





NOISE COMPLAINT STATISTICS FOR NORTHERNIRELAND





Contents	Page
Introduction	5
Noise	6
Noise complaints	6
What can be done?	7
Key findings	8
Analysis by noise source	10
Analysis since 2003/04	11
Council initiatives to increase awareness and aid enforcement	13
Conclusion	14

Tables a	and Figures	Page
Table 1	Total Noise Complaints Received by District Council 2015/16	16
Table 2	Notices served per 100 complaints received	18
Figure 1	Noise Complaints Per 1000 head of Population 2015/16	19
Figure 2	Number of Notices Per 100 Complaints 2015/16	20
Figure 3	Total number of complaints 2004-2016	21
Figure 4	Noise Complaints by Category 2015/16	22
Figure 5	Noise Complaints Comparison 2004-2016	24
Figure 6	Industrial Noise Complaints Comparison 2004 - 2016	25
Figure 7	Commercial & Leisure Noise Complaints Comparison 2004 - 2016	26
Figure 8	Domestic Noise Complaints Comparison 2004 - 2016	27
Figure 9	Transport Noise Complaints Comparison 2004-2016	28
Figure 10	Construction Noise Complaints Comparison 2004 - 2016	29
Figure 11	Noise in the Street Complaints Comparison 2004 - 2016	30







Introduction

The purpose of this report is to inform central government, district councils, the general public and any other interested parties as to the number and nature of noise complaints received each year by district councils across Northern Ireland. The Regulatory and Natural Resources Policy Division of the Department of Agriculture, Environment and Rural Affairs has compiled this report from data supplied by district councils, the organisations that are legally empowered to deal with the vast majority of noise complaints.

This report analyses noise complaints received by all 11 councils between 1 April 2015 and 31 March 2016. 10,754 noise complaints were received in Northern Ireland in the 2015/16 year. This is the first year of the report since the merging of district councils. Due to the changes in geographical boundaries it is not possible to make direct comparisons by council region.

This is a 10% reduction in the total number of complaints received compared to the previous year. There was 1 prosecution in the 2015/16 year compared to 4 in 2013/14 and 5 in 2014/15. There has also been 2% reduction in the number of notices served this year (508 served in 2015/16 compared to 518 in 2014/15).

The information in this report is an important indicator of the increasing public awareness of noise issues and the effectiveness of current noise controls. The statistics provided by district councils enable the Department of Agriculture, Environment and Rural Affairs to target policy development, such as through the application of the powers in the Noise Act 1996 following the introduction of the Clean Neighbourhoods and Environment Act (Northern Ireland) 2011 in April 2012.

This report also allows councils to compare their noise statistics to those of neighbouring districts, to examine trends and to consider initiatives implemented by other district councils that have proved effective in increasing noise awareness or reducing noise.

Noise

Noise is commonly defined as 'sound which is undesired by the recipient'. Noise can be any sound that is intrusive, disturbing or annoying. It can be one of the most pervasive pollutants and is capable of causing annoyance, stress, sleep disturbance and other serious conditions. The likelihood of individuals complaining to their council about noise depends on the degree of disturbance and the individual's awareness of the noise control service provided by the council.

The World Health Organisation (WHO) states that noise can seriously harm human health and interfere with people's daily activities at school, at work and during leisure time. Depending on the level of noise and its duration, the main health risks identified by the WHO include pain and hearing fatigue, impaired hearing, altered behaviour (such as aggression or feelings of helplessness), interference in speech and communication, sleep disturbance, cardiovascular effects, reduced academic and professional performance and altered hormonal responses (including increased stress hormone levels, altered metabolism and weakened immune system). A report published by the WHO and European Commission IRC in 2011¹ found that 1 in 3 individuals is annoyed during the daytime and 1 in 5 has experienced disturbed sleep at night because of traffic noise.

Given the potential adverse impacts on health, it is important that instances of noise pollution are taken seriously and fully addressed. The most common complaints relating to excessive noise suffered in Northern Ireland include lack of sleep, inability to relax and interruption to conversations or television programmes.

Burden of Disease from Environmental Noise – Quantification of healthy life years lost in Europe. World Health Organisation Regional Office for Europe and European Commission JRC. 2011. Accessed 17 August 2011. Available at http://www.euro.who.int/en/what-we-publish/abstracts/ burden-of-disease-from-environmental-noise.-quantification-of-healthylife-years-lost-in-europe

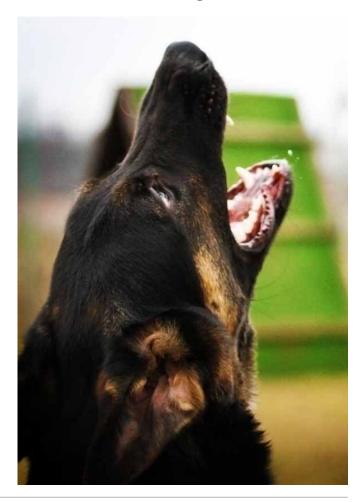
Noise Complaints

Councils receive a wide variety of noise complaints which are categorised as follows:

- Domestic:
- Commercial and leisure;
- Industrial:
- Noise in the street;
- Construction, demolition or road works; and
- Transport.

These categories have been further sub-divided; details can be found in Table 1.

Noise complaint returns were provided by all of Northern Ireland's 11 district councils. Therefore, this report provides a comprehensive picture of the noise environment for the entire region.



What can be done?

