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Isles of Scilly Capital Delivery Programme

Noise Assessment St. Mary's Welfare Compound

107780-PEF-XX-500-T.RP-EN-0003



Noise Assessment:
St Mary's, South West Water
Construction Compound

October 2023



Experts in noise and vibration
assessment and management

Document Control

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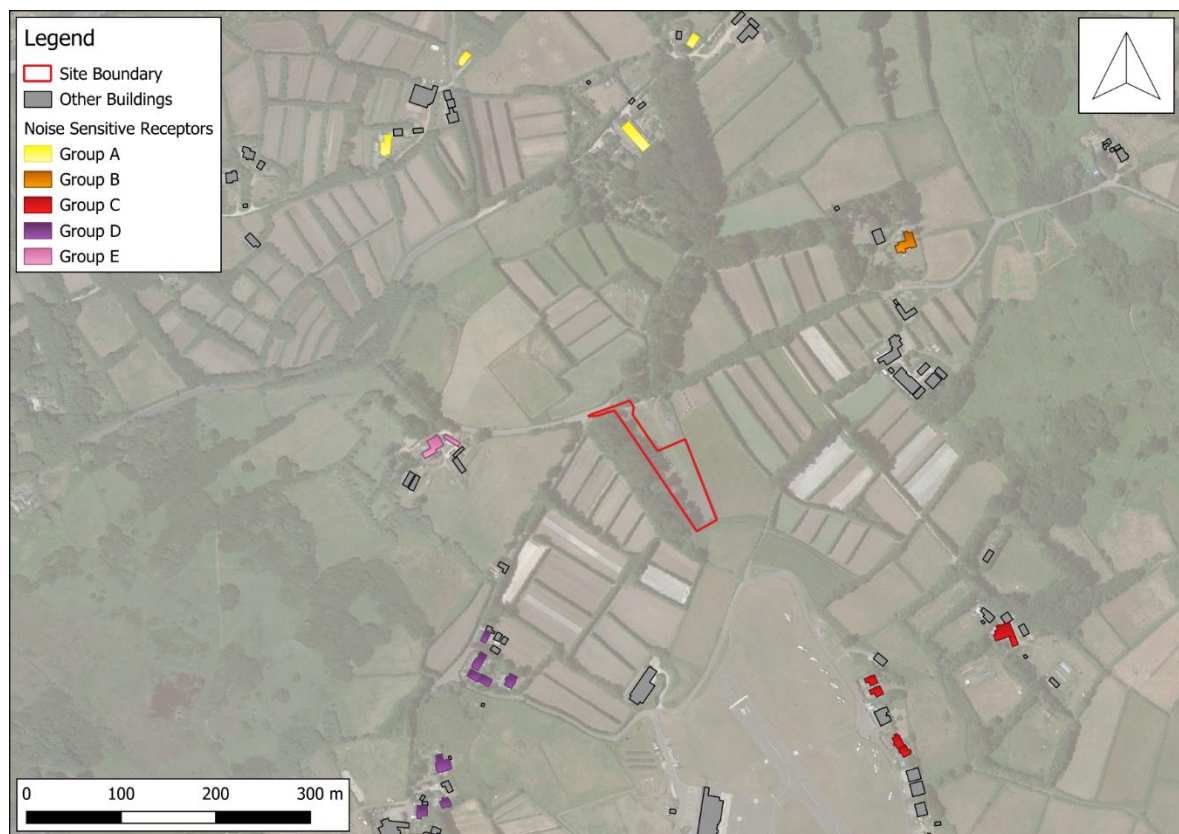
1 Introduction

- 1.1 This report describes the potential impact of noise from the proposed South West Water construction site compound on St Mary's, Isles of Scilly (the 'site'). The assessment has been carried out by Noise Consultants Ltd on behalf of Pell Frischmann Ltd.
- 1.2 The site is located north of the island's airport, adjacent to the A3110 and falls within the administrative boundary of the Council of the Isles of Scilly (CIS).
- 1.3 The report describes the assumptions for the construction, operation and demobilisation of the construction site compound, and the potential impacts of those activities upon any noise sensitive receptors within a 400m radius from the site.
- 1.4 This report has been prepared taking into account all relevant local and national policy, guidance and regulations.

