





NOISE COMPLAINT STATISTICS FOR NORTHERNIRELAND

2016 - 2017





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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 2016 and 31 March 2017. During this period 12,105 noise complaints were received in Northern Ireland. This is a 13% increase in the total number of complaints received compared to the previous year. There has also been 11% increase in the number of notices served this year (566 served in 2016/17 and 508 served in 2015/16). There was 1 prosecution this year, compared to 1 prosecution in 2015/16 and 5 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.

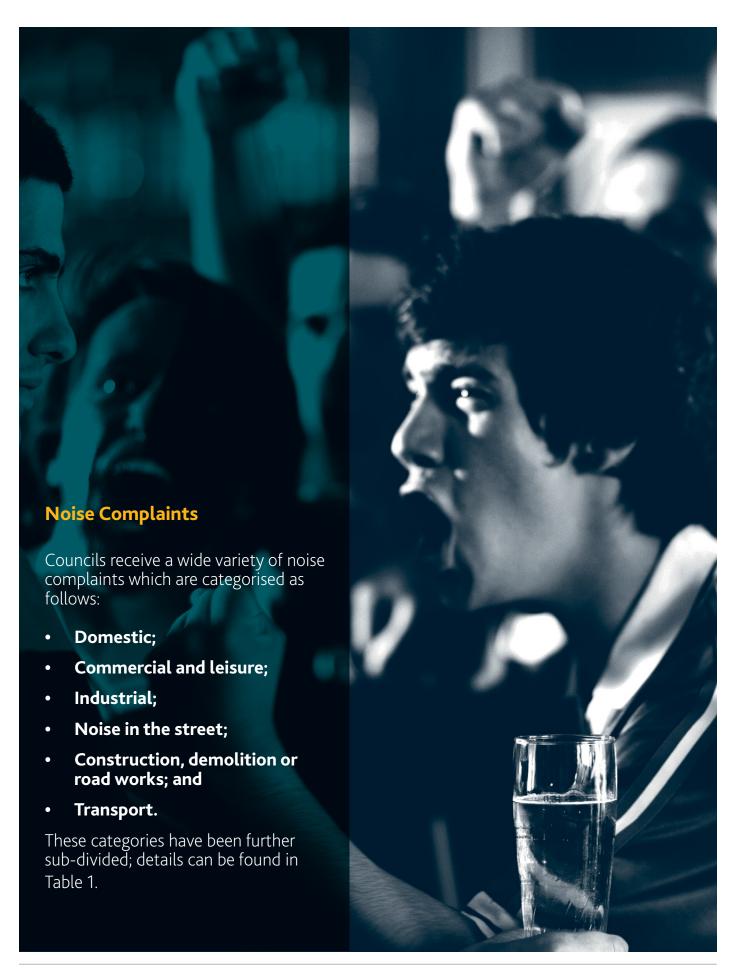
Noise

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 recent 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.who.int/quantifying_ehimpacts/publications/ e94888/en/



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 alarm².

Once on the premises, an authorised officer can take whatever steps are necessary to silence the alarm³. 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 force4.

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
- 3 Article 58 of the Clean Neighbourhoods and Environment Act (Northern
- Article 57 of the Clean Neighbourhoods and Environment Act (Northern

Key findings

COMPLAINTS

- 12,105 noise complaints received in Northern Ireland in 2016/17.
- 13% increase in the total number of complaints received compared to the previous year.

Figure 1 shows the number of complaints in each council area per 1000 people, based on mid 2016 population 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 occur in Belfast (20.4 complaints per 1000 people) and the fewest complaints per 1000 of population occur in Fermanagh and Omagh District Council (2.6 per 1000 persons).

NOTICES

- 11.4% increase in the total number of notices served by district councils.
- Similar numbers of notices have been served under the CNEA over the last 4 years (67 in 2016/17, 65 in 2015/16, 67 in 2014/15, and 69 in 2013/14.

Details of noise notices served by district councils are contained in Table 2.

61 of the 67 notices served this year under the CNEA related to noise from domestic premises. 46 of these notices were served in response to loud music, televisions or parties and 10 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.

