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Transport Noise Action Plan (TNAP)

2024 to 2028

Consultation Document

December 2025

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Introduction

Background

The Environmental Noise Directive (END) was adopted in 2004 and requires member states to bring about measures which are intended to avoid, prevent or reduce, on a prioritised area basis, the harmful effects, including annoyance due to the exposure to environmental noise. The Directive was transposed through the Environmental Noise (Scotland) Regulations 2006, and these were further amended by [The Environmental Noise \(Scotland\) Amendment Regulations 2018](#) to allow adoption of the new [Common Noise Assessment Methods in Europe \(CNOSSOS-EU\) methodology](#).

This consultation applies to Transport noise in Scotland only and seeks the views of those individuals and or organisations that hold an interest in noise pollution from roads and railways.

Definition of environmental noise

Environmental noise has been defined as unwanted or harmful sound created by human activities, ([A new definition of noise: proceedings of meetings on acoustics 39, 050002 \(2019\)](#)), and this includes noise omitted by means of transport, road traffic, rail traffic, air traffic, and from noise sites of industrial activity. The Environmental Noise Directive does not apply to a noise caused by the person exposed to the noise, noise from domestic activities, noise created by neighbours, noise at work places. These are dealt with through separate legislation.

Measuring noise

The European Commission's advisory group on environmental noise recommends that Member States use computer modelling rather than measurements when measuring noise.

There are several technical and practical reasons why noise maps are normally produced using computer predictions rather than from noise measurements. This is because to produce a map based on measurements would require many measurements to be undertaken over long periods; this would be prohibitively expensive. In most cases, the noise at a location is produced by a combination of different sources. These might be, for example, a mixture of, roads and railways. Normal noise monitoring cannot distinguish the contribution from each of these different sources and so noise action planning deciding which source or sources to tackle to reduce the overall noise level is not straightforward. Noise maps produced by computer prediction can be used to show the noise from individual noise sources.

Noise measurements can also be affected by the weather in several ways. Firstly, the source itself might be affected, traffic noise for example has a different characteristic when the road surface is wet and the direction of take-off at an airport might be affected by the wind direction. Secondly, the measuring equipment can itself be affected as strong winds can generate noise at the microphone. Finally, strong winds and heavy rain can themselves be sources of noise from their action on trees and buildings.

Reason for consultation

Purpose

The Environmental Noise Directive requires, on a five yearly cycle (Rounds), the Scottish Government to produce strategic noise maps, to prepare a series of specific noise action plans based on the results of these noise maps, and to develop action plans to prioritise the management of noise. The Scottish Government, together with Transport Scotland, the national transport agency for Scotland, have responsibility for the delivery of noise maps and noise action plans.

Rounds 1 to 3 of the Environmental Noise Directive are complete, and actions are now underway on Round 4. The Round 4 noise mapping was completed in 2024, and the results were published on the [Scotland's Noise Website](#).

The specific noise action plans required by the Environmental Noise Directive relate to agglomerations (areas of a particular population density), airports (of a specific size), and areas outwith the agglomerations.

This Consultation on the Transport Noise Action Plan (TNAP) 2024 to 2028 relates to all major roads, all trunk roads, all rail routes, and transport policy.

Consultation on a composite action plan for the agglomerations in Round 4 (Aberdeen, Dundee, Edinburgh, Fife, and Glasgow) is being undertaken separately. The Action Plans for airports are complete and have been published.

TNAP Steering Group

Development and delivery of the Transport Noise Action Plan will be overseen by a TNAP Steering Group comprised of Transport Scotland and key stakeholders. This group will provide multi-organisational commitment to and delivery of noise management action.

What does the consultation cover

Background

The Environmental Noise (Scotland) Regulations 2006 places responsibility on the Scottish Ministers as the competent authority to prepare and approve Noise Action Plans for agglomerations (areas of a particular population density), airports (of a specific size), and areas outwith the agglomerations (this Transport Noise action Plan).

This Transport Noise Action Plan relates to major roads, all railways, and transport policy. It does not cover the action planning functions relating to agglomerations, which is the responsibility of Local Authorities, nor does it include the Noise Action Plans covering Airports.

Action Plans contain information and guidance relating to the process in which environmental noise will be managed.

Transport Scotland recognises that environmental noise can be distressing and have an adverse effect on the health and quality of life. Attitudes to noise are changing, with people becoming less tolerant of environmental noise around them. Assessment and noise annoyance is a complex with different types of noise affected people in different ways.

This consultation seeks views on the Transport Noise Action Plan. The consultation exercise will be held over a seven week period commencing on 17 December 2025.