2 Description of the Development

- 2.1 The site is located north of the island's airport, and immediately adjacent to the A3110. It is understood that the site will be used as a welfare compound for the South West Water Isles of Scilly Capital Delivery Programme, providing temporary accommodation for construction workers during the tourist season, when alternative accommodation on the Islands are scarce. If necessary, materials will be temporarily stored before being delivered to the construction worksites on St Mary's and the other islands; however, for the majority of the time, materials will travel directly to the relevant worksite and not to this compound. The construction of the site compound is anticipated to be completed for Spring 2024, and demobilised by Spring 2027.
- 2.2 Figure 1 presents the boundary of the site compound and the relative locations of the surrounding residential noise sensitive receptors (NSRs) within a 400m radius of the site. Addressbase¹ data was used to identify the NSRs.

Figure 1: Site Compound Boundary and NSRs



¹ Ordnance Survey AddressBase Core data purchased from emapsite.com Ltd

3 Assessment Approach

Construction Assumptions

- 3.1 Sound power levels from the construction, operation, and demobilisation of a site compound on St Mary's, Isles of Scilly, have been predicted using the methodology described in BS 5228-1:2009+A1:2014 'Code of practice for noise and vibration control on construction and open sites: Part 1.' Whenever the sound power of item of plant was not described in BS 5228, the NCL sound power library was used.
- 3.2 **Table 1** details the activities assumed during the construction, operation, and demobilisation phases of the site compound. It has been assumed that the demobilisation activities will be similar to the compound setup. Specific details of site preparation, installation of equipment and car park and accommodation construction works are not currently available. Therefore, representative and worst-case scenarios were modelled to ensure a robust assessment. If the activities and plant used differ significantly to the presented in **Table 1**, it is recommended that construction sound power levels be reviewed.
- 3.3 It is envisaged that the site compound will be provided with mains power as soon as is practicable. However, in the meantime a diesel generator will be installed to provide power to the site.
- 3.4 The activity "*Compound setup/demobilisation – reasonable worst case*" presents assumptions during early compound setup associated with soil stripping, which are to be carried out before the site hoarding is fully installed. During the demobilisation phase, it is assumed that the soil regeneration will also be carried out once the hoarding has been removed.
- 3.5 The activity "*Compound setup/demobilisation – worst case*" presents assumptions during stone road laying, delivery and installation of cabins, installing services, and includes the site hoarding. During the demobilisation phase, the hoarding removal is anticipated to happen after the removal of services, site cabins and stone roads.
- 3.6 The activity "*Operation – reasonable worst case*" assumes the use of a generator to provide power to the site and includes the site hoarding.
- 3.7 The activity "*Operation – worst case*" assumes the use of a generator to provide power to the site, some material delivery and movement, and includes the site hoarding.
- 3.8 It is understood that the construction activities will occur during the daytime period only, with no evening or night-time construction activity expected.
- 3.9 In respect of generator noise only, an additional assessment has been conducted for the evening and night-time period, representing a scenario where the site is not connected to mains power and the staff accommodation requires power.