Table 2 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 2016/17 were Belfast (7.9) and Newry, Mourne and Down (1.6).

Of the 12,105 complaints received, 4.7% (566 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 80.3% of all complaints this year, followed by complaints relating to commerce and leisure (7.8%), noise in the street (4.4%) and construction noise (3.1%). Figure 3 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		
	2015/2016	2016/2017
Loud music, television and parties	41%	43%
Animal noise	37%	38%
Other neighbourhood noise	17%	16%

Commercial and Leisure			
	2015/2016	2016/2017	
Entertainment premises	44%	48%	
Security alarms	17%	21%	
Other Shops and Offices	13%	10%	
Sport and leisure	11%	11%	

Industrial			
	2015/2016	2016/2017	
Industry, manufacturing and workshops	48%	57%	
Agriculture	39%	25%	
Wind Turbine (Individual)	10%	16%	
Wind Farm	3%	2%	

Noise in the Street			
	2015/2016	2016/2017	
Other	62%	57%	
Loudspeakers	5%	4%	
Antisocial behaviour	16%	16%	
Road Works	7%	12%	
Street performance/ public address	5%	11%	

Transport

The transport sector accounts for 2% of total noise complaints made in Northern Ireland in 2016/17.

	2015/2016	2016/2017
Road vehicles	34%	49%
Railways	20%	5%
Delivery vehicles	13%	13%
Vehicle horn/revving engine/exhausts	21%	25%

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 2016/17 Belfast City Council used the powers to silence alarms on eight occasions: five without force and on three occasions with force pursuant to a Magistrate's warrant.

Analysis since 2003/04

There has been an overall increase of 44% 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. They remained fairly steady until 2015/16 when a dip to 10,754 occurred (figure 2).

Full details of the annual changes by sector are illustrated in Figure 4. 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 5 to 10 show the changes in numbers of noise complaints across the various categories over the past 13 years.

Domestic				
	2015/2016	2016/2017	% Change	
Number of	8521	9720	14%	
complaints			increase	

Levels of domestic noise complaints increased notably between 2003/04 and 2006/07. 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	2016/2017	% Change
Number of complaints	828	945	14% decrease

Complaint numbers peaked in 2012/13 when 1124 were received.

Industrial				
	2015/2016	2016/2017	% Change	
Number of	261	281	8%	
complaints			decrease	

Industrial noise complaints are now 50% greater than they were in 2003/04 when 187 were received.

Noise in the Street			
	2015/2016	2016/2017	% Change
Number of	706	538	24%
complaints			decrease

Whilst a 24% decrease in complaints relating to noise in the street has occurred this year, complaints in this category are 179% greater than in 2003/04.

Construction			
	2015/2016	2016/2017	% Change
Number of	260	380	46%
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 94% rise in construction/demolition noise complaints since 2010/2011 (Figure 9).

Transport			
	2015/2016	2016/2017	% Change
Number of	178	241	35%
complaints			increase

Transport noise complaints make up only 4.4% of complaints this year and figures 3 and 8 provide a breakdown of the number of complaints by type of transport. 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

In 2016/17 Mid and East Antrim Borough Council introduced a Noise App. Once downloaded to a smartphone, the app allows individuals affected by neighbour noise to record noise experienced and submit it to the Environmental Health Department of the Council. The App replaces traditional log sheets used to record complaints and gives officers an audio recording of incidents which enables officers to identify more serious incidents and provides an indication of intensity, loudness and duration. There are safeguards built into the App which enables verification of the recording authenticity and prevents misuse of the App.

Causeway Coast and Glens Borough Council have been participating in the Nightsafe Portstewart project – a joint initiative between Council Officers and the PSNI which patrols residential student areas in Portstewart between 9pm and 4am. Patrols focus on issues including antisocial behaviour, noise nuisance, drinking in public places and personal and property safety.

