have powers and responsibilities for noise issues include:

- City of London Police
- Registered Social Landlords
- Transport for London
- Civil Aviation Authority and Airport Authorities
- Ministry of Defence

Excepting the M&CP Department and City of London Police Memorandum of Understanding and the Anti Social Behaviour (ASB) information sharing protocol, complaints liaison arrangements between organisations are informal. Complaints information generated and held by COL departments and other public organisations are not formally shared.

There is scope for strengthening and improving current levels of co-ordination and cooperation between those with noise management responsibilities and the CoLC Pollution Team noise service, to:

- Align enforcement approaches and evidence gathering and sharing across key agencies,
- Share data and good practice and relevant research
- Address noise issues in City of London Corporation departmental policies and procedures so as to prevent and minimise noise from their activities or premises, and to provide initial response to noise complaints
- Increase opportunities to engage with businesses to provide advice and support, particularly with the licensed and hospitality sector

Potential benefits include quicker and proactive resolution of some noise issues before complaints are formally made to the M&CP Pollution Team (e.g. first time domestic noise complaints in COL managed premises), and more targeted enforcement cooperation over the impact of the night time economy.

The availability of more comprehensive noise complaints information and analysis can assist in spotting and assessing trends, determining priorities and if necessary taking proactive measures. The information can provide evidence for targeting noise issues through working groups such as the Licensing Liaison Partnership, Safer City Partnership and the new Health and Well-being Board.

6.2 POLICIES

Noise Complaint Resolution and Enforcement

Responding 9 Continue to provide a dedicated service responding to, assessing and resolving justifiable noise complaints according to statutory obligations and noise management policies and procedures, using law enforcement tools where necessary.

Responding 10 Continue to provide a rapid response to noise complaints requiring urgent action: in particular:

- 'Out of Hours' noise response service to respond swiftly to complaints of noise occurring outside office hours,
- Response during 'office hours' to noise affecting businesses e.g. street-works or construction sites

Responding 11 The City Corporation, in its capacity as London Port Health Authority, will undertake night time noise patrols on the River Thames, particularly during summer months, to monitor and control noise emanating from activities on the river, and prevent disturbance to City residents, through enforcement action where necessary.

Responding 12 To apply noise prevention, control and mitigation guidance developed or adopted by the City of London; currently this is the latest edition of the City of London Code of Practice for Deconstruction and Construction Etc. (Figure 5 on page 31 outlines the key requirements of the Code relevant to working hours of noisy work on sites)

Responding 13 Continue to develop timely and co-ordinated joined up approaches to enforcement and partnership with other regulators and public bodies to resolve and reduce the number of noise complaints, e.g. Planning Authority (both City Corporation and Mayor of London), City Police, Licensing Authority, Highways Authorities, Safer City Partnership, Housing Authority and other Registered Social Landlords.

Responding 14 Organisations involved with noise management powers and responsibilities will be encouraged and supported to resolve noise complaints made to them where that is possible.

Noise Complaint information and data

Responding 15 Organisations involved with noise management powers and responsibilities will be encouraged to maintain and share information and data on noise complaints. The information made available will be collated, analysed and shared between them (within the limitations of data protection legislation).

Engaging with Businesses

Responding 16 Continue to work proactively with the leisure, hospitality, construction and other business sectors to manage and minimise noise impacts and other environmental impacts of their operations. Such work to include provision of advice and sharing information and best practice on reducing noise disturbance and complaints.

6.3 ACTIONS

- 1) *Continue with work involving the Licensing Liaison and Safer City Partnerships*
- 2) *Continue work with the Health and Well-being Board to include noise as a health 'issue' to be addressed in the Joint Strategic Needs Assessment.*
- 3) *Review, update and consolidate current M&CP noise service management policies.*
- 4) *Continue to support and take part in schemes which promote good practice in noise control and management e.g. City's Considerate Contractor Scheme (CCS) and 'Safety Thirst' scheme.*
- 5) *Develop formal liaison protocols on noise issues with COLP and Transport for London.*
- 6) *Develop protocols with Development Planning on enforcement issues liaison relating to noise from unauthorised developments.*
- 7) *Develop protocols with COL Housing Management (including Barbican Estate, Registered Social Landlords and Barbican Centre) for responding to and resolving neighbour and neighbourhood noise complaints;*
- 8) *Incorporate good noise management practice in proposed COL Licensing Code of Practice*
- 9) *Continue to build on business engagement including attending and presenting at business and sector liaison meetings, Pub Watch and residents meetings.*