CLEAN NEIGHBOURHOODS AND ENVIRONMENT ACT (NORTHERN IRELAND) 2011

Articles 63 and 65 of the Clean Neighbourhoods and Environment Act (Northern Ireland) 2011 (CNEA) give district councils the power to deal with noise from premises, including land, which they consider is prejudicial to health or amounts to a statutory nuisance. These powers apply not only to existing noise, but also where noise is expected to occur or reoccur. There is no fixed level of noise which constitutes a statutory nuisance. Individual circumstances differ and each case is judged on its merits. In deciding whether or not a noise is sufficient to amount to a statutory nuisance, the authorised officer of the district council has to consider the reaction of the average, reasonable person to the nuisance, taking account not only of its volume, but factors such as when and how often the noise occurs and the duration of the occurrence.

Where a council is satisfied that a nuisance exists, articles 63 and 65 require the district council to serve an Abatement Notice. The notice may require the noise to be stopped altogether or limited to certain times of the day. A notice must be served on the person responsible for the noise or if this person cannot be located, the owner or occupier of the premises. A person on whom an abatement notice is served has the right to appeal it within 21 days of being served.

The CNEA also introduces new powers for district councils to designate all or part of their district as an alarm notification area. In such areas the occupier or owner of any premises (residential or non-residential, occupied or vacant) that are fitted with an audible intruder alarm must nominate a key-holder for those premises and provide the district council with contact details. The key-holder is contacted by the council to silence an alarm that is sounding. Failure to nominate a key-holder is an offence and an individual found guilty is liable on summary conviction to a fine of £1000. Under this legislation, an authorised officer

of a district council can enter premises (including land), without force, in order to silence an audible intruder alarm that:

- has been sounding continuously for more than twenty minutes or intermittently for more than 1 hour;
- is likely to give persons living or working in the vicinity reasonable cause for annoyance; and
- if the premises are in an alarm notification area, reasonable steps have been taken to get the nominated key-holder to silence the alarm¹.

Once on the premises, an authorised officer can take whatever steps are necessary to silence the alarm². This might include, for example, disabling the externally mounted alarm, but would not include picking a lock to enter. However, if requested by a district council, a lay magistrate can issue a warrant authorising the use of force by an authorised officer to enter premises where certain conditions are satisfied. Before issuing a warrant a lay magistrate must be satisfied that the conditions outlined above have been met, and that a district council cannot gain entry without the use of force³.

NOISE ACT 1996

The Noise Act 1996 allows council officers to issue warning and fixed penalty notices and, in certain circumstances, to seize noise making equipment from premises emitting noise during night hours (from 11pm to 7am). These powers apply to premises including dwellings, those with an exhibition or entertainment licence, premises with a licence to sell intoxicating liquor (including an occasional licence) or where meals or refreshments are supplied for consumption on or off the premises, or premises occupied by a registered club.

Article 56 of the Clean Neighbourhoods and Environment Act (Northern Ireland) 2011

Article 58 of the Clean Neighbourhoods and Environment Act (Northern Ireland) 2011

Article 57 of the Clean Neighbourhoods and Environment Act (Northern Ireland) 2011

Key findings

COMPLAINTS

- There were 10,754 noise complaints received in Northern Ireland in 2015/16.
- There was a 10% decrease in the total number of complaints received compared to the previous year.
- There was 1 prosecution this year, compared to 4 in 2013/14 and 5 in 2014/15. This year's prosecution related to noise from loud music/ televisions/parties and was brought by Causeway Coasts and Glens Borough Council.

Figure 1 (on page 19) shows the number of complaints in each council area per 1000 people, based on mid 2015 estimates. Noise complaints occur more often in urban areas where there are large numbers of people who may be bothered by the noise. As expected the greatest number of complaints occurs in Belfast which has the greatest population density, and the least number of complaints occur in Fermanagh and Omagh District Council which is the most sparsely populated council area.

NOTICES

- There was a 2% decrease in the total number of notices served by district councils (508 in 2015/16 and 518 in 2014/15).
- This is the fourth year that the powers in the Noise Act 1996 have been available to all councils and it is disappointing that only Belfast City Council has used these powers this year. Councils are strongly encouraged to make much greater use of these additional powers to deal with night-time noise.
- Similar numbers of notices have been served under the CNEA over the last 3 years: 65 served this year, with 67 notices being served during 2014/15, and 69 in 2013/14.



Details of all noise notices served by district councils are contained in Table 2 (on page 18).

53 of the 65 notices served this year under the CNEA related to noise from domestic premises. 36 of these notices were served in response to loud music, televisions or parties and 9 were served in relation to animal noise. The high number of complaints relating to music/televisions/parties may be due to the time of day (evening/night) when individuals are most likely to be watching television loudly or having a party, coinciding with the period when unintended recipients are likely to be most offended by noise.

This year Belfast City Council served 434 warning notices and 8 fixed penalty notices under the CNEA. This is similar to last year when 442 warning and 9 fixed penalty notices were served by Belfast City Council.



Figure 2 (on page 22) illustrates the numbers of all notices served by district councils in Northern Ireland under the CNEA and the Noise Act 1996 per 100 complaints received. Councils serving the greatest number of notices per 100 complaints in 2015/16 were Belfast (7.7), Ards and North Down (1.6) and Newry, Mourne and Down (1.1).

Of the 10,754 complaints received only 4.7% (508 notices) resulted in notices being served and there was 1 prosecution. This could indicate that council officers are very effective at resolving complaints informally without serving a notice, or that once the issue is drawn to the attention of the noise-maker, they rectify the problem quickly.

