











Noise Complaint Statistics for Northern Ireland

2020 - 2021

Sustainability at the heart of a living, working, active landscape valued by everyone.





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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 Natural Environment Policy Division of the Department of Agriculture, Environment and Rural Affairs (DAERA) 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 2020 and 31 March 2021 and covers the period of the first UK lockdown brought in as a result of the COVID-19 pandemic. During this period 10,494 noise complaints were received in Northern Ireland. This is a 7.6% decrease in the total number of complaints received compared to the previous year.

There has been a 63.2% decrease in the number of notices served this year compared to last year (210 served this year and 570 served in 2019/20). There were two prosecutions for the 2020/21 year, compared to four prosecutions in 2019/20 and five in 2018/19.

The information in this report is an important indicator of the increasing public awareness of noise issues and the effectiveness of current noise controls. However, the impact of the COVID-19 restrictions on the reporting of this year's statistics should be borne in mind. 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. It also provides an insight into the impact of Covid-19 lockdowns and restrictions on noise complaints, which were in place throughout different periods of the 2020/21 reporting year.

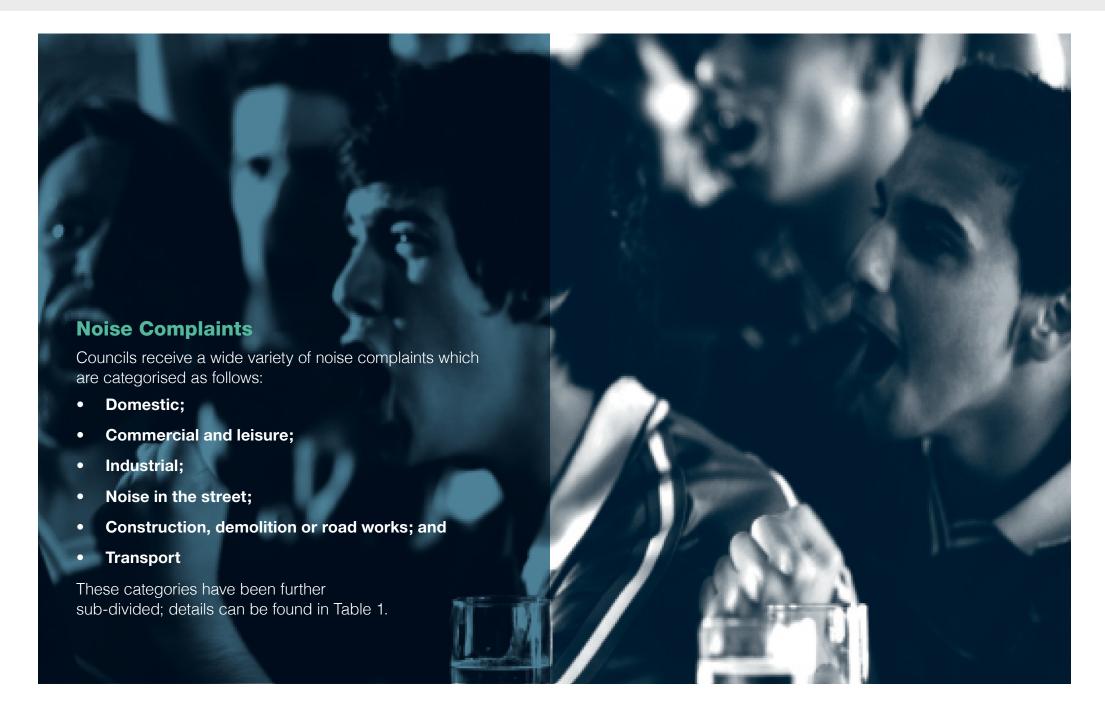
Noise

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.

A report published by the World Health Organisation (WHO)-Environmental Noise Guidelines for the European Union 2018¹ describes the public health burden from environmental noise. Exposure to noise can lead to auditory effects on health for example through direct injury to the auditory system, noise leads to auditory effects such as hearing loss and tinnitus. It can further lead to nonauditory effects on health as noise is also a nonspecific stressor that has been shown to have an adverse effect on human health, especially following long-term exposure. These effects are the result of psychological and physiological distress.