7. PROTECTING AND ENHANCING TRANQUIL AREAS

Overall aim: To protect, and where possible enhance, the peace and tranquillity in parts of the City so that residents, workers and visitors can find respite from the noisy urban environment

7.1 INTRODUCTION

There is growing interest in the value of tranquil areas. The London Plan 2011¹⁷ (Policy 7.15) requires London Boroughs to:

Protect quiet areas, to be formally identified under the Environmental Noise (England) Regulations 2006 (as amended) and consider protection of spaces of relative tranquillity or high soundscape quality, particularly through Borough open space strategies

In addition, the government's draft National Planning Policy Framework¹⁸ includes a requirement for local planning policies and decisions to:

Aim to identify and protect areas of relative tranquillity which have remained relatively undisturbed by noise and are prized for their recreation and amenity value for this reason

The City of London Corporation has already been looking at options to protect and enhance tranquil areas and has undertaken social surveys to see how people in the City feel about the importance of tranquillity (see section 7.3). The Core Strategy¹⁹ requires the protection of the City's quiet areas (policy CS15) and improvements in the City's environment (policy CS10).

7.2 THE CITY'S OPEN SPACES

The City's many open spaces provide an opportunity for rest and relaxation for workers, visitors and residents. There are 277 sites of open space within the City covering 32.18 hectares, with 23.31 hectares being open to the public. The Core Strategy (policy CS19) aims to protect existing open space and create additional, publicly accessible, open space where feasible.

The City of London's Open Spaces Strategy 2008 contains a vision for open space provision within the Square Mile. While there is no explicit

¹⁷ The London Plan: Spatial Development Strategy for Greater London, July 2011

¹⁸ Draft National Planning Policy Framework, July 2011; DCLG ;

¹⁹ City of London Local Development Framework Core Strategy, September 2011

reference to noise or the quality of the aural environment in this strategy, some of the strategic objectives are linked to the establishment and protection of quiet areas:

Strategic Objective 1 To maintain and increase public access to existing open spaces and enhance the quality of these spaces, in terms of both design and management.

Strategic Objective 6 Ensure that enhanced and additional open spaces accord with high standards of sustainable design, construction and management and take account of the potential changes to the City climate.



St Botolph's Without Bishopsgate

The World Health Organisation (WHO) recommends that noise levels in gardens and recreation areas, which would include the City's open spaces, should be less than 55 dB LAeq during day time. Noise monitoring at selected locations in the City has revealed that only a few areas of the City fall below this level. These include Thames Walk, the centre of the Barbican and inside the boundary of the Guinness Trust estate.



Old Billingsgate Walk

When considering what makes an open space quiet or tranquil, people's perception of the space, as well as noise levels can have an impact. Research by the City of Amsterdam has revealed that an area can be considered to be 'quiet' when it is around 6dBA lower than its surroundings. The absolute noise level seems less important.

St Dunstan's in the East, pictured below, has a noise level during the day of 63.7dB LAeqT . This is almost 9dB LAeq higher than the WHO recommended level yet the space scored very highly for tranquillity during the 2009 noise survey. Quotes from people surveyed include 'you can't find a more tranquil place in London' and 'its wonderful here'.



7.3 THE IMPORTANCE OF TRANQUILLITY

People who live in and visit the City value relatively quiet, tranquil areas. The 2010 City noise attitude survey²⁰ asked workers and residents about their views on the importance of areas that offer relative quiet and tranquillity in the City. 57% of workers surveyed and 58% of residents actively seek out quiet areas in the City. 78% of residents and 70% of workers questioned would like more to be done to protect the quieter, more tranquil areas of the City as shown in figure 6 below.