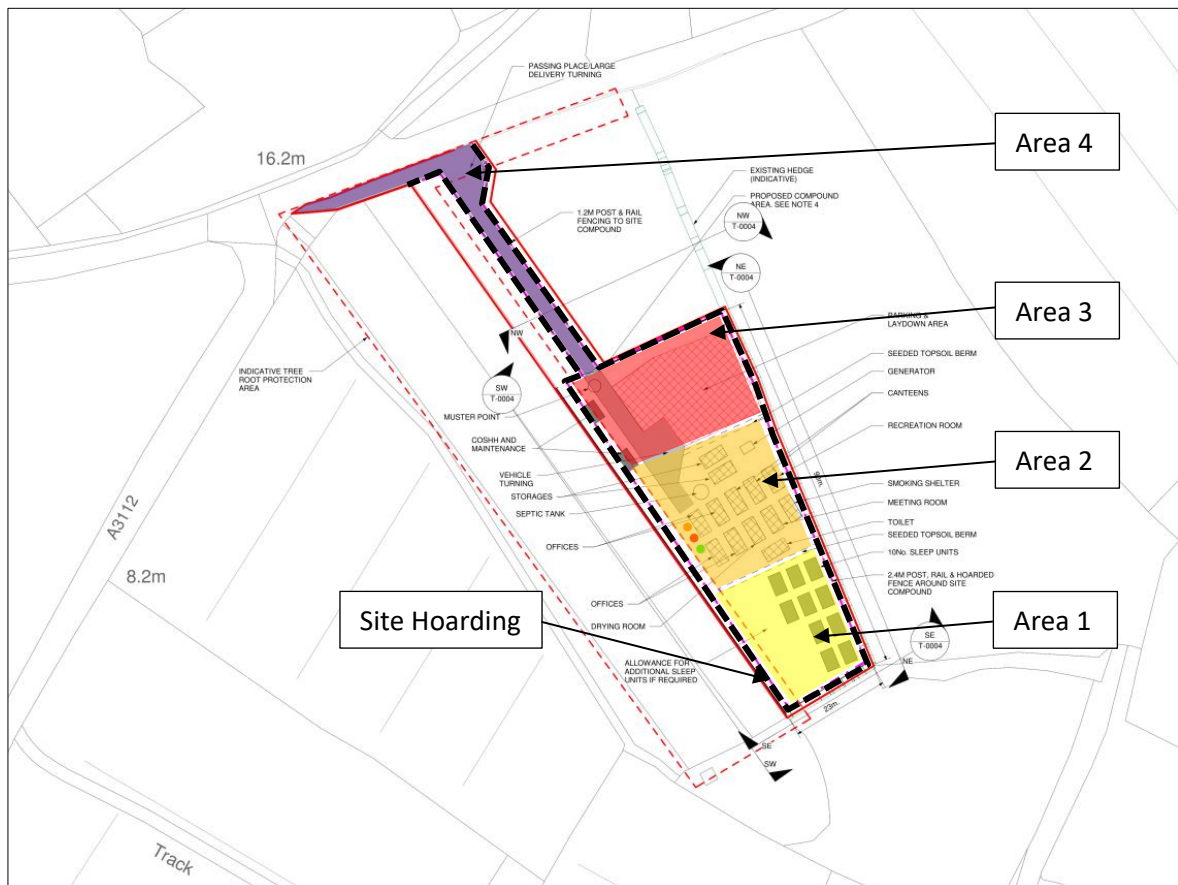
Table 1: Site Compound Assumptions

Activity	Items of plant	No. of items	% On-time	BS5228 reference	Calculated Sound Power Level L _{WA}
Compound setup/demobilisation – reasonable worst case	Excavator 13T	1	75	C2.25	95.6
	Dumper 9T	1	75	C4.4	102.3
	Compactor	1	75	C5.29	109.3
	Chain saw	1	5	D2.14	101.0
	Total sound power level				
Compound setup/demobilisation – worst case	Lorries	2	5	C6.26	97.2
	Excavator 13T	1	75	C2.25	95.6
	Dumper 9T	1	75	C4.4	102.3
	Compactor	1	75	C5.29	109.3
	Lorries (deliveries)	3	10	C4.44	92.6
	Generator	1	100	C4.82	84.1
	Hand tools	1	5	NCL library	93.5
	Circular saw/Grinder	1	5	C4.72	94.2
	Compressor	1	5	C5.5	80.5
	Total sound power level				
Operation – Reasonable worst case	Generator	1	100	C4.82	84.1
	Total sound power level				
Operation – worst case	Generator	1	100	C4.82	84.1
	Excavator 13T	1	25	C2.25	90.8
	Lorries	2	5	C6.26	97.2
	Total sound power level				

Noise Modelling Approach

- 3.10 A detailed noise model of the Site and surrounding environs has been prepared using the Predictor-LimA noise modelling software (version 2022.1). Noise from construction activities have been modelled using, using BS 5228-1 sound propagation methodology and sound power levels for items of plant and, where necessary, the NCL sound power library.
- 3.11 The site was divided into four areas, as seen in **Figure 2**. This subdivision allowed for the simulation of activity in four different parts of the site. For each NSR group, the worst case construction sound level from the four areas was adopted in the assessment.
- 3.12 It is understood that a 2.4m high solid hoarding will be erected around the perimeter of the site. This is included in all model scenarios except for the compound setup – reasonable worst-case activity, where it has been assumed that initial works will be required to facilitate the construction of the hoarding.

Figure 2: Proposed Site Layout and modelled sub-areas



Assessment Criteria

3.13 In accordance with the policies, standards and guidance outlined in **Appendix A1**, assessment criteria have been selected. **Table 2** presents the assessment criteria to be adopted for this construction assessment.