Analysis by Noise Source

Analysis of the data reveals that domestic noise accounted for 79% of all complaints this year, followed by complaints relating to commerce and leisure (8%), noise in the street (7%) and industrial noise (2%). Figure 4 contains an exact breakdown of the figures but the tables below give a snapshot comparison of some of this year's statistics compared to last year's.

Domestic			
	2014/2015	2015/2016	
Loud music, television and parties	39%	41%	
Animal noise	41%	37%	
Other neighbourhood noise	16%	17%	

Commercial and Leisure			
	2014/2015	2015/2016	
Entertainment premises	52%	44%	
Security alarms	17%	17%	
Other Shops and Offices	10%	13%	
Sport and leisure	9%	11%	

Industrial			
	2014/2015	2015/2016	
Industry, manufacturing and workshops	66%	48%	
Agriculture	28%	39%	
Wind Turbine (Individual)	4%	10%	
Wind Farm	3%	3%	

Noise in the Street		
	2014/2015	2015/2016
Other	64%	62%
Loudspeakers	3%	5%
Antisocial behaviour	18%	16%
Road Works	7%	7%
Street performance/ public address	4%	5%

Transport

The transport sector accounts for 1.7% of total noise complaints made in Northern Ireland in 2015/16.

	2014/2015	2015/2016
Road vehicles	40%	34%
Railways	13%	20%
Delivery vehicles	14%	13%
Vehicle horn/revving engine/exhausts	23%	21%

The CNEA enables district councils to designate all or part of their district as an alarm notification area and enter premises with or without force to silence an alarm.

No councils have designated alarm notification areas since this legislation came into operation. In 2015/16 Belfast City Council used the powers to silence alarms on five occasions.

Analysis since 2003/04

This is the first year of this report based on the 11 council structure. There has been an overall increase of 28% in the total number of noise complaints in Northern Ireland since 2003/04, but this rise has not been steady. Noise complaints rose continually between 2003/04 and 2006/07 when they reached 11,923 complaints (see figure 3).

Full details of the annual changes by sector are illustrated in Figure 5 (on page 24). This demonstrates that the proportion of noise complaints attributable to each category varies little year on year. Domestic noise complaints far outweigh all the other sources and, in general, since 2003/04 the commercial and leisure sector is the second largest category. Figures 6 to 10 (on pages 25 - 29) show the changes in numbers of noise complaints across the various categories over the past 12 years.

Domestic				
	2014/2015	2015/2016	% Change	
Number of	9721	8521	12%	
complaints			decrease	

Levels of domestic noise complaints increased notably between 2003/04 and 2006/07 and have remained fairly constant since then. In 2003/04 6879 complaints were received. This rose to 10393 in 2011/12 when complaints relating to domestic noise reached their peak.

Commercial and Leisure			
		2015/2016	% Change
Number of	957	828	13%
complaints			decrease

The 2015/16 level of complaints is 15% greater than in 2003/04 when 718 complaints were received. Complaint numbers peaked in 2012/13 when 1124 were received.

Industrial			
		2015/2016	
Number of complaints	268	261	3% decrease

The total number of industrial complaints received this year including the new wind turbine categories is 40% greater than in 2003/04, when 187 industrial noise complaints were received.

Noise in the Street				
		2015/2016	% Change	
Number of	594	706	19%	
complaints			increase	

Historically the predominant source of noise in the street is "other", accounting for 62% of complaints in this category this year. Antisocial behaviour accounts for 16% of noise in the street complaints this year.

Construction										
	2014/2015	2015/2016	% Change							
Number of	232	260	12%							
complaints			increase							

Construction noise complaints rose almost 86% between 2003/04 and 2007/08 and subsequently fell until 2010/2011, possibly due to the decline in construction and property development following the economic downturn. However, there has been a 33% rise in construction/demolition noise complaints since 2010/2011 (Figure 10).



Transport			
	2014/2015	2015/2016	% Change
Number of	179	178	0.6%
complaints			decrease

Transport noise complaints make up only 1.7% of complaints this year and figures 4 and 9 provide a breakdown of the number of complaints by type of transport and since 2003/04. Road vehicles are the predominant source of noise complaints in this category. The number of complaints in relation to road noise has varied notably since 2003/04.

Council initiatives to increase awareness and aid enforcement

A number of councils adopt a partnership approach, working with other bodies including the PSNI, Youth Justice Agency or the Housing Executive to undertake joint patrols, share information (including provision of witness statements) or attend multi-agency Antisocial Behaviour Forums

Belfast City Council have also been active in preventing repeat incidences of noise complaints by adopting a graduated approach to enforcement by giving 348 verbal warnings and providing informal advice on 139 occasions.

Causeway Coast and Glens Borough Council has also participated in University of Ulster Freshers Week in Coleraine to increase awareness of the impact of antisocial behaviour. It has also undertaken joint patrols in student areas with the PSNI, University of Ulster and the Housing Executive.

Other initiatives/schemes that have been used by councils in recent years include:

- Free dog micro chipping;
- Complaints relating to barking dogs receiving a visit from the dog warden;
- Use of citronella/electric collars for barking dogs;
- The ability to make complaints via the council website:
- Translation of offender noise nuisance letters into different languages so that a wider proportion of the population has an understanding of the legislation;
- Giving presentations at schools;
- Press releases during Noise Action Week to raise awareness;
- Distributing leaflets; and
- Enclosing leaflets with dog licences and warnings regarding noise complaints.