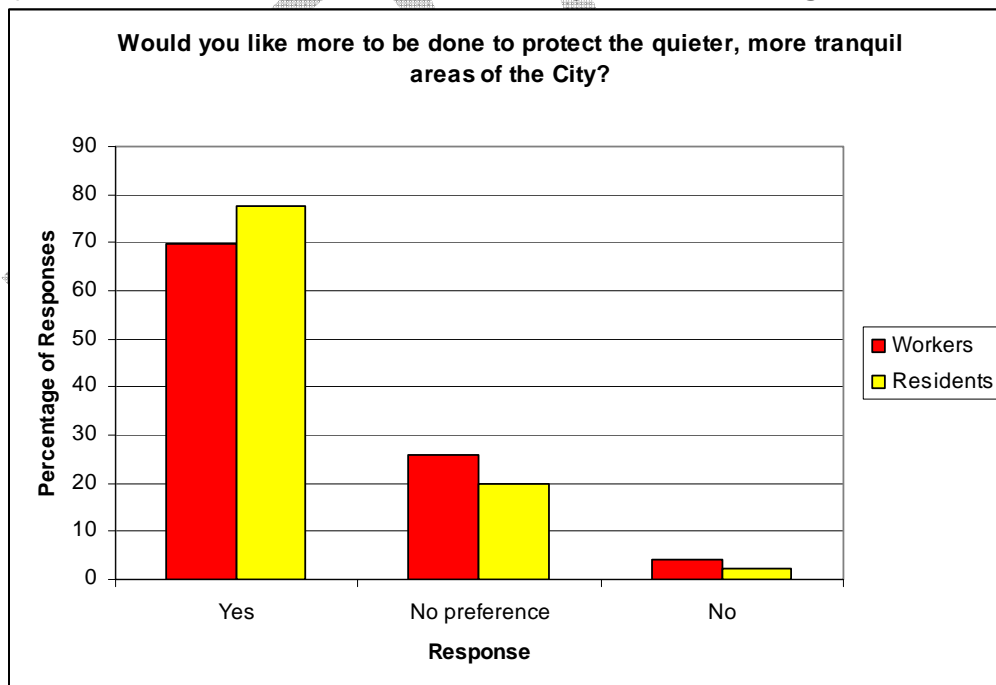


Figure 6 – Demand for protection of Tranquil Areas – Response from residents and workers.

²⁰ The Quiet City Project Social Survey Report 2010: Assessing general attitudes to noise and tranquillity in the City of London. City of London Environmental Services 2010.

In 2010, Environmental Protection UK published a report for the City of London called Quietening Open Spaces, Towards Sustainable Soundscapes for the City of London. The document details many suggestions for improving the tranquillity of a selection of open spaces in the Square Mile. The report details that the tranquillity of an area can be improved in a number of ways:

Reducing the noise at source

Examples include using quiet vehicles and machinery, encouraging non-motorized transport such as walking and cycling, smoothing traffic flow, redesigning street layout, traffic calming measures, quieter road surfacing and restricting traffic at sensitive times of day.

Modifying the Sound Pathway

This can be achieved in a variety of ways such as altering openings and entrances to block or attenuate sound pathways, enclosing noise sources, installing physical noise barriers, earth bunds, or very dense (low) vegetation.