Table 2: Assessment Criteria

Noise Source	Period	LOAEL	SOAEL
Construction and Operational activities	Daytime (07:00-19:00)	55 dB L _{Aeq,12hr}	65 dB L _{Aeq,12hr}
	Evening (19:00-23:00)	45 dB L _{Aeq,4hr}	55 dB L _{Aeq,4hr}
	Night-time (23:00-07:00)	35 dB L _{Aeq,8hr}	45 dB L _{Aeq,8hr}
Generator noise only	Daytime (07:00-19:00)	55 dB L _{Aeq,1hr}	65 dB L _{Aeq,1hr}
	Evening (19:00-23:00)	45 dB L _{Aeq,15m}	55 dB L _{Aeq,15m}
	Night-time (23:00-07:00)	35 dB L _{Aeq,15m}	45 dB L _{Aeq,15m}

4 Assessment

Assessment Results

- 4.1 **Table 3** presents the worst-case daytime noise prediction results upon the NSR groups for each construction activity. For the purposes of this assessment, the noise exposure levels have been rounded to the nearest whole decibel value. As per **paragraph 3.8**, it is understood that construction activities will occur during the daytime period only. As per **paragraph 3.9**, an additional assessment has been conducted for the evening and night-time period for generator noise only, representing a scenario where the site is not connected to mains power and the staff accommodation requires power.

Table 3: Predicted Daytime Noise Levels per Construction Activity

Period	Activity	L _{Aeq,T} per NSR Group				
		A	B	C	D	E
Daytime 07:00-19:00	Compound Setup/demobilisation – reasonable worst-case	39	48	46	50	55
	Compound Setup/demobilisation – worst-case	40	47	46	50	55
	Operational – reasonable worst-case	15	20	16	19	21
	Operational – worst-case	28	34	33	38	42
Evening 19:00-23:00	Operational – reasonable worst-case	15	20	16	19	21
Night-time 23:00-07:00	Operational – reasonable worst-case	15	20	16	19	21

- 4.2 As illustrated in **Table 3**, none of the predicted noise levels exceed the adopted LOAEL values, for the respective time periods.
- 4.3 The highest predicted noise levels during the compound setup and demobilisation activities are equal to the LOAEL at receptor group E, which is described as the onset of adverse effects. Importantly, considering the 3-4 weeks duration of the activities and the use of Best Practicable Means (BPM) measures, it is anticipated that adverse effects from these activities will be minimal.
- 4.4 With regards to the predicted noise levels for generator usage during the evening and night-time, **Table 3** shows that the highest predicted noise levels are 24 and 14 dB below the adopted LOAEL values respectively. Consequently, no adverse effect is expected from this activity during the evening and night-time.

Mitigation

4.5 The contractor will be required to follow Best Practicable Means to reduce noise impact upon the local community during both site setup and demobilisation, including the following:

- *All construction plant and equipment should comply with UK noise emission limits;*
- *Machines in intermittent use should be shut down in the intervening periods between work or throttled down to a minimum;*
- *All ancillary plant such as generator, compressors and pumps should be positioned so as to cause minimum disturbance, e.g. furthest from receptors or shielded by portacabins. If necessary, acoustic enclosures and/or acoustic shielding should be provided.*
- *Construction contractors should be obliged to adhere to the codes of practice for construction work given in BS 5228-1 and the guidance given therein regarding minimising noise emissions from the site.*

5 Conclusion

- 5.1 A noise assessment has been undertaken to determine the noise arising from the use of the site as a temporary construction compound.
- 5.2 The prediction methodology given in BS 5228 was implemented and the resultant noise levels assessed against criteria levels given in BS 5228 ABC method and the National Planning Policy Framework and Noise Policy Statement for England.
- 5.3 All predicted levels fall below the SOAEL assessment criteria for the daytime. The compound setup and demobilisation activities are within the lower limit of the LOAEL for receptor group E. However, considering the duration of the activities to be undertaken and the use of Best Practicable Means measures, it is anticipated that adverse effects from these activities will be minimal.
- 5.4 With regards to the predicted noise levels for evening and night-time, the use of the generator outside daytime hours falls well below the LOAEL criteria. No adverse effect is expected from this activity.