Conclusion

The total number of noise complaints has remained fairly constant over the previous 10 years, varying between 11,099 and 12,193. However a 10% reduction has been experienced this year from 11,951 to 10,754. This is the lowest number of complaints recorded since 2005.

The Noise Act 1996 has applied to all district councils since 2012. It is disappointing that very few councils have made use of the additional powers available under the legislation. It is also disappointing that no district councils have designated alarm notification areas under the CNEA. It is hoped that as councils become more familiar with the legislation and the powers now available to them and as the new 11 council structure becomes more established, more enforcement action may be taken, with a subsequent long-term decline in the number of noise complaints.

This report shows that neighbourhood noise problems can arise from many quarters. The lack of consideration for the rights of others is a contributory factor in many of these problems. The Department of Agriculture, Environment and Rural Affairs considers that better education is one way of tackling the problem and is keen for the councils to continue their efforts to raise noise issues on local agendas.

NOISE COMPLAINT FIGURES & TABLES



table 1

Total noise complaints received By district council 2015-16

	Cate	Category of Source														
			strial			Co	mme	rcial 8	& Leis	ure			D	omest	ic	
COUNCIL	Industry Manufactuing Workshops	Agricultural	Wind Turbine (Individual)	Wind Farm	Entertainment Premises	Sports & Leisure	Petrol Stations Car Wash	Hot Food Bars Restaurants	Other Shops & Offices	Security Alarms	Other	NA	Music Televisions Parties	Animal Noise	House Alarms	Other Neighbour Noise
Antrim & Newtownabbey	16	2	0	1	4	9	3	0	2	10	25	4	68	295	11	76
Armagh, B'bridge & C'avon	22	23	14	0	5	10	0	1	0	3	14	1	143	381	5	54
Belfast	2	0	0	0	298	40	1	1	93	105	24	72	2,888	648	224	1078
Causeway Coast & Glens	2	16	1	0	11	0	0	6	2	5	11	1	69	322	3	14
Derry & Strabane	20	6	1	1	16	1	1	1	0	2	3	2	68	279	8	24
Fermanagh & Omagh	6	2	1	2	4	1	0	2	5	2	2	2	29	135	3	38
Lisburn & Castlereagh	5	6	0	1	2	5	0	1	1	7	3	4	49	254	1	24
Mid & East Antrim	3	7	1	0	7	4	2	2	4	0	8	1	43	198	2	45
Mid Ulster	22	10	4	0	1	2	1	0	1	0	1	3	49	195	3	15
Newry, Mourne & Down	10	14	3	0	11	3	0	1	0	1	0	2	45	288	3	29
Ards & North Down	18	15	0	4	8	12	0	1	1	8	7	11	78	171	13	50
TOTAL	126	101	25	9	367	87	8	16	109	143	98	103		3166	276	1447
				261							828					8521

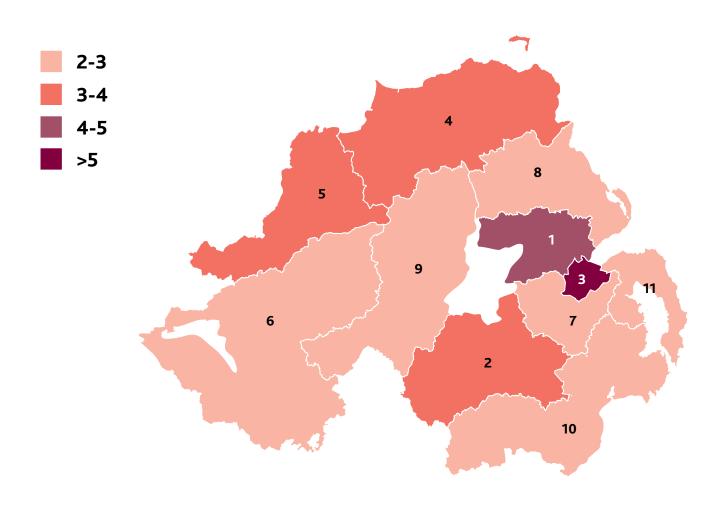
Construction			Tr	anspo	ort			Noise in the Street								
Construction Sites Demolition Works Road Works	Road Vehicles	Railways	Civil Aircraft	Military Aircrafrt	Delivery Vehicles	Vehicle Alarms	Vehicle horns/revving engines/noisy exhausts	Loudspeakers	Road Works	Ice Cream Van Chimes	Street Traders	Street Performance Public Address	Children Playing	Antisocial Behaviour	Other	TOTAL
27	4	1	0	0	0	0	1	1	2	4	0	0	4	2	3	575
29	6	0	0	0	3	0	0	0	0	5	1	1	3	12	5	741
111	22	33	3	3	10	7	8	27	45	3	0	16	0	78	387	6227
7	9	1	1	0	0	0	13	1	0	1	0	5	1	7	0	509
10	4	0	0	0	0	0	0	1	0	1	0	2	0	0	2	453
1	2	0	0	0	1	0	2	1	0	0	0	0	1	2	0	244
10	0	1	0	0	3	0	1	0	1	1	1	2	4	1	1	389
11	0	0	0	0	0	0	8	0	1	1	0	3	4	1	7	363
19	4	0	0	0	2	0	3	0	0	0	0	0	0	8	2	345
11	4	0	0	0	3	6	0	0	0	0	1	0	2	0	23	460
24	6	0	0	0	1	0	2	1	0	2	1	7	0	0	7	448
260	61	36	4	3	23	13	38	32	49	18	4	36	19	111	437	10754
260							178								706	