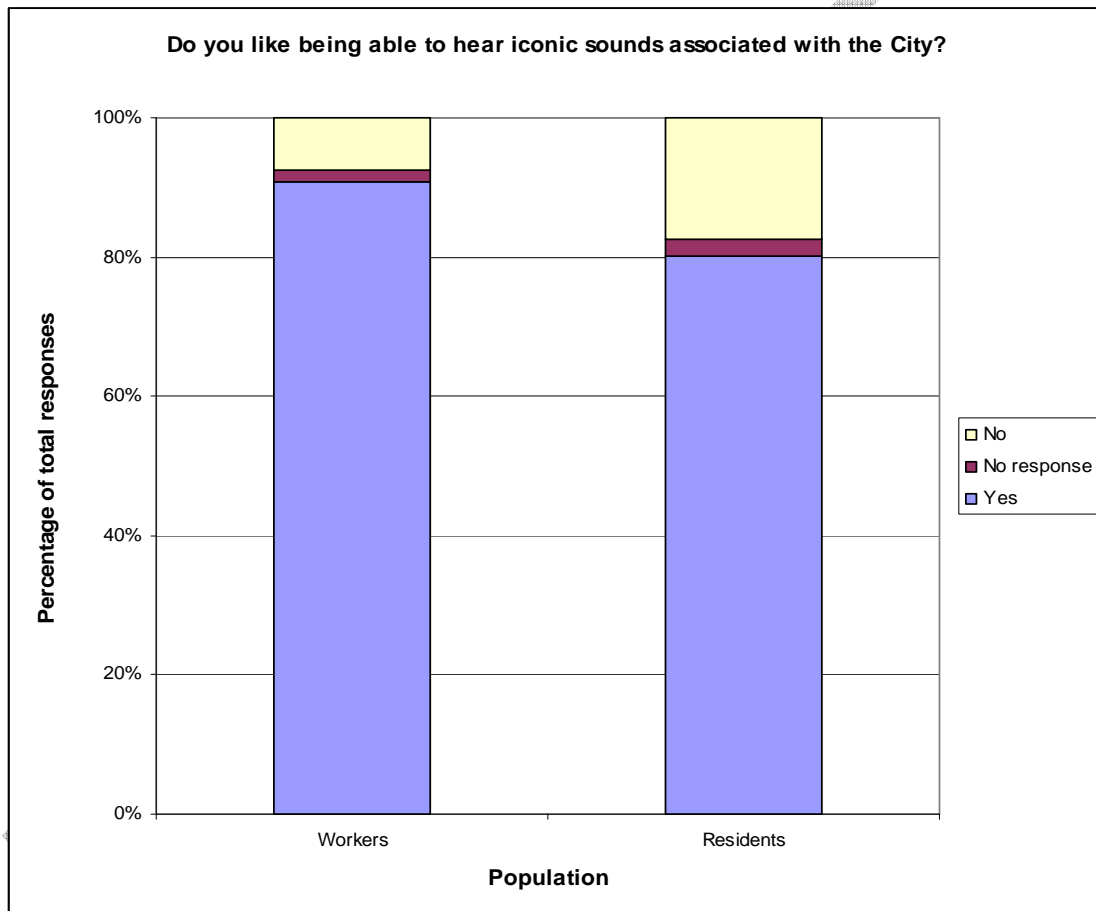
Mitigation at the Receiver

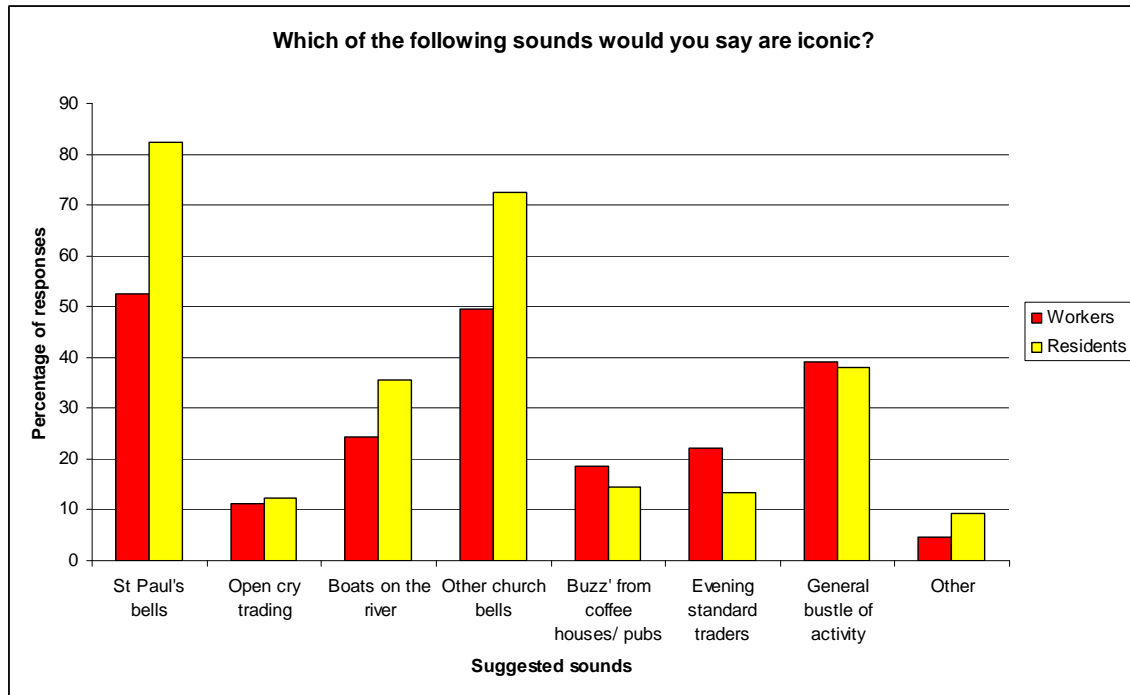
Mitigation at the receiver could be achieved by reducing the area of acoustically reflective surfaces using materials that create sound, e.g. gravel paths that reveal footfall, planting to attract insects and birds, the installation of water features and the installation of sculpture with sound.



7.4 ICONIC SOUNDS

In addition to seeking out quiet areas, workers and residents like to be able to hear what we might call 'iconic sounds' in the City above the general noise of traffic and air handling plant. 91% of residents and 80% of workers questioned would like to be able to hear iconic sounds. The iconic sounds most identified were church bells.





7.5 POSITIVE SOUNDS

In addition to absolute noise levels, there is also growing interest in the role of positive sounds to enhance tranquillity. Pleasant sounds can have positive impacts on health and well-being such as water fountains. Sounds can also be introduced into urban areas such as the sound sculpture installed by Organ of Corti in July 2011 in Carter Lane gardens near St Pauls Cathedral. The sculpture was a four metre tall installation that absorbed the City's traffic noise and transformed it into music.