6 Glossary

dB	Decibel. The logarithmically scaled measurement unit of sound.
A-weighting	Frequency weighting applied to measured sound in order to account for the relative loudness perceived by the human ear.
$L_{Aeq,T}$	A-weighted equivalent continuous sound level over a given time period. It is the sound level of a steady sound that has the same energy as a fluctuating sound over the same time period.
$L_{A10,T}$	The A-weighted sound level exceeded for 10% of the measurement period. It is widely used as a descriptor of road traffic noise.
$L_{A90,T}$	The A-weighted sound level exceeded for 90% of the measurement period. Often referred to as the background sound level.
L_{Amax}	The A-weighted maximum recorded noise level during a measurement period.
Sound power Level (L_{WA})	The sound power level (L_{WA}) of a source is a measure of the acoustic energy radiated by a source per second. The sound power level is an inherent characteristic of a sound source.
Vibration	Vibration may be expressed in terms of displacement, velocity and acceleration. Velocity and acceleration are most commonly used when assessing the risk of building damage, human comfort or structureborne noise issues.

7 Appendices

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A1 Legislation, Policy and Guidance

Legislation

Control of Pollution Act 1974

- A1.1 The Control of Pollution Act 1974 (CoPA) [provides the definition of Best Practicable Means (BPM) to minimise noise (including vibration), the basis for defence against noise abatement action taken by a local authority (section 60). The Act also provides for persons responsible to seek prior consent for works on construction sites (section 61) including BPM steps to minimise noise, and the basis for defining codes of practice (applies BS 5228:2009+A1:2014 'Code of practice for noise and vibration control on construction and open sites, Part 1: Noise and Part 2: Vibration').

Environmental Protection Act 1990

- A1.2 The Environmental Protection Act 1990 (EPA) sets out the duty for local authorities to investigate and, where identified, take abatement action against noise nuisance. The act provides the definition of Best Practicable Means (BPM) to minimise noise (including vibration), the basis for defence against noise abatement action taken by a local authority (section 80). The Act also provides for individuals to seek for abatement action to be taken by a magistrate's court against noise nuisance (section 82)

National Planning Policy

National Planning Policy Framework 2023

- A1.3 The National Planning Policy Framework (NPPF, 2023) sets out the Government's planning policies for England and how these should be applied. The NPPF provides a framework within which locally prepared plans for housing and other development can be produced.

- A1.4 In relation to noise, it states:

"174. Planning policies and decisions should contribute to and enhance the natural local environment by: ...

- preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and"*

- A1.5 The NPPF includes policy which makes reference to 'significant adverse impacts on health and quality of life', as per the NPSE. NPPF policy states:

“185. Planning policies and decisions should aim to ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:

- mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life;*
- identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and...*”

Noise Policy Statement for England 2010

A1.6 The Noise Policy Statement for England (NPSE, 2010) sets out the Government’s Noise Policy Vision to:

“Promote good health and a good quality of life through the effective management of noise within the context of Government policy on sustainable development”.

A1.7 This long-term vision is supported by three Noise Policy Aims that can be delivered through effective management and control of environmental, neighbour and neighbourhood noise within the context of Government policy on sustainable development. These aims are to:

- 1. avoid significant adverse impacts on health and quality of life;*
- 2. mitigate and minimise adverse impacts on health and quality of life; and*
- 3. where possible, contribute to the improvement of health and quality of life.*

A1.8 The explanatory note to the NPSE sets out ‘effect levels’ which are aligned to the Policy Aims. Drawing upon established concepts from toxicology, the NPSE defines the following noise effect levels:

- NOEL - ‘No Observed Effect Level’;
- LOAEL - ‘Lowest Observed Adverse Effect Level’; and
- SOAEL - ‘Significant Observed Adverse Effect Level’.

A1.9 The explanatory note describes SOAEL as the effect level above which significant adverse effects on health and quality of life occur, aligning this level with the first policy aim.

A1.10 LOAEL is described as the level at which adverse effects begin and the second aim of the NPSE refers to a situation where the effect lies somewhere between LOAEL and SOAEL. It requires that all reasonable steps should be taken to mitigate and minimise adverse effects on health and quality

of life while also taking into account the guiding principles of sustainable development (paragraph 1.8 of the NPSE); however, this does not mean that such adverse effects cannot occur.

- A1.11 NOEL is described as a level of noise exposure below which no effect can be detected. In simple terms, below this level, there is no detectable effect on health and quality of life.
- A1.12 The third aim seeks, where possible, to positively improve health and quality of life through the proactive management of noise while also taking into account the guiding principles of sustainable development, recognising that there will be opportunities for such measures to be taken and that they will deliver potential benefits to society.
- A1.13 The protection of quiet places and quiet times as well as the enhancement of the acoustic environment will assist with delivering this aim.
- A1.14 NPSE states that it is not possible have a single, numerical definition of the SOAEL that is applicable to all sources of noise in all situations, since the SOAEL is likely to be different for different noise sources, for different receptors and at different times.