table 2

Notices served per 100 complaints received 2015-16

COUNCIL	Number of Complaints	Number notices served (CNEA, NA & PCLGO)	No. notices per 100 complaints
Antrim & N'abbey	575	1	0.17
Armagh, B'bridge & C'avon	741	6	0.81
Belfast	6227	481	7.72
Causeway Coast & Glens	509	2	0.39
Derry & Strabane	453	1	0.22
Fermanagh & Omagh	244	2	0.82
Lisburn & Castelreagh	389	0	0.00
Mid & East Antrim	363	1	0.28
Mid Ulster	345	2	0.58
Newry, Mourne & Down	460	5	1.09
Ards & North Down	448	7	1.56

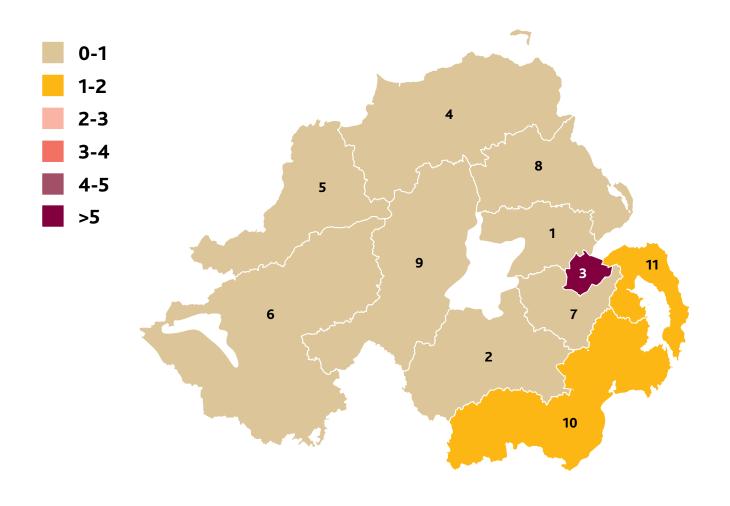
Noise complaints per 1000 head of population 2015-16



- **1** Antrim & Newtownabbey
- 2 Armagh, B'bridge & C'avon
- **3** Belfast
- **4** Causeway Coast & Glens
- **5** Derry & Strabane
- 6 Fermanagh & Omagh

- 7 Lisburn & Castlereagh
- 8 Mid & East Antrim
- **9** Mid Ulster
- **10** Newry, Mourne & Down
- **11** Ards & North Down

Number of notices per 100 complaints 2015-16



- **1** Antrim & Newtownabbey
- 2 Armagh, B'bridge & C'avon
- **3** Belfast
- **4** Causeway Coast & Glens
- **5** Derry & Strabane
- 6 Fermanagh & Omagh

- 7 Lisburn & Castlereagh
- 8 Mid & East Antrim
- **9** Mid Ulster
- **10** Newry, Mourne & Down
- **11** Ards & North Down



Total number of complaints

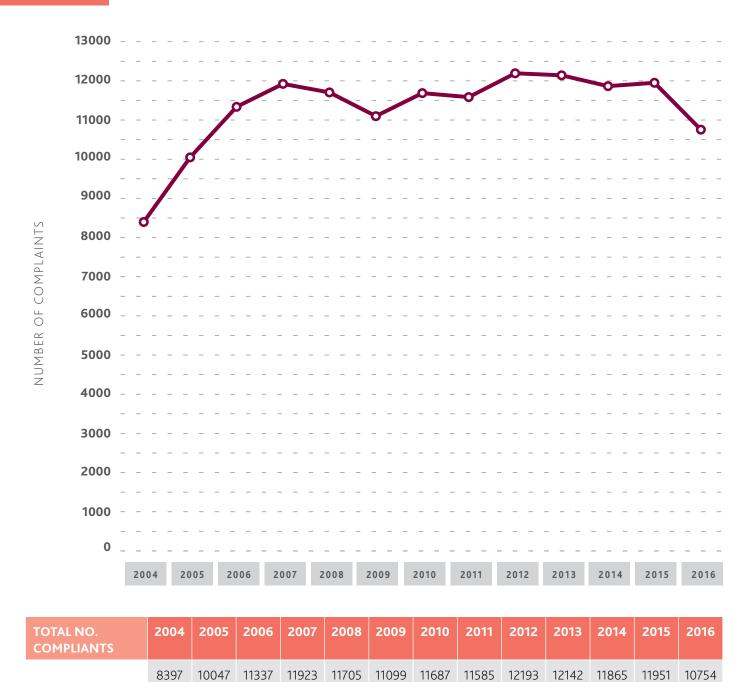
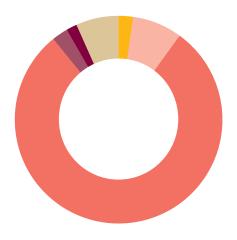


figure 4

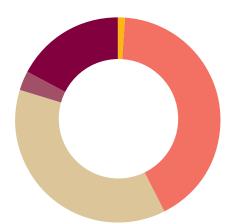
Noise complaints by category 2015-16



Domestic	79.24%
Commercial & Leisure	7.70%
Noise in Street	6.56%
Industrial	2.43%
Construction	2.42%
Transport	1.66%