7.6 POLICIES

Policies to facilitate the protection and enhancement of tranquillity and positive sounds: M&CP Department to lead on implementation.

Tranquil Areas 1 Where possible, acoustic design and management will be integrated into other relevant City of London policies and strategies environmental management to enhance the City's 'soundscape' e.g. Open Spaces Strategy, Street Scene Manual, Area Strategies Local Implementation Plan.

Tranquil Areas 2 Open spaces that would benefit from additional protection from increased noise will be identified; specific recommendations will be made to protect and enhance these spaces in line with the requirements of the draft National Planning Policy Framework, The London Plan and City of London

Core Strategy, supported by appropriate planning policies

- Tranquil Areas 3 Existing noise levels at open spaces will be decreased whenever the opportunity arises
- Tranquil Areas 4 Major site developments will be encouraged to include tranquil areas through the Planning consent pre-application process
- Tranquil Areas 5 Information on publicly accessible tranquil open spaces will be made available to the public
- Tranquil Areas 6 Options for the protection and enhancement iconic sounds will be investigated
- Tranquil Areas 7 Consideration will be given to developing sound-based public art features in the City which will positively enhance tranquillity.

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APPENDIX 1: LIST OF ACTIONS

List of Actions

Actions to improve the way the City of London Corporation prevents and minimises noise emissions and noise impacts of new developments

- 1) *Review and update planning conditions and informatives to ensure they are fit for purpose under the new Core Strategy and reflect the policies and aims of the Noise Strategy*
- 2) *Develop appropriate planning policies in the emerging Development Management DPD and other policy documents to reflect policies and aims of the Noise Strategy*
- 3) *Consider noise and 'quiet areas' issues in Environmental Enhancement Area Strategies as consultations emerge*
- 4) *Develop appropriate Licensing Policy and practices to reflect those of the Noise Strategy*
- 5) *Develop further guidance for designers and developers on designing tranquil spaces and minimising final use noise impacts*
- 6) *Contribute to the inclusion of noise considerations into the City of London Street Scene Manual*
- 7) *Develop guidance to construction businesses on noise considerations and content of Environmental Management Plans*
- 8) *Lobby the Government for retaining or improving appropriate planning control over noise generating new developments.*
- 9) *Continue to provide ad hoc advice to a wide range of COL Departments e.g. Department of the Built Environment project works, facilities and housing stock management, the provision of other COL services e.g. refuse collection, and events promotion and management e.g. Barbican Centre.*

Actions to promote and support the minimisation, or reduction, of transport and street related noise and noise impacts.

- 10) *Continue to support, advise on, and facilitate schemes which promote quieter deliveries in the City, including promoting the use*

of electric delivery vehicles e.g. TfL Quiet Deliveries Code of Practice during the Olympic and Paralympic Games.

- 11) Noise Action Planning: To consider, and where practical to reduce, high road traffic noise levels in City locations prioritised by DEFRA where the Corporation are the Highways Authority. Lobby and support where necessary TfL, Department of Transport and Office of the Rail Regulator to meet their similar obligations on other routes in the City.*
- 12) Continue to work with Department of the Built Environment (DBE), M&CP, contractors and utility companies to facilitate reduced traffic disruption (e.g. extended working hours) due to street-works.*
- 13) Develop noise considerations for the City of London Local Implementation Plan (pending approval).*
- 14) Lobby TfL to build flexible arrangements into their proposed 'lane rental' scheme to prevent nuisance and disturbance to City residents in sensitive locations of the TfL network within the City.*
- 15) Continue to consider noise impacts of City events and filming through the Augmented Safety Advisory Group (ASAG) and also via direct consultation with M&CP Pollution Team.*
- 16) Review and develop working arrangements between DBE and M&CP for integration of noise considerations where required into strategic and service planning and delivery.*
- 17) Develop policy and arrangements for integration of noise management considerations into relevant City of London procurement processes and contracts e.g. specifications.*
- 18) Integrate noise minimisation considerations into City of London Street Scene Manual, e.g. selection of road surface material*
- 19) Continue discussions with Crossrail and their contractors to minimise noise impact of tunnelling and train movements when operational.*
- 20) Continue to promote the reduced use of road traffic vehicles for journeys through the Core Strategy, Local Implementation Plan, City of London Cycling Plan and Air Quality Strategy.**

Actions to improve the resolution of noise complaints and incidents, through co-ordinated noise response, enforcement and information sharing.