A number of councils adopt a partnership approach, working with other bodies including the PSNI, Youth Justice Agency or NIHE to undertake joint patrols, share information (including provision of witness statements) and attend multi-agency Antisocial Behaviour Forums. Council Environmental Health Departments have also reported working closely with their Planning Departments when considering noisesensitive or noise generating development proposals.

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;
- Giving presentations at schools;
- Press releases during Noise Action Week to raise awareness; and
- Enclosing leaflets with dog licences and warnings regarding noise complaints.

Conclusion

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

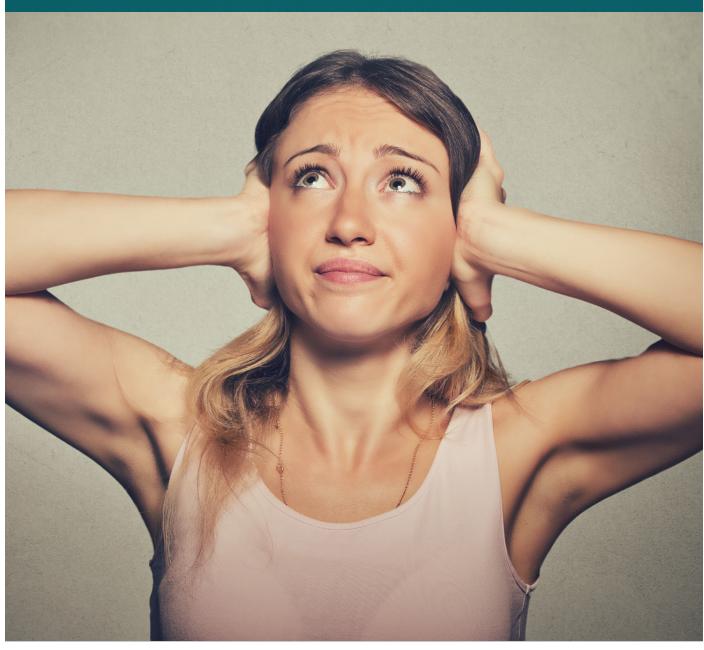


table 1

Total noise complaints received by district council 2016-17

	Cate	Category of Source														
		Indu	strial			Co	mme	rcial 8	k Leis	ure			D	omes	tic	
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	DIY	Music Televisions Parties	Animal Noise	House Alarms	Other Neighbour Noise
Antrim & Newtownabbey	11	5	2	1	10	3	1	2	6	5	41	5	104	262	2	72
Armagh, B'bridge & C'avon	24	8	5	0	13	9	1	2	1	2	3	3	144	476	9	59
Belfast	4	0	0	0	365	32	0	3	78	165	32	85	3458	820	181	1131
Causeway Coast & Glens	2	12	4	0	5	0	1	5	2	2	6	3	72	298	7	26
Derry & Strabane	26	15	4	0	12	2	0	3	2	1	6	1	56	306	8	39
Fermanagh & Omagh	8	1	13	2	7	0	1	0	3	2	4	1	34	144	2	45
Lisburn & Castlereagh	13	5	3	0	4	3	1	2	1	14	0	4	50	291	6	24
Mid & East Antrim	9	1	1	0	4	1	0	1	2	2	3	3	69	228	4	37
Mid Ulster	26	9	5	2	6	6	0	0	1	1	7	1	59	216	1	47
Newry, Mourne & Down	25	9	5	0	10	0	1	4	0	0	0	6	29	343	9	34
Ards & North Down	11	6	4	0	14	7	0	3	2	4	3	12	86	258	4	46
TOTAL	159	71	46	5	450	63	6	25	98	198	105	124	4161	3642	233	1560
				281							945					9720