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.

¹ Environmental Noise Guidelines for the European Region (2018), xviii + 160 pages ISBN 978 92 890 5356 3



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 to not only existing noise, but also where noise is expected to occur or reoccur. There is no fixed level of noise that 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 introduced 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:

- 1. has been sounding continuously for more than twenty minutes or intermittently for more than 1 hour;
- 2. is likely to give persons living or working in the vicinity reasonable cause for annoyance; and
- 3. 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.

² Article 56 of the Clean Neighbourhoods and Environment Act (Northern Ireland) 2011.

³ Article 58 of the Clean Neighbourhoods and Environment Act (Northern Ireland) 2011

⁴ Article 57 of the Clean Neighbourhoods and Environment Act (Northern Ireland) 2011

Key findings

Complaints

- 10,494 noise complaints received in Northern Ireland in 2020/21.
- 7.6% decrease in the total number of complaints received compared to the previous year.

Figure 1 shows the number of complaints in each council area per 1,000 people, based on mid 2020 population estimates⁵. 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 (13.3 complaints per 1,000 people) and the fewest complaints per 1,000 of population occur in Newry, Mourne and Down District Council (2.2 per 1,000 persons).

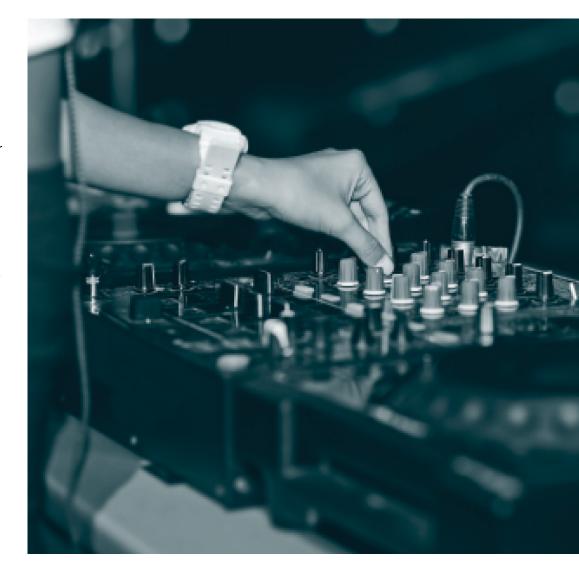
Notices

- 63.2% decrease in the total number of notices served by district councils.
- A total of 210 notices were served in 2020/21. 570 were served in 2019/20.

Of the 210 notices, 189 were served in Belfast. Of these 189, 172 were warning notices served on dwellings. In Belfast of the 17 served under CNEA, 15 were in respect of music/TV/parties, so again related to private dwellings.

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 2020/21 were Belfast (4.1), Armagh, Banbridge and Craigavon (1.0) and Mid and East Antrim (0.9).

Of the 10,494 complaints received none resulted in fixed penalty notices being served. This may 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 noisemaker, they rectify the problem quickly.



⁵ https://www.nisra.gov.uk/publications/2020-mid-year-population-estimates-northern-ireland

Analysis by noise source

Analysis of the data reveals that domestic noise accounted for 77% of all complaints this year, followed by complaints relating to commercial and leisure (7%), noise in the street (6%) and construction (4%)/Industry (4%). Figure 3 contains a 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			
	2019/20	2021/22	
Music, television and parties	44%	42%	
Animal noise	35%	35%	
Other neighbourhood noise	16%	18%	

Industrial			
	2019/20	2021/22	
Industry, manufacturing and workshops	39%	59%	
Agriculture	31%	31%	
Wind Turbine (Individual)	28%	9%	
Wind Farm	2%	1%	

Transport			
	2019/20	2021/22	
Road vehicles	35%	32%	
Delivery vehicles	12%	16%	
Vehicle horn/revving engine/exhausts	30%	32%	

Commercial and Leisure			
	2019/20	2021/22	
Entertainment	40%	11%	
premises			
Security alarms	17%	33%	
Other Shops and	12%	13%	
Offices			
Other	19%	17%	
Sport and leisure	10%	20%	

Noise in the Street			
	2019/20	2021/22	
Other	37%	24%	
Road Works	12%	7%	
Antisocial behaviour	22%	44%	
Street performance/ public address	19%	8%	

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 2020/21 Mid and East Antrim Council used the powers to silence alarms on one occasion: with force pursuant to a Magistrate's warrant. Belfast City Council used powers to silence alarms without force on three occasions.