Planning Practice Guidance Noise PPG(N) 2019

- A1.15 The Planning Practice Guidance (PPG-Noise, 2014) provides further detail about how the effects of noise can be described in terms of perception and outcomes. It aligns this to increasing effect levels as defined in the NPSE. In addition, the PPG-Noise adds a fourth term and corresponding effect level:
- UAEL – 'Unacceptable Adverse Effect Level'.
- A1.16 This effect level is higher than the significant adverse effect on health and quality of life (SOAEL) and requires that unacceptable adverse effects are to be prevented. In PPG-Noise, prevention is not in the context of Government policy on sustainable development. **Table A.1Error! Reference source not found.** presents the noise exposure hierarchy described in PPG-Noise.
- A1.17 This noise exposure hierarchy is based on the principle that once noise or vibration becomes perceptible, the effect on people and other receptors increases as the level increases. PPG-Noise presents example outcomes to help characterise these effects using non-technical language. In general terms, an observed adverse effect is characterised as a perceived change in quality of life for occupants of a building or a perceived change in the acoustic character of an area, whereas a significant observed adverse effect disrupts activities.
- A1.18 PPG-Noise also provides guidance in terms of what factors may influence whether noise could become a concern, and how adverse effects of noise can be mitigated. Examples of mitigation provided include:
- *“engineering: reducing the noise generated at source and/or containing the noise generated;*

- *layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;*
- *using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;*
- *mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building”.*

Table A1.1: Planning Practice Guidance – Noise Exposure Hierarchy

Perception	Examples of Outcomes	Increasing Effect Level	Action
Not noticeable	No Effect	No Observed Effect	No specific measures required
Noticeable and not intrusive	Noise can be heard, but does not cause any change in behaviour or attitude. Can slightly affect the acoustic character of the area but not such that there is a perceived change in the quality of life.	No Observed Adverse Effect	No specific measures required
Lowest Observed Adverse Effect Level			
Noticeable and intrusive	Noise can be heard and causes small changes in behaviour and/or attitude, e.g. turning up volume of television; speaking more loudly; where there is no alternative ventilation, having to close windows for some of the time because of the noise. Potential for some reported sleep disturbance. Affects the acoustic character of the area such that there is a perceived change in the quality of life.	Observed Adverse Effect	Mitigate and reduce to a minimum
Significant Observed Adverse Effect Level			
Noticeable and disruptive	The noise causes a material change in behaviour and/or attitude, e.g. avoiding certain activities during periods of intrusion; where there is no alternative ventilation, having to keep windows closed most of the time because of the noise. Potential for sleep disturbance resulting in difficulty in getting to sleep, premature awakening and difficulty in getting back to sleep. Quality of life diminished due to change in acoustic character of the area.	Significant Observed Adverse Effect	Avoid

Perception	Examples of Outcomes	Increasing Effect Level	Action
Noticeable and very disruptive	Extensive and regular changes in behaviour and/or an inability to mitigate effect of noise leading to psychological stress or physiological effects, e.g. regular sleep deprivation/awakening; loss of appetite, significant, medically definable harm, e.g. auditory and non-auditory	Unacceptable Adverse Effect	Prevent

Local and Regional Policy

A1.19 The site is located within the administrative boundary of the Council of the Isles of Scilly (CIS). The local policies that are relevant to noise and vibration are presented below.

Isles of Scilly Local Plan 2015 - 2030

A1.20 The Isles of Scilly Local Plan was adopted on 25 March 2021 following receipt of the Inspector's Report.