table 1

Total noise complaints received by district council 2016-17 continued

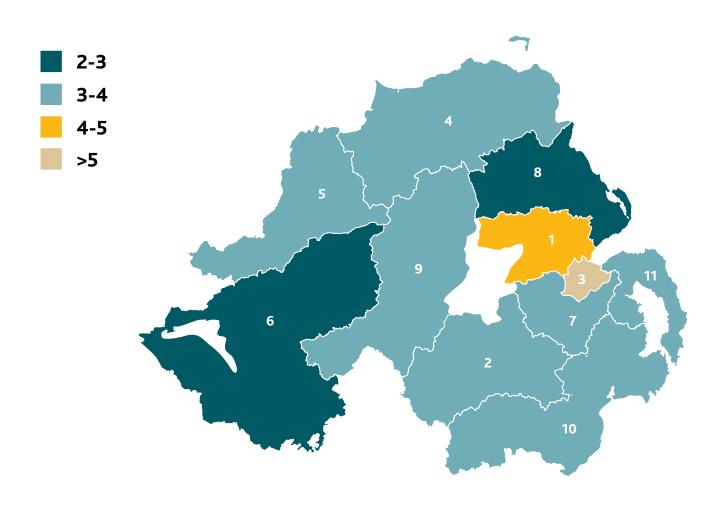
	Category of Source																
	Construction		Transport								Vois	e in	the S	Stree	t		
COUNCIL	Construction Sites Demolition Works Road Works	Road Vehicles	Railways	Civil Aircraft	Military Aircrafrt	Delivery Vehicles	Vehicle Alarms	Vehicle horns/revving engines/noisy exhausts	Loudspeakers	Road Works	Ice Cream Van Chimes	Street Traders	Street Performance Public Address	Children Playing	Antisocial Behaviour	Other	TOTAL
Antrim & Newtownabbey	32	2	1	2	0	5	0	0	1	0	0	0	0	1	1	1	578
Armagh, B'bridge & C'avon	17	8	1	0	0	0	1	12	0	0	3	0	0	4	21	5	831
Belfast	163	52	9	2	2	16	4	9	7	57	0	0	33	0	27	207	6942
Causeway Coast & Glens	25	4	0	1	0	0	0	14	0	0	2	0	13	3	12	0	519
Derry & Strabane	17	2	0	0	0	3	0	8	8	0	0	0	4	4	7	20	554
Fermanagh & Omagh	13	6	0	0	0	0	0	4	1	0	0	0	0	1	3	3	298
Lisburn & Castlereagh	22	7	0	0	0	1	0	3	1	1	0	0	3	2	2	5	468
Mid & East Antrim	6	1	0	0	0	0	0	2	0	4	1	0	1	2	3	3	388
Mid Ulster	20	3	0	0	0	3	1	9	2	0	0	0	0	1	8	4	438
Newry, Mourne & Down	19	32	0	0	0	2	5	0	0	0	0	2	2	0	0	39	576
Ards & North Down	46	1	0	1	0	2	0	0	0	0	2	0	1	0	0	0	513
TOTAL	380	118	11	6			11		20	62	8	2	57	18	84	287	12105
	380							241								538	

table 2

Notices served per 100 complaints received 2016-17

COUNCIL	Number notices served (CNEA & NA)	Number of notices per 100 complaints
Antrim & N'abbey	0	0.00
Armagh, B'bridge & C'avon	7	0.84
Belfast	547	7.88
Causeway Coast & Glens	0	0.00
Derry & Strabane	1	0.18
Fermanagh & Omagh	0	0.00
Lisburn & Castelreagh	0	0.00
Mid & East Antrim	1	0.26
Mid Ulster	0	0.00
Newry, Mourne & Down	9	1.56
Ards & North Down	1	0.19
TOTAL	566	4.68