Analysis since 2003/04

The total number of noise complaints in Northern Ireland in 2020/21 are 25% greater than the total number of noise complaints in Northern Ireland in 2003/04⁶. Noise complaints rose each year between 2003/04 and 2006/07 when they reached 11,923 complaints. Since 2006/07 the highest number of complaints received was for the 2018/19 year when they reached 12,563. The lowest number since 2006/07 has occurred in this reporting year (2020/21) with 10,494 complaints made (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 18 years.

Domestic				
	2019/20	2020/21	% Change	
Number of	9,178	8,046	12.3%	
complaints			decrease	

Levels of domestic noise complaints increased notably between 2003/04 and 2006/07. In 2003/04 6879 complaints were received. This rose to 10,393 in 2011/12 when complaints relating to domestic noise reached their peak. Domestic noise complaints have seen a steady decrease from 10,268 complaints in 2018/2019, to 8046 complaints in this reporting year (2020/21).

Commercial and Leisure					
	2019/20 2020/21 % Change				
Number of	944	705	25.3%		
complaints			decrease		

Complaint numbers peaked in 2012/13 when 1124 were received, in contrast to this reporting year when the number of complaints has been the lowest since 2004/05.

Industrial				
	2019/20	2020/21	% Change	
Number of	275	402	46.2%	
complaints			increase	

Industrial noise complaints are now at their highest since 2003/04 when 187 complaints were received.

Noise in the Street			
	2019/20	2020/21	% Change
Number of complaints	383	596	55.6% increase

After decreasing for four consecutive years complaints relating to noise in the street have reached their highest level since 2015/16. Complaints are now 209% higher for this category than in 2003/04.

Construction				
	2019/20	2020/21	% Change	
Number of complaints	379	467	23.2%	
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. 2020/21 saw a 138.3% increase in construction/demolition noise complaints in comparison to 2010/2011 (Figure 9). Noise complaints in this category are now at their highest since 2007/08.

Transport				
	2019/20	2020/21	% Change	
Number of	197	278	41.1%	
complaints			increase	

Transport noise complaints make up only 3% 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 this year (32%). Despite the variation in the number of complaints over the years, complaints are at their highest this year.

Impact of Covid-19 restrictions on Noise Complaints in 2020/21

In February 2020, the Covid-19 coronavirus pandemic began affecting Northern Ireland. To protect the population, a series of restrictions were imposed. These began with social distancing advice on 16th March, followed by lockdown which began on 23rd March. Under lockdown, people were told to work from home where possible, go out only for essential purposes, and to travel only if necessary. The lockdown restrictions remained in place throughout April and May 2020, with some being gradually eased in the following months. Further lockdowns were imposed at different periods between October 2020 and March 2021. These lockdowns restricted many activities including travel, business, and industry.

These restrictions resulted in Belfast City Council's Night-Time Noise Service being stood down between March and August 2020. Investigatory visits to premises by Council Officers were also not conducted for certain periods within the reporting year because of Government restrictions/advice and requirements.

Despite a 7.6% decrease in the total number of complaints received this year, eight out of eleven District Councils reported an increase in total noise complaints for this reporting year with many indicating this was a result of large proportions of the population working from home and spending more time at home in general. Noise complaints for certain sectors saw a significant increase compared to the previous reporting year. Complaints related to transport were up by 41%. This may have been a result of people working from home being exposed to noise that they hadn't previously noted and may also have contributed to the increase in complaints for industrial noise, construction noise and noise on the street.