A1.21 Policy SS2 (1) refers to Sustainable Quality Design and Place-Making and states the following:

(1) Development will not be permitted if it is considered to be of poor or unsustainable design. New development must be of a high-quality design and contribute to the islands' distinctiveness and social, economic, and environmental elements of sustainability by

...d) safeguarding the amenity of individuals and properties by creating a high-quality environment that addresses issues of privacy, overlooking, overshadowing, overbearing impacts and unreasonable noise and disturbance;

A1.22 Policy SS8 refers to Renewable Energy Developments and states the following:

(1) Except for proposals for on-shore wind energy generation, development proposals for renewable energy that contribute towards creating sustainable island communities, including the implementation of projects that form the Smart Islands programme, and any other community programme or project that seeks to reduce greenhouse gas emissions and move towards a carbon neutral island environment, will be supported where they:

...e) they would not have a significant adverse effect on the amenity of local residents in terms of noise, dust, odour, reflected light, traffic or visual intrusion;

A1.23 Policy OE3 refers to Managing Pollution and states the following:

(1) A development proposal that has the potential to generate pollution, including of ground, water, noise, vibration, light or air, will only be permitted where it can be demonstrated that there would not be any adverse impact on human health, the natural environment or general amenity.

(2) *Where development is proposed on land that is suspected to have historically generated any pollution, then a site environmental survey may be required before development is permitted. The Phase 1 report will identify any potential environmental risks that cannot be mitigated through an environmental management plan. The report will make recommendations as to whether a Phase 2 Intrusive Ground Investigation is required.*

Guidance

ISO 9613:1993 Acoustics – Attenuation of Sounds During Propagation Outdoors

A1.24 ISO 9613 defines a method for predicting the propagation of noise outdoors. It accounts for distance attenuation, air absorption, topography, ground cover, and screening and reflections caused by buildings and other features. This calculation methodology has been used by the noise modelling software to predict noise from construction activities at specific receptor points representative of the noise sensitive receptors.

BS 5228-1:2009+A1:2014 'Code of practice for noise and vibration control on construction and open sites: Part 1 - Noise'

A1.25 Part 1 of BS5228 sets out methodologies for predicting noise levels from construction and related activities. It also sets out methodologies for determining the potential effects on existing noise sensitive human receptors as a result of noise arising from construction activities. This includes construction vehicles travelling on haulage routes to and from the construction site.

A1.26 Data on sound levels is provided within the standard for a wide variety of site activities and mobile equipment used on construction and open sites. In addition, calculation procedures and methodology are provided to calculate construction noise levels at receptors.

A1.27 The ABC method is generally the preferred method to determine values which indicate the threshold above which a significant adverse effect occurs. This methodology is outlined within Annex E of BS 5228, which is summarised in **Table A1.2**Error! Reference source not found..

Table A1.2: ABC Method Construction Noise Thresholds

Noise Source	Receptor	Period	Category A	Category B	Category C
Construction noise	Residential	Daytime	65 dB	70 dB	75 dB
		Evenings and weekends	55 dB	60 dB	65 dB
		Night-time	45 dB	50 dB	55 dB
Clarifications and notes: Daytime: Weekdays (0700-1900hrs) and Saturdays (0700-1300hrs) Evenings and weekends: Weekdays (1900-2300hrs), Saturdays (1300-2300hrs), Sundays and Bank Holidays (0700-2300hrs) Night-time: Weekdays, Weekends and Bank Holidays (2300-0700hrs) Category A: Threshold level to use when ambient noise levels* are less than these levels Category B: Threshold level to use when ambient noise levels* are the same as Category A values Category C: Threshold level to use when ambient noise levels* are higher than the Category A values If the ambient noise level exceeds the Category C value then a significant effect is deemed to occur if the total L_{Aeq} noise level for the period increases by more than 3 dB due to construction activity.					
*Rounded to the nearest 5 dB					

- A1.28 UAEL thresholds do not accord with the table of thresholds outlined within the 'ABC Method'. UAEL thresholds are based on the requirements for temporary rehousing, associated with construction activities of 10 or more days of working in any 15 consecutive days, or for 40 or more days in any six consecutive months, and set at 10 dB above the SOAEL.
- A1.29 With respect for the ambient noise levels within the site surroundings, Category A values are considered representative of the SOAEL for daytime, evening and night-time for this construction noise assessment. The Category A values represent the minimum cut-off level for construction noise assessment in both the BS 5228-1 ABC method and the 5 dB(A) change method.
- [BS 5228-1:2009+A1:2014 'Code of practice for noise and vibration control on construction and open sites: Part 2 - Vibration'](#)
- A1.30 Part 2 of BS 5228 relates to the potential effects of existing noise sensitive human receptors as a result of vibration arising from construction activities. This includes construction vehicles travelling on haulage routes on the construction site.
- A1.31 A vibration assessment of construction activities has been scoped out of this report due to the distance (over 100m) between the site and the sensitive receptors.