Noise complaints per 1000 head of population 2016-17



- **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 2004-2017

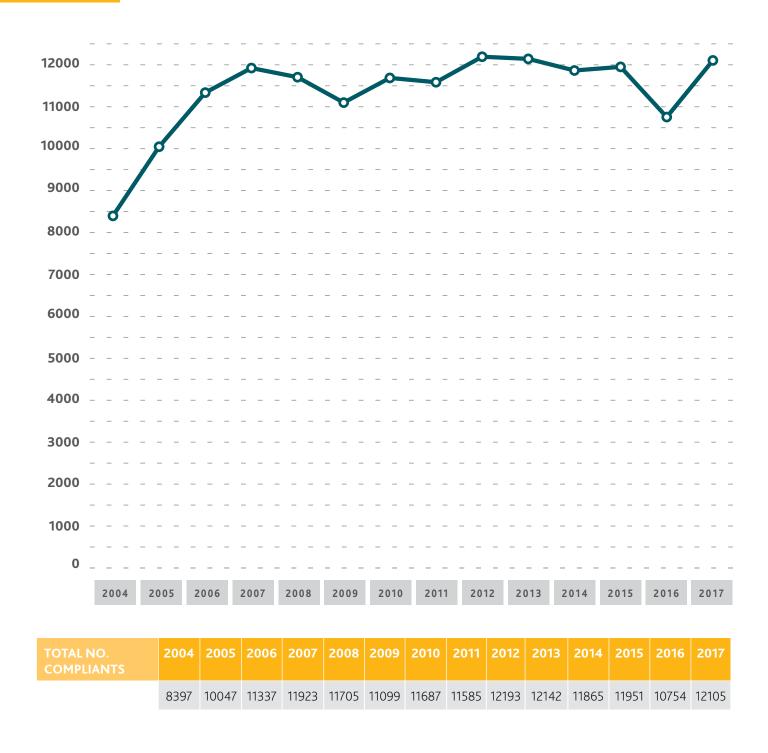
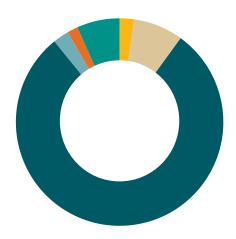
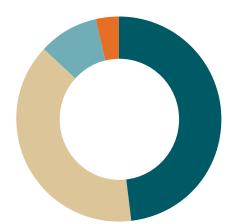


figure 3

Noise complaints by category 2016-17

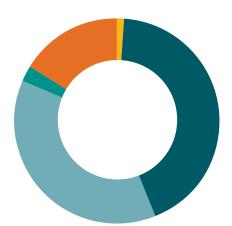


Domestic	80.30%
Commercial & Leisure	7.81%
Noise in Street	4.44%
Industrial	2.32%
Construction	3.14%
Transport	1.99%



INDUSTRIAL COMPLAINTS

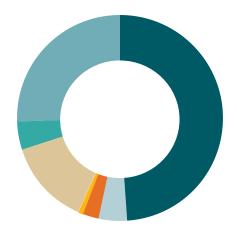
•	Industry Manufactuing Workshops	56.58%
	Agricultural	25.27%
	Wind Turbine (Individual)	16.37%
	Wind Farm	1.78%



DOMESTIC COMPLAINTS

Music Televisions Parties	42.81%
Animal Noise	37.47%
Other Neighbour Noise	16.05%
House Alarms	2.40%
DIY	1.28%

TRANSPORT COMPLAINTS



Road Vehicles	48.96%
Vehicle horns/revving engines/noisy exhaust	25.31%
Railways	4.56%
Delivery Vehicles	13.28%
Vehicle Alarms	4.56%
Civil Aircraft	2.49%
Military Aircraft	0.83%

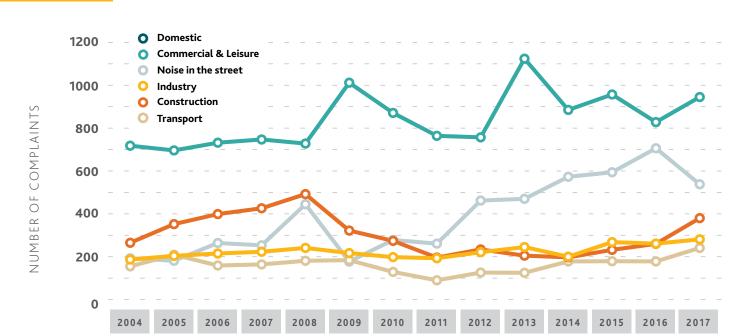
COMMERCIAL AND LEISURE COMPLAINTS

Entertainment Premises	47.62%
Security Alarms	20.95%
Other Shops & Offices	10.37%
Other	11.11%
Sports & Leisure	6.67%
Hot Food Bars Restaurants	2.56%
Petrol Stations Car Wash	0.63%