Council initiatives to increase awareness and aid enforcement

Several District Councils utilise the Noise App. This app can be used to record and upload a noise nuisance which can be submitted to the Environmental Health Department for further investigation. As the App allows users to record noise nuisance as it happens, it can help to create a 'noise diary', which may provide supporting evidence to any noise complaint. It can also bring awareness of the noise complaint issue to the alleged perpetrator.

There is a useful introduction on the Noise App at this <u>link</u>. The App has proved to be a valuable tool during this reporting year when the councils were faced with lockdown and restrictions around contact with others and entry to people's homes.

To download the app go to the 'App Store' for iPhone users or the 'Play Store' for Android users. Search for 'The Noise App' and click 'Get' or 'Install' to download the app⁷.

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 Covid-19 pandemic has had an impact on noise complaints received in Northern Ireland with many businesses continuing to adopt working from home or hybrid working practices. This societal shift in how we work and live could potentially have an impact on noise complaints received in the future.

The Department of Agriculture, Environment and Rural Affairs considers that increasing education on noise prevention 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

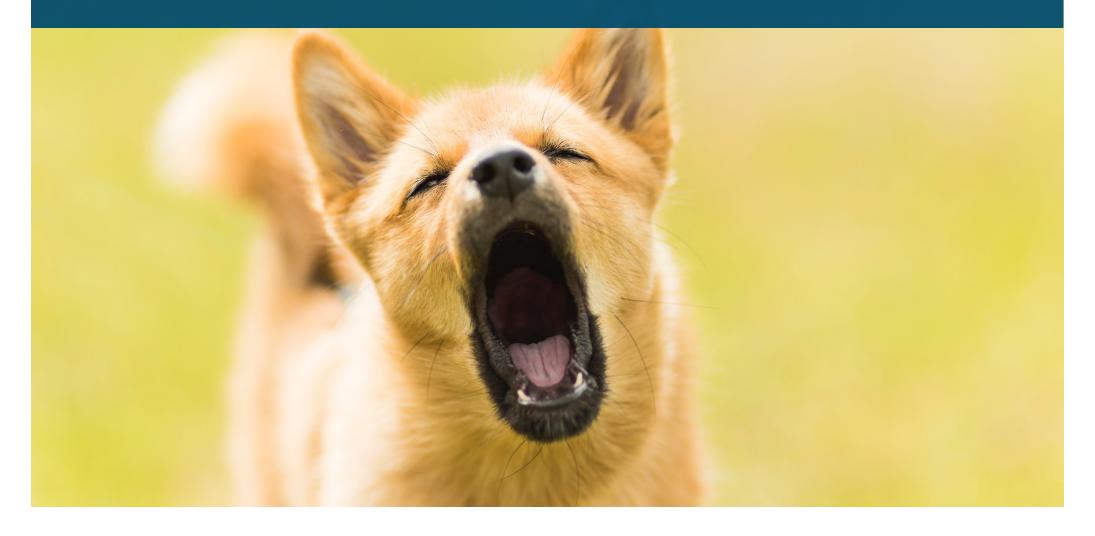


Table 1

Total noise complaints received by district council 2020 - 2021

	Category of Source															
		Indu	strial			Co	omme	rcial &	Leisu	re			D	omest	ic	
COUNCIL	Industry Manufacturing & 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	AIO .	Music/Televisions/Parties	Animal Noise	House Alarms	Other Neighbour Noise
Antrim & Newtownabbey	24	11	1	0	7	13	0	0	0	11	39	14	134	298	5	139
Armagh, Banbridge & Craigavon	55	13	6	0	4	6	4	14	6	8	2	2	186	359	6	84
Belfast	5	0	0	0	32	63	1	1	70	154	15	75	2183	405	196	745
Causeway Coast & Glens	11	14	4	0	4	7	0	0	1	7	11	6	112	246	9	55
Derry & Strabane	12	6	2	1	4	5	0	3	3	6	4	18	150	208	10	38
Fermanagh & Omagh	22	18	4	0	2	1	0	0	1	5	9	5	89	115	0	41
Lisburn & Castlereagh	22	8	3	0	1	5	0	1	0	8	6	8	154	270	8	73
Mid & East Antrim	11	11	0	3	5	6	1	6	2	7	6	8	114	212	3	119
Mid Ulster	42	12	1	0	16	22	0	0	1	0	8	7	96	195	2	27
Newry, Mourne & Down	20	9	15	0	4	3	0	1	0	1	0	3	50	207	4	23
Ards & North Down	12	22	2	0	0	8	4	7	6	24	23	21	127	261	9	112
TOTAL	236	124	38	4	79	139	10	33	90	231	123	167	3,395	2,776	252	1,456
				402							705					8,046