INDUSTRIAL COMPLAINTS

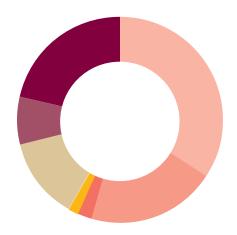
Industry Manufactuing Workshops	48.28%
Agricultural	37.16%
Wind Turbine (Individual)	9.58%
Wind Farm	3.45%



DOMESTIC COMPLAINTS

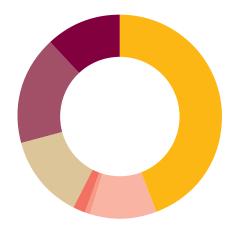
Music Televisions Parties	41.42%
Animal Noise	37.16%
Other Neighbour Noise	16.98%
House Alarms	3.24%
DIY	1.21%

TRANSPORT COMPLAINTS



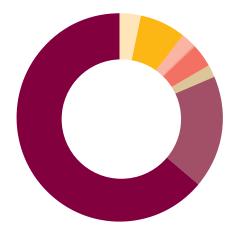
Road Vehicles	34.27%
Vehicle horns/revving engines/noisy exhaust	21.35%
Railways	20.22%
Delivery Vehicles	12.92%
Vehicle Alarms	7.30%
Civil Aircraft	2.25%
Military Aircraft	1.69%

COMMERCIAL AND LEISURE COMPLAINTS



Entertainment Premises	44.32%
Security Alarms	17.27%
Other Shops & Offices	13.16%
Other	11.84%
Sports & Leisure	10.51%
Hot Food Bars Restaurants	1.93%
Petrol Stations Car Wash	0.97%

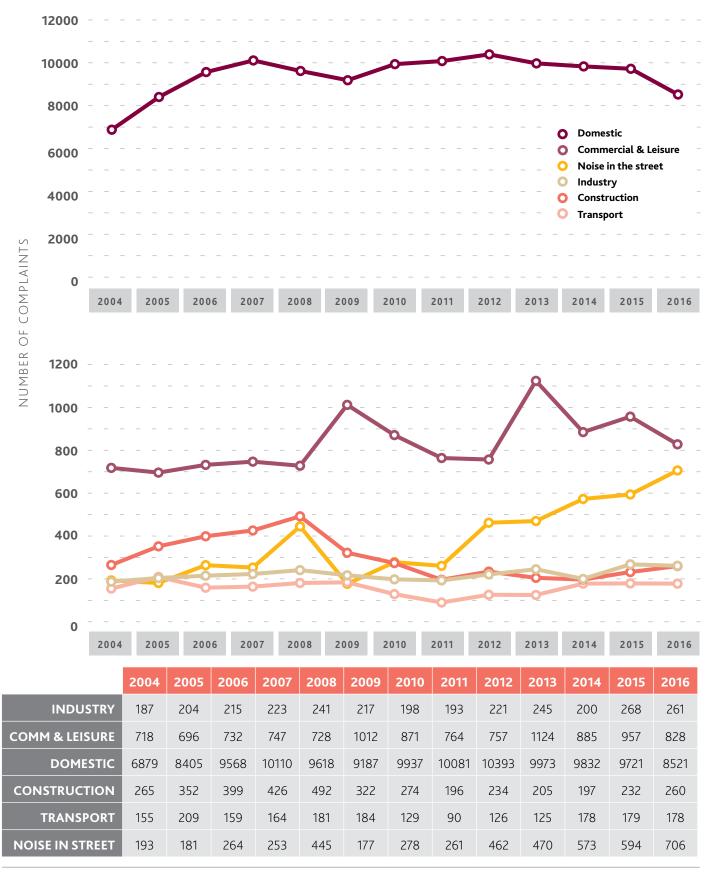
NOISE IN THE STREET COMPLAINTS



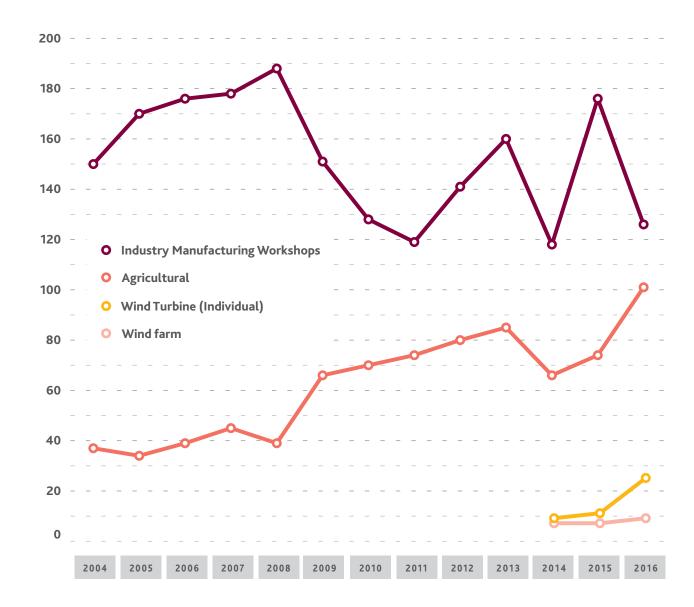
Other	61.90%
Antisocial Behaviour	15.72%
Road Works	6.94%
Street Performance Public Address	5.10%
Loudspeakers	4.53%
Children Playing	2.69%
Ice Cream Van Chimes	2.55%
Street Traders	0.57%