NOISE IN THE STREET COMPLAINTS

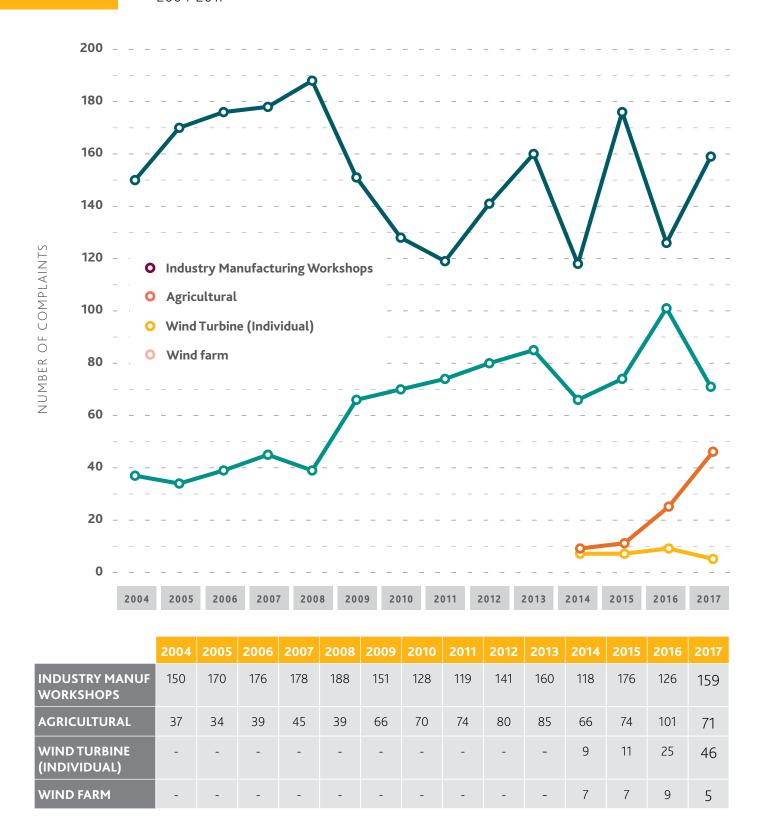
Other	53.35%
Antisocial Behaviour	15.61%
Road Works	11.52%
Street Performance Public Address	10.59%
Loudspeakers	3.72%
Children Playing	3.35%
Ice Cream Van Chimes	1.49%
Street Traders	0.37%