Table 1

Total noise complaints received by district council 2020 - 2021 (continued)

	Category of Source												•				
	Construction			Tra	anspo	ort					Noi	se in	the St	reet			
COUNCIL	Construction Sites/ Demolition Works Road Works	Road Vehicles	Railways	Civil Aircraft	Military Aircraft	Delivery Venicles	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	10	0	2	0	4	0	1	3	1	2	0	0	0	2	14	767
Armagh, Banbridge & Craigavon	27	7	0	0	0	3	0	18	2	0	3	9	1	4	26	17	872
Belfast	220	40	23	1	3	17	0	2	14	37	2	0	31	0	184	50	4569
Causeway Coast & Glens	14	3	0	0	0	1	0	14	2	0	3	0	2	4	13	10	553
Derry & Strabane	16	1	0	0	0	3	0	13	3	0	1	0	4	2	8	20	541
Fermanagh & Omagh	6	8	0	0	0	2	0	5	0	0	2	0	0	1	6	8	350
Lisburn & Castlereagh	45	10	0	0	0	4	1	8	3	2	1	0	1	2	10	8	662
Mid & East Antrim	33	0	1	2	0	3	0	10	3	1	2	0	0	1	0	3	573
Mid Ulster	15	7	0	0	0	4	0	10	5	0	0	0	1	21	0	0	492
Newry, Mourne & Down	24	1	0	0	0	2	22	0	0	0	0	0	0	0	0	13	402
Ards & North Down	35	3	0	0	0	2	0	7	3	2	0	1	5	3	12	2	713
TOTAL	467		24	5	3	45		88	38	43	16	10	45	38	261	145	10,494
	467							278								596	

Table 2

Notices served per 100 complaints 2020 - 2021

COUNCIL	Number notices served (CNEA & NA)	Number of notices per 100 complaints
Antrim & Newtownabbey	0	0.00
Armagh, Banbridge & Craigavon	9	1.03
Belfast	189	4.14
Causeway Coast & Glens	0	0.00
Derry & Strabane	0	0.00
Fermanagh & Omagh	0	0.00
Lisburn & Castlereagh	0	0.00
Mid & East Antrim	5	0.87
Mid Ulster	3	0.61
Newry, Mourne & Down	0	0.00
Ards & North Down	4	0.56
TOTAL	210	2.00