Noise complaints comparison

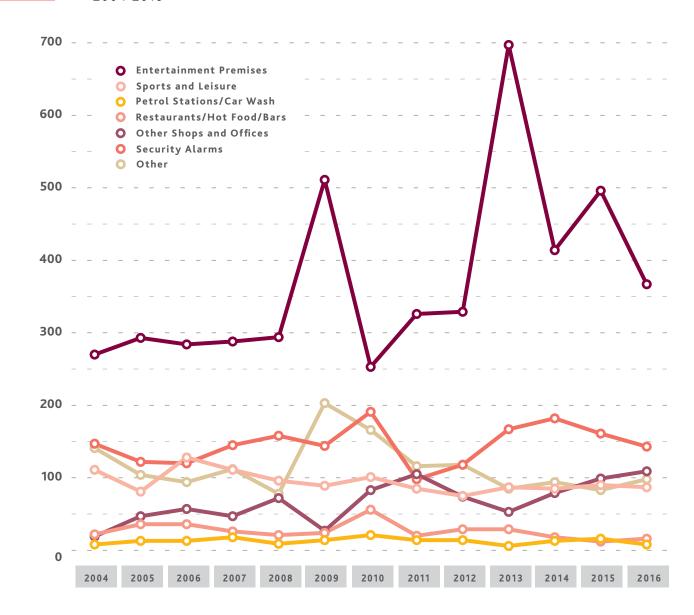


Industrial noise complaints comparison



	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
INDUSTRY MANUF WORKSHOPS	150	170	176	178	188	151	128	119	141	160	118	176	126
AGRICULTURAL	37	34	39	45	39	66	70	74	80	85	66	74	101
WIND TURBINE (INDIVIDUAL)	-	-	-	-	-	-	-	-	-	-	9	11	25
WIND FARM	-	-	-	-	-	-	-	-	-	-	7	7	9

Commercial and leisure noise complaints comparison



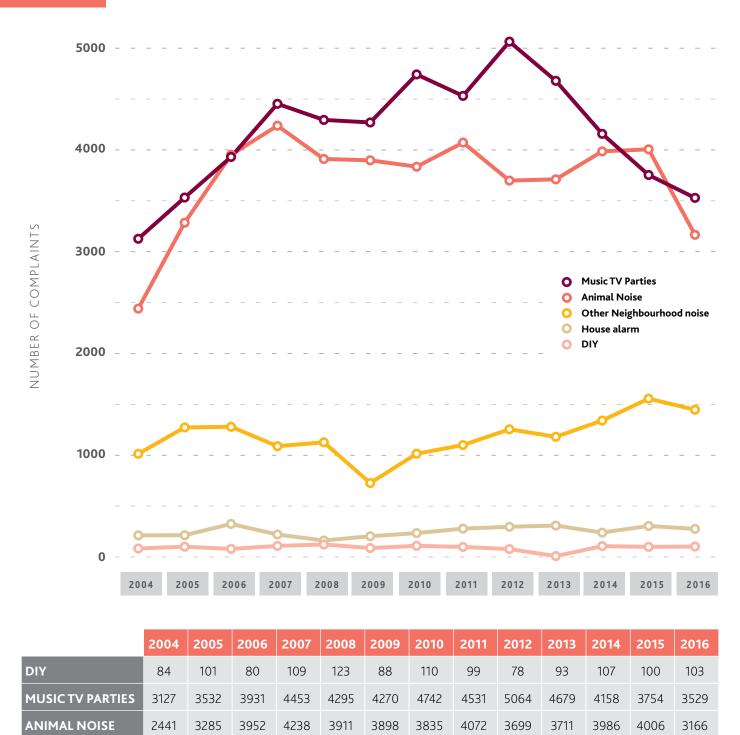
	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
ENTERTAINMENT PREMISES	270	293	284	288	294	511	253	326	329	697	414	496	367
SPORTS & LEISURE	111	81	128	111	96	89	101	85	75	87	85	90	87
PETROL STATIONS CAR WASH	8	13	13	18	9	14	21	14	14	6	13	16	8
RESTAURANTS HOT FOOD BARS	22	36	36	26	21	24	56	20	29	29	18	12	16
OTHER SHOPS & OFFICES	19	47	57	47	72	27	83	105	74	53	79	99	109
SECURITY ALARMS	147	122	120	145	158	144	191	98	118	167	182	161	143
OTHER	141	104	94	112	78	203	166	116	118	85	94	83	98