Total noise complaints comparison by category 2004-2017

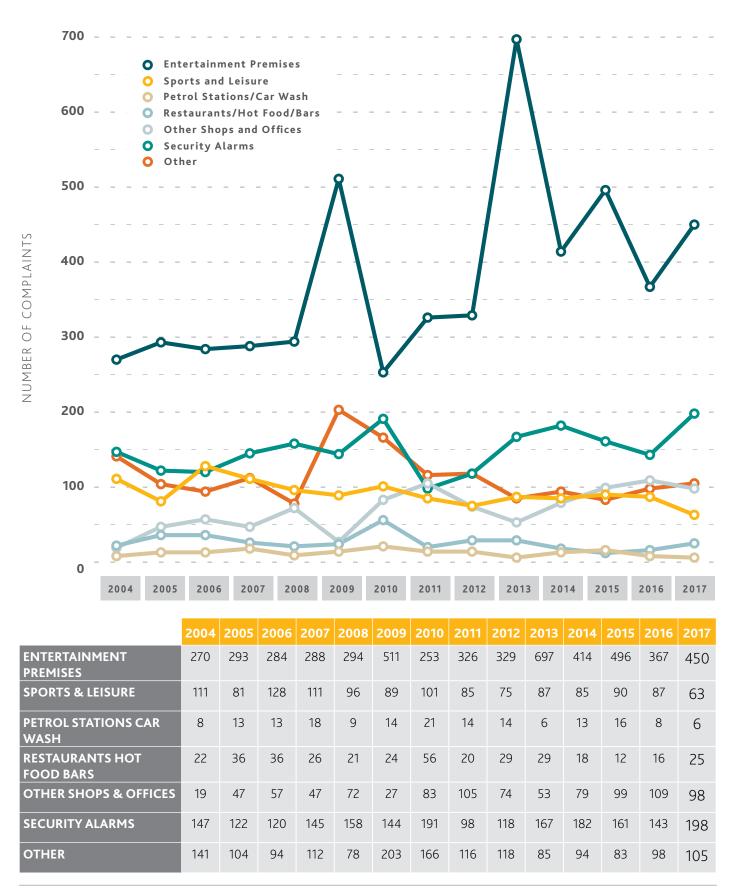


	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
INDUSTRY	187	204	215	223	241	217	198	193	221	245	200	268	261	281
COMM & LEISURE	718	696	732	747	728	1012	871	764	757	1124	885	957	828	945
DOMESTIC	6879	8405	9568	10110	9618	9187	9937	10081	10393	9973	9832	9721	8521	9720
CONSTRUCTION	265	352	399	426	492	322	274	196	234	205	197	232	260	380
TRANSPORT	155	209	159	164	181	184	129	90	126	125	178	179	178	241
NOISE IN STREET	193	181	264	253	445	177	278	261	462	470	573	594	706	538