Figure 1

Noise complaints per 1,000 head of population 2020 - 2021

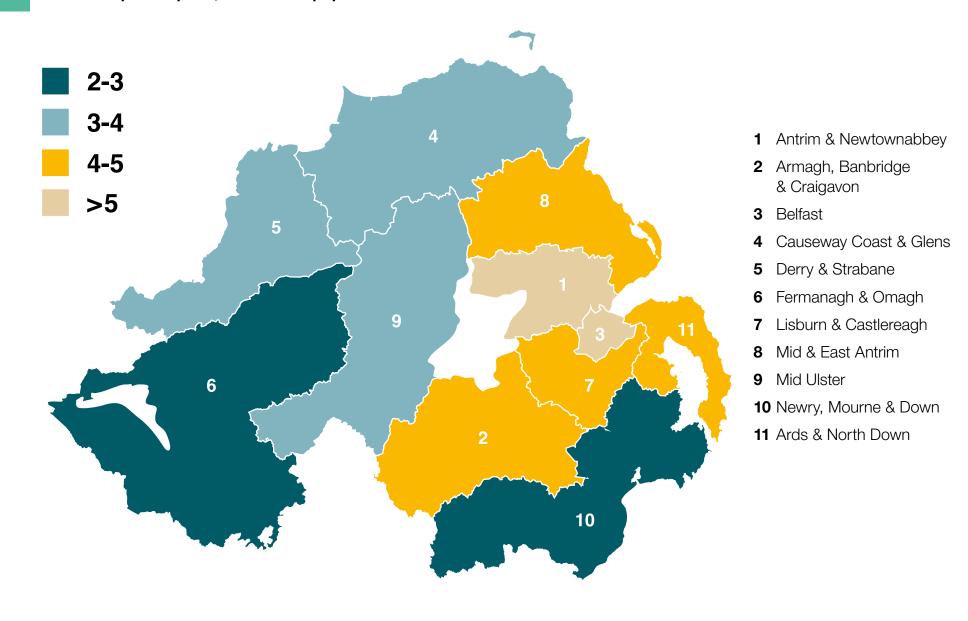


Figure 2

Total No.

Total number of complaints 2004 - 2021

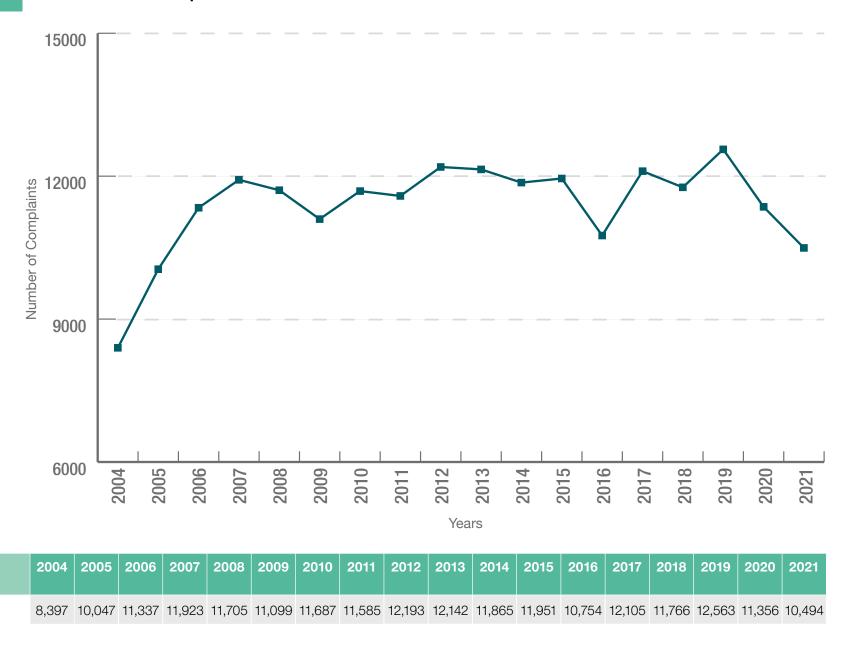
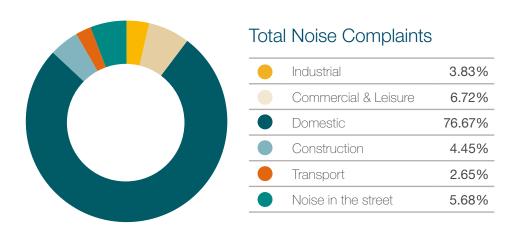
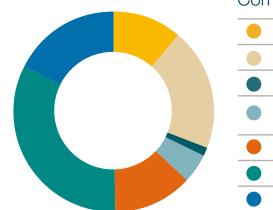