- 21) Continue with work involving the Licensing Liaison and Safer City Partnerships*

- 22) Continue work with the Health and Well-being Board to include noise as a health 'issue' to be addressed in the Joint Strategic Needs Assessment.
- 23) Review, update and consolidate current M&CP noise service management policies.
- 24) Continue to support and take part in schemes which promote good practice in noise control and management e.g. City's Considerate Contractor Scheme (CCS) and 'Safety Thirst' scheme.
- 25) Develop formal liaison protocols on noise issues with COLP and Transport for London.
- 26) Develop protocols with Development Planning on enforcement issues liaison relating to noise from unauthorised developments.
- 27) Develop protocols with COL Housing Management (including Barbican Estate, Registered Social Landlords and Barbican Centre for responding to and resolving neighbour and neighbourhood noise complaints;
- 28) Incorporate good noise management practice in proposed COL Licensing Code of Practice
- 29) Continue to build on business engagement including attending and presenting at business and sector liaison meetings, Pub Watch and residents meetings.

APPENDIX 2: BACKGROUND – CITY OF LONDON

The City of London Corporation (the City Corporation) provides local Government services for an area in central London known as the 'Square Mile'.

The City Corporation supports and promotes the City of London as a world leader in international finance and business. Land use is dominated by commercial buildings, with around 310,000 people commuting into the City each working day. There are close to 6,000 businesses concentrated in the financial and related services industries. There is a huge demand for space in an area measuring just 290 hectares.

The residential population is relatively small and stands at approximately 9,700. Residents are concentrated in the northern part of the City (Barbican, Golden Lane) and the east (Middlesex Street and Mansell Street). Increasing numbers of residential units have been added in recent years scattered more widely through the City.

The City is growing as a destination for visitors, with around 8,000 visitors on a daily basis. Visitors are drawn to the City's large number of cultural attractions including historic buildings, which all form part of the City's wider cultural offering. This is an increasingly important component for the local economy reflected in the increasing numbers of hotels to accommodate leisure and business visitors.

In response to demand from workers and visitors, there has been a significant increase in the retail, hospitality and catering sectors in recent years and a growth in 7 day retail trading. Continued growth is anticipated of the night time economy in the City. This will bring with it opportunities in terms of entertainment and culture, but the potential for challenges around increased disturbance.

There are six mainline rail stations, with more being added on completion of the Crossrail project, and 12 underground and DLR stations. The City is served by 38 high frequency bus routes and 24 night bus routes. Most commuter, visitor and resident journeys are by public transport, walking or cycling. The City however still has high levels of road traffic, mainly delivery and servicing vehicles, taxis and buses. The main Transport for London (TfL) route running from Victoria Embankment through to Tower Hill is used very intensively by goods vehicles and commuter private vehicles.

Development and redevelopment of City buildings and streets, although subject to economic cycles, is constant. Current projects include major new tall buildings developments in and near the Eastern Cluster area, e.g. 122 Leadenhall Street, the Pinnacle and 20

Fenchurch Street, and the construction of Crossrail and the associated infrastructure, which is a major undertaking and impact for the north of the City. The Core Strategy plans for an increase of 1,150,000 sq m of new office floorspace between 2011 and 2026.

Supporting future growth requires continuous infrastructure improvements to meet the needs of a world leading city including the current water mains renewal programme, the upgrading of services security and street enhancement works and upgrading of transport hubs.

Land use, land redevelopment and business activity is intense and complex, which is reflected in the overall quality of the acoustic environment, or 'soundscape', experienced.

Growth in the City's economy, workforce and residential population is leading to a higher density of building and activity. Accommodating this growth, while achieving a high quality environment including reducing noise and air pollution, is a key challenge.

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APPENDIX 3: POLICY AND STRATEGIC CONTEXT

1. National Policy

a) Noise Policy Statement for England - March 2010

The Noise Policy Statement for England (NPSE) sets out the long term vision of national noise policy. The NPSE provides a framework to enable decisions to be made regarding what is an acceptable noise burden to place on society. The NPSE applies to all types of noise apart from noise in the workplace.

The main message of the NPSE is to promote good health and good quality of life through the management of noise. It is envisaged that the publication of the NPSE will encourage noise to be taken into account at the appropriate time through policy development. The key aims of the NPSE are to:

- Avoid significant adverse impacts on health and quality of life
- Mitigate and minimise adverse impacts on health and quality of life
- Where possible contribute to the improvement of health and quality of life

b) Noise Mapping and Noise Action Plans

In March 2010 the Government published Noise Action Plans for major agglomerations under the Environmental Noise Directive (END) 2002/49/EC and the Environmental Noise (England) Regulations 2006 (as amended).