What happens next

The consultation will run for seven weeks from opening, after which consultation responses will be evaluated and where appropriate the draft noise action plan amended. It is anticipated that the noise action plans will be formally approved in early 2026.

The Action Plans will be then be valid for five years from the date they are adopted, as set out in the Environmental Noise Directive and the Regulations. If a major development occurs within the five year timeframe, which affects the approved noise Action Plans, the plans will be reviewed and revised if necessary.

The Transport Noise Action Plan 2024 - 2028 Consultation

Consultation Identifier Questions

Question 1: Are you completing this on behalf of yourself or an organisation?

- ☐ Individual
- ☐ Organisation

If an organisation, please list below.

Questions for consultation

Question 2: Do you consider there has been anything left out of the Transport Noise Action Plan?

☐ Yes

☐ No

If yes, what do you consider has been omitted?

Question 3: Is there anything you consider should be discussed at the Transport Noise Action Plan Steering Group during the next 5 year cycle for Round 5?

☐ Yes

☐ No

If yes, what do you consider should be discussed?

Question 4: Do you have any views on the long term opportunities to better address Scotland's needs for managing transport noise?

☐ Yes

☐ No

If yes, what are your views?

Question 5: Are there any other comments you wish to provide in relation to transport noise or the Transport Noise Action Plan?

Annex A

Responding to this consultation

Please find the attached the draft Transport Noise Action Plan for Scotland, showing how the Scottish Government along with its partners will deliver their obligations under the Environmental Noise Directive (END). The Directive was transposed through the Environmental Noise (Scotland) Regulations 2006.

Background

The Transportation Noise Action Plan 2024-2028, available at [Draft Transport Noise Action \(TNAP\) 2024 to 2028 Consultation](#) describes how Transport Scotland, together with its partners will deliver their obligations under the Environmental Noise Directive (END).

The Directive was transposed through the Environmental Noise (Scotland) Regulations 2006.

Response Details

We are inviting responses to this consultation by 30 January 2026.

Please respond to this consultation using the Scottish Government's consultation hub, Citizen Space (<http://consult.gov.scot>). You can access and respond to this consultation online at [Draft Transport Noise Action \(TNAP\) 2024 to 2028 Consultation](#). You can save and return to your responses while the consultation is still open. Please ensure that consultation responses are submitted before the closing date of 30 January 2026.

If you are unable to respond using our consultation hub, please provide your responses to the questions in this document either by email to info@transport.gov.scot

or by posting a paper copy to:

Transport Scotland

Environmental Climate and Sustainability Directorate

177 Bothwell Street

Glasgow

G2 7ER

Handling your response

If you respond using the consultation hub, you will be directed to the 'About You' page before submitting your response. Please indicate how you wish your response to be handled and, in particular, whether you are content for your response to be published. If you ask for your response not to be published, we will regard it as confidential, and we will treat it accordingly.

All respondents should be aware that the Scottish Government is subject to the provisions of the Freedom of Information (Scotland) Act 2002 and would therefore have to consider any request made to it under the Act for information relating to responses made to this consultation exercise.

If you are unable to respond via Citizen Space, please complete and return your responses to the questions in this document.

To find out how we handle your personal data, please see our [privacy policy](#):

Next steps in the process

Where respondents have given permission for their response to be made public, and after we have checked that they contain no potentially defamatory material, responses will be made available to the public at <http://consult.gov.scot>. If you use the consultation hub to respond, you will receive a copy of your response via email.

Following the closing date, all responses will be analysed and considered along with any other available evidence to help us. Responses will be published where we have been given permission to do so. An analysis report will also be made available.

Comments and complaints

If you have any comments about how this consultation exercise has been conducted, please send them to the contact address above or at noiseactionplan.consultation@gov.scot

Scottish Government consultation process

Consultation is an essential part of the policymaking process. It gives us the opportunity to consider your opinion and expertise on a proposed area of work.

You can [find all our consultations online](#). Each consultation details the issues under consideration, as well as a way for you to give us your views, either online, by email or by post.

Responses will be analysed and used as part of the decision making process, along with a range of other available information and evidence. We will publish a report of

this analysis for every consultation. Depending on the nature of the consultation exercise the responses received may:

- indicate the need for policy development or review
- inform the development of a particular policy
- help decisions to be made between alternative policy proposals
- be used to finalise legislation before it is implemented

While details of particular circumstances described in a response to a consultation exercise may usefully inform the policy process, consultation exercises cannot address individual concerns and comments, which should be directed to the relevant public body.



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