Figure 3

Noise complaints by category 2020 - 2021





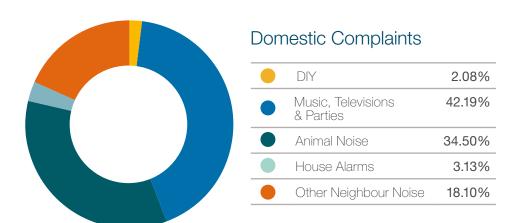
Commercial and Leisure Complaints

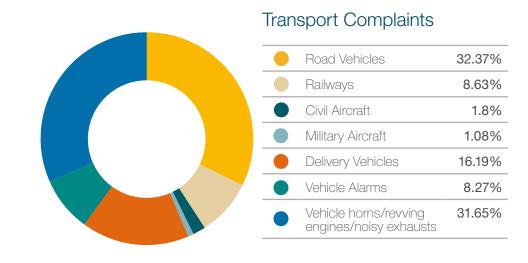
Entertainment Premises	11.21%
Sports & Leisure	19.72%
Petrol Stations/Car Wash	1.42%
Hot Food Bars Restaurants	4.68%
Other Shops & Offices	12.77%
Security Alarms	32.77%
Other	17.45%



Figure 3

Noise complaints by category 2020 - 2021 (continued)





Noise in the Street Complaints

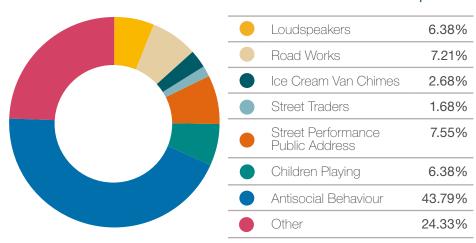


Figure 4

Total Noise Complaints Comparison by category 2004 - 2021

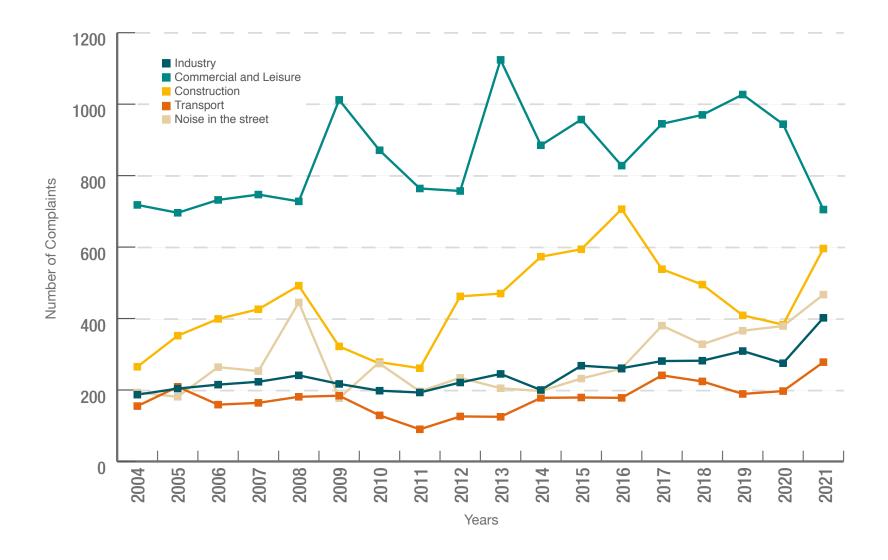


Figure 4 Total Noise Complaints Comparison by category 2004 - 2021 (continued)