HOUSE ALARMS

NEIGHBOUR NOISE

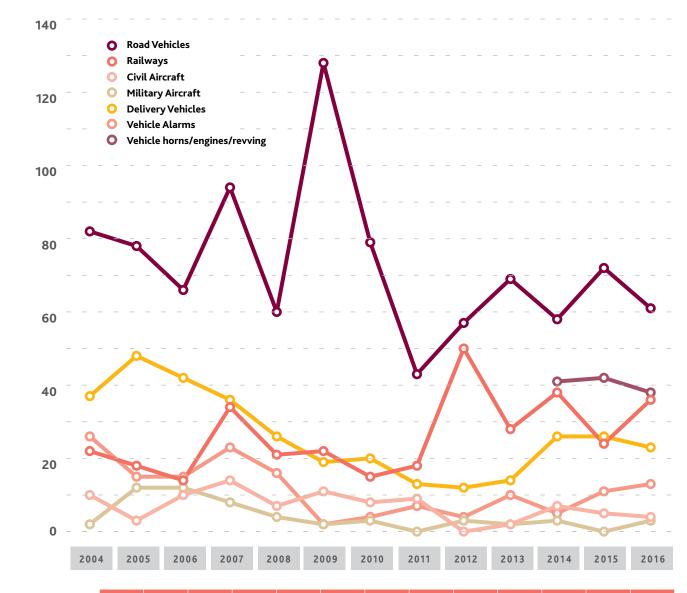
OTHER

Domestic noise complaints comparison



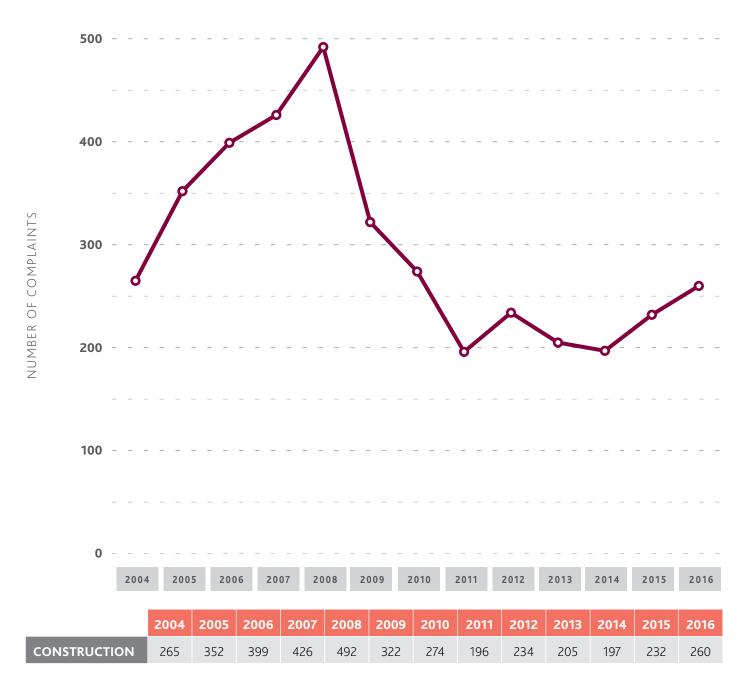
NUMBER OF COMPLAINTS

Transport noise complaints comparison

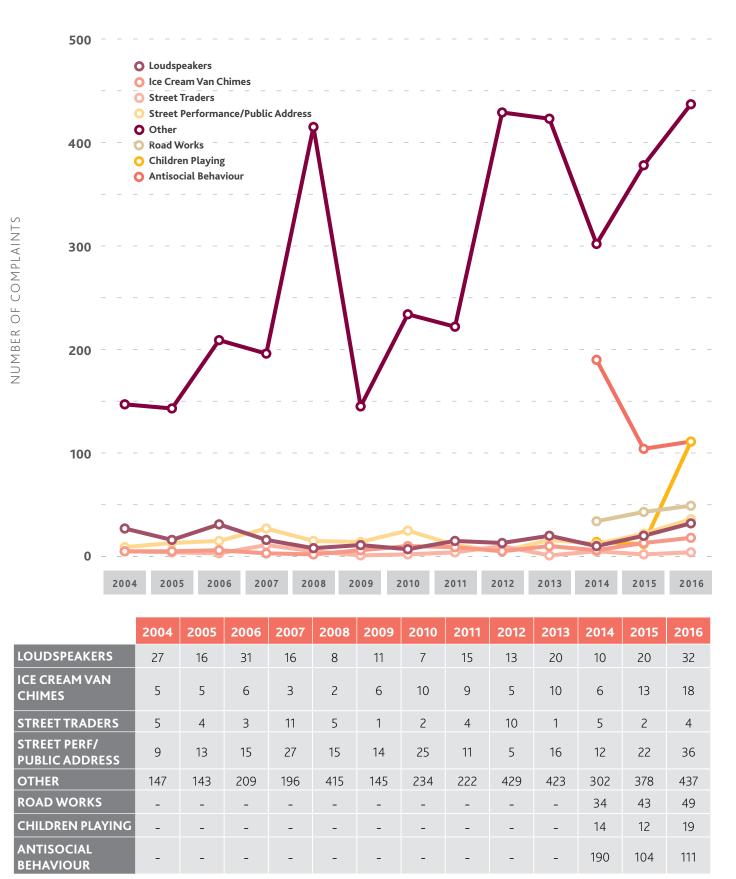


	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
ROAD VEHICLES	82	78	66	94	60	128	79	43	57	69	58	72	61
RAILWAYS	22	18	14	34	21	22	15	18	50	28	38	24	36
CIVIL AIRCRAFT	10	3	10	14	7	11	8	9	0	2	7	5	4
MILITARY AIRCRAFT	2	12	12	8	4	2	3	0	3	2	3	0	3
DELIVERY VEHICLES	37	48	42	36	26	19	20	13	12	14	26	26	23
VEHICLE ALARMS	26	15	15	23	16	2	4	7	4	10	5	11	13
VEHICLE HORNS/ ENGINES/REVVING	-	-	-	-	-	-	-	-	-	-	41	42	38

Construction noise complaints comparison



Noise in the street complaints comparison





NOISE COMPLAINT STATISTICS FOR NORTHERNIRELAND

2015 - 2016

Further information on noise matters in general, or the content of this report can be obtained from the Department of Agriculture, Environment and Rural Affairs at the following address:

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