The Noise Action Plan for London covers the noise arising from road, railway, aviation and industrial sources that affect the London agglomeration. The Government intends that the END Action Plans will assist the management of environmental noise in the context of Government policy on sustainable development.

The Regulations and Action Plan for London require Highways and Planning Authorities to assess noise management options in identified areas where residents are exposed to high road traffic noise levels.

The Noise Action Plan aims to promote good health and good quality of life and includes a section on protecting and enhancing 'quiet' or 'tranquil' areas. The Department of the Environment Food and rural Affairs (Defra) has commissioned research to assist in the process of defining quiet areas in urban areas and is currently considering the next steps.

c) Planning Policy Guidance PPG24: Planning and Noise

Planning Policy Guidance 24 (PPG24) guides local authorities in England on using planning powers to minimise the adverse impact of noise. It outlines the considerations to be taken into account in determining planning applications both for noise-sensitive developments, and for those activities which generate noise.

It explains the concept of noise exposure categories for residential development and recommends appropriate levels for exposure to different sources of noise. It also advises on the use of conditions to minimise the impact of noise.

The Government intends to replace all PPGs and Planning Policy Statements with a single, concise statement of national planning policy – the National Planning Policy Framework (NPPF). The NPPF is due to be adopted in April 2012 and will replace the noise guidance currently set out in PPG24.

2. Regional Policy: Mayor of London

The Mayor of London's planning, transport and noise policies support, or require action by, local authorities on noise issues. The policies are outlined in the following key documents:

- Mayor's Noise Strategy 2004
- The London Plan 2011
- Mayor's Transport Strategy 2011

There are requirements for local authorities to reduce the adverse impact of noise through their planning and transport policies and through transport management.

The Mayor's policies also support the protection of identified 'quiet areas' and spaces of relative tranquillity or high soundscape quality.

3. City of London Corporation Policy

This noise strategy supports, complements and takes account of the following City Corporation policies and plans:

a) The Corporate Plan 2011 - 2015

The Corporate Plan 2011 - 2015 is the City's main strategic planning document ⁸ and is informed by the 'The City Together Strategy'. It provides a framework for the delivery of services and presents a clear statement of the City's vision and strategic aims. It supports the City as

a place to do business and also the provision of high quality efficient public services for residents, workers and businesses.

b) The City Together Strategy 2008 - 2014

This is the sustainable community strategy for the City of London. The City Together Strategy: The Heart of a World Class City 2008 - 2014 was developed by The City Together, which is the City's local strategic partnership. The City Together Strategy contains 26 key goals, two of which are:

To continue to minimise noise, land and water pollution, and improve air quality where this is possible.

To minimise any aspects of the emerging night time economy which are detrimental to the City, whilst continuing to support a vibrant and culturally rich environment.

A medium term priority in the City Together Strategy is:

To continue to minimise noise from new developments, transport and entertainment premises in a way that is consistent with promoting the economic development of the City

c) City of London Corporation Local Implementation Plan 2011

The City of London is developing its second Local Implementation Plan (LIP). The LIP outlines how the City of London intends to implement the Mayor's Transport Strategy. The LIP contains the following policy

LIP 2011.4: To reduce the adverse effects of transport in the City on health, particularly health impacts related to poor air quality and excessive noise and the contribution that travel choices can make to sedentary lifestyles.

d) City of London Corporation Planning Policy

The City of London Local Development Framework (LDF) contains the vision, policies and proposals for planning the City. The LDF comprises a series of documents that are separately prepared and together set out the City's planning strategy. The most important policy document in the LDF is the Core Strategy which contains its planning vision and key policies. The Core Strategy was adopted on 8 September 2011.

City of London Core Strategy 2011

The City of London Core Strategy recognises the importance of planning policy in protecting and enhancing the environment of the City. Noise management is referred to in two key policy areas

- **Policy CS10** – aims to promote a high standard and sustainable design of buildings, streets and spaces, including:

'Delivering continuous improvement in the environment, amenities and enjoyment of open spaces, play areas, streets, lanes and alleys through public realm enhancement strategies incorporating innovative design solutions'

By *'taking forward quiet spaces project'*

- **Policy CS15** – aims to enable businesses and residents to make sustainable choices, including requiring developments to positively address:

'Protection of the City's quiet areas and quiet times of day for business (daytime) and residents (night time)'

By *'implementation of the City's Noise Strategy 2012'*

The Core Strategy contains policies which could have a positive impact on noise and soundscape quality:

- Environmental improvements and improved facilities and safety for walking and cycling
- Measures to reduce traffic congestion and minimise environmental impacts (including air quality) of travel and servicing
- Encourage healthy lifestyles through improved quantity, quality and access to open spaces in the City.