Industrial noise complaints comparison 2004-2017

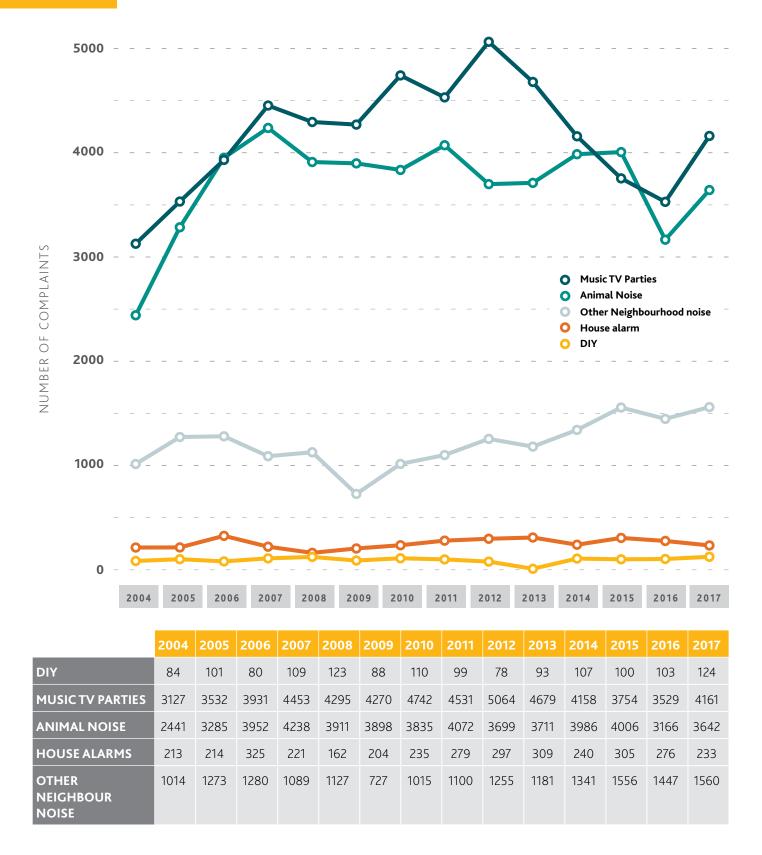


Commercial and leisure noise complaints comparison 2004-2017



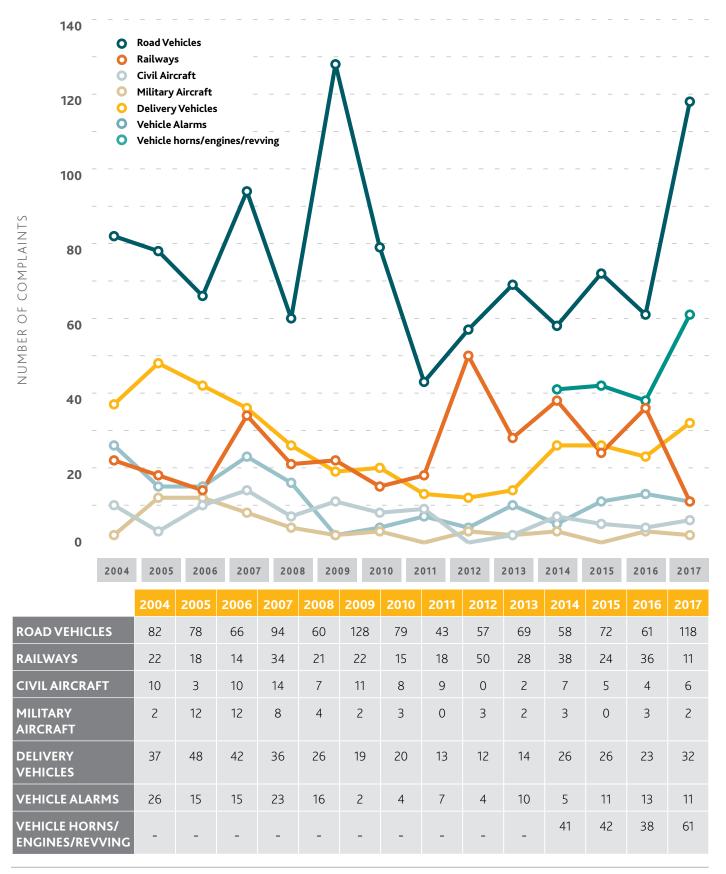
Domestic noise complaints comparison

2004-2017



Transport noise complaints comparison

2004-2017

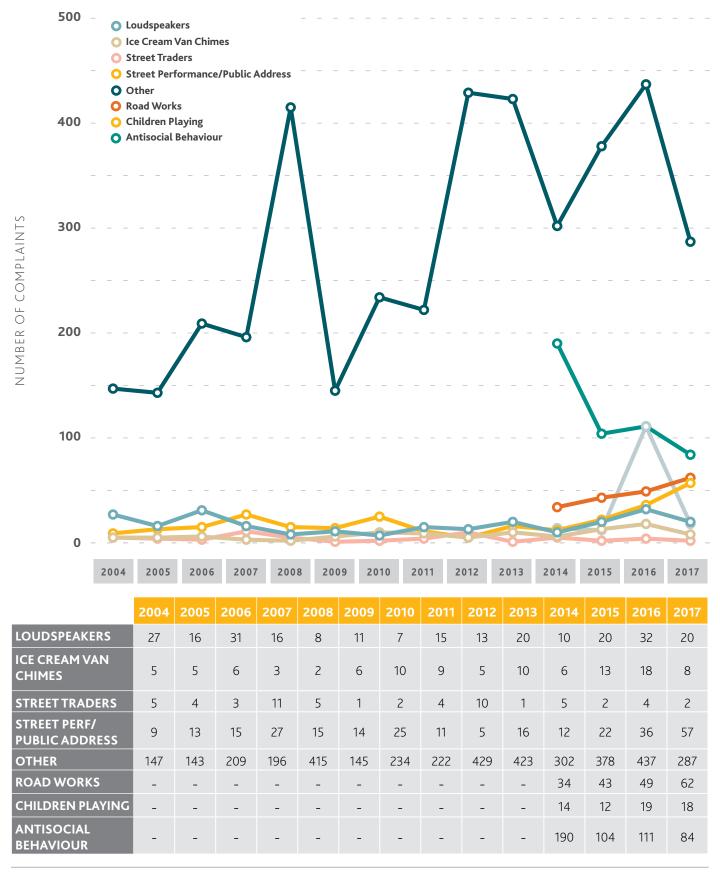


Construction noise complaints comparison 2004-2017



Noise in the street complaints comparison

2004-2017





NOISE COMPLAINT STATISTICS FOR NORTHERNIRELAND

2016 - 2017

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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