Area based policies in the Core Strategy also refer to measures to be taken in different parts of the City which will require consideration of noise impacts. for example:

- Policy CS5 North of the City encourages pedestrian permeability through large sites whilst preserving security privacy and noise abatement for residents and businesses
- Policy CS6 Cheapside and St Pauls requires improvement of the current low levels of crime and antisocial behaviour (which includes noise) whilst promoting a significant increase in retail floorspace

- o Policy CS9 Thames and the Riverside promotes improved vibrancy at specific locations along the riverside whilst preserving security, privacy and noise abatement.

e) Open Space Strategy

In 2008 the City Corporation published The City of London Open Space Strategy which covers open spaces within the Square Mile. The strategy recognises that open spaces are valuable for promoting good health and well-being and absorbing noise.

One of the strategic objectives is:

To maintain and increase public access to existing open spaces and enhance the quality of these spaces, in terms of both design and management

f) City of London Statement of Licensing Policy

This policy sets out the manner in which licensing applications for the sale and supply of alcohol, the provision of regulated entertainment and the provision of late night refreshment are considered.

It includes an expectation that for the prevention of public nuisance applicants will consider:

- Conducting detailed risk assessments of their businesses
- Providing acoustic reports
- Stating how outside areas will be managed to prevent nuisance to neighbours
- Working with other licensees in the area to combat nuisance caused by customers creating a disturbance to residents in the street

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GLOSSARY

Ambient noise

Ongoing unwanted sound in the environment such as from transport and industry, as distinct from individual noise incidents, such as a noisy all-night party. Specifically in this strategy, long term, systematically predictable noise emitted by road traffic, rail traffic, air traffic, water transport, and from sites of industrial activity. Unless stated otherwise, noise includes vibration. The term 'ambient noise' can also be used more widely, in terminology deriving from the ISO:1996 standard, to refer to the sound from all sources combined - not just road traffic and industry, but including birdsong, running water, etc.

A-weighted

The human ear is more sensitive to mid frequencies than to very high or low ones. A weighting is a correction usually applied to environmental noise measurements to reflect this.

Code of Practice for Deconstruction and Construction

A code of practice that sets out environmental standards and construction procedures for construction sites and projects.

Considerate Contractors Scheme

Scheme operated by the City to promote high standards of amenity on all building sites in the city through a code of good practice which seeks to secure building sites are well maintained, quiet, clean, tidy and safe and operated in a responsible and accountable manner.

Decibel (dB)

Sound is measured in decibels. They are a logarithmic scale normally used for sound pressure measurements.

END The European Environmental Noise Directive (Directive 2002/49/EC).

The END requires Member States to create strategic noise maps and to produce noise action plans.

Frequency

High frequency noises are often described as having a high pitch and low frequency noises as having a low pitch. Frequency is the number of cycles per second that the sound pressure fluctuates about the ambient static air pressure. Frequency is measured in Hertz (Hz).

L_{Aeq}

Ambient noise is normally measured as **L_{Aeq}**. **L_{Aeq,T}** is the equivalent **A-weighted sound pressure** level that gives the energy average of a fluctuating sound level measured over a specified time.

L_{Amax}

The maximum **A-weighted, sound pressure** for a discrete event or over a specific time period (**L_{Amax T}**).

L_{A90}

A-weighted sound pressure level exceeded for 90% of the measurement period. It is widely used to measure background noise levels.

Noise

'Unwanted sound'. Noise includes vibration, except where the context indicates otherwise. Noise is classified as a pollutant in the European Directive (2008/1/EC) on Integrated Pollution Prevention and Control (IPPC).

Noise incident(s)

This refers to discrete occurrences of noise, individual noise events.

Noise sensitive premises

Term used in Government Planning Guidance, PPG 24, 'Planning and Noise'; defined as properties that are to be protected from noise from developments. These include: all residential properties; educational establishments; hotels; theatres; hospitals; concert halls; broadcasting and recording studios.

Sound pressure

The fluctuations in air pressure, from the steady air pressure, caused by sound.

Soundscape

The overall quality of an acoustic environment as a place for human experience. Soundscape design may encompass reduction or elimination of certain sounds ('noise abatement'), preservation of certain sounds ('iconic sounds'), and the combination and balancing of sounds to create or enhance an attractive and stimulating acoustic environment.

Statutory noise nuisance

Under the Environmental Protection Act 1990, 'noise emitted from premises so as to be prejudicial to health or a nuisance' may constitute a statutory nuisance.

Streetworks

Includes roadworks and work in the street commissioned by utilities companies or Highways Authorities.