Figure 5

Industrial Noise Complaints comparison 2004 - 2021



Figure 6

Commercial and leisure noise complaints comparison 2004 - 2021

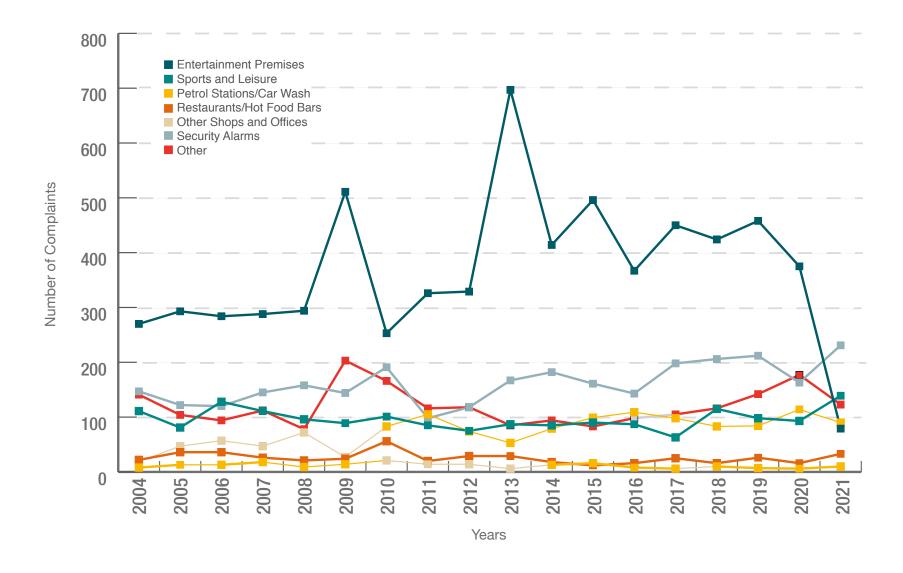


Figure 6

Commercial and leisure noise complaints comparison 2004 - 2021 (continued)

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Entertainment Premises	270	293	284	288	294	511	253	326	329	697	414	496	367	450	424	458	375	79
Sports & Leisure	111	81	128	111	96	89	101	85	75	87	85	90	87	63	115	98	93	139
Petrol Stations/Car Wash	8	13	13	18	9	14	21	14	14	6	13	16	8	6	10	7	6	10
Restaurants Hot Food/ Bars	22	36	36	26	21	24	56	20	29	29	18	12	16	25	16	26	16	33
Other Shops & Offices	19	47	57	47	72	27	83	105	74	53	79	99	109	98	83	84	114	90
Security Alarms	147	122	120	145	158	144	191	98	118	167	182	161	143	198	206	212	163	231
Other	141	104	94	112	78	203	166	116	118	85	94	83	98	105	116	142	177	123

Figure 7

Domestic noise complaints comaprison 2004 - 2021

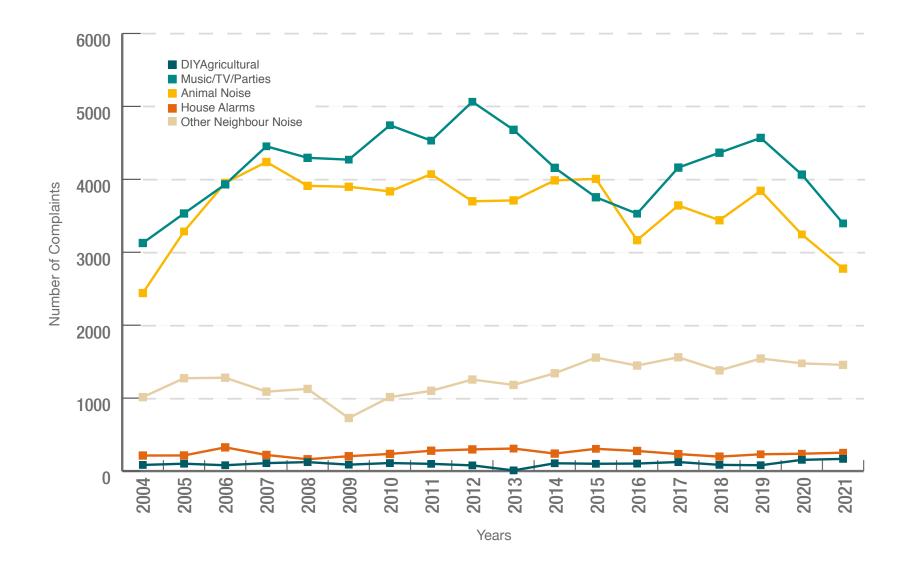


Figure 7

Domestic noise complaints comaprison 2004 - 2021 (continued)

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
DIY	84	101	80	109	123	88	110	99	78	9	107	100	103	124	85	80	154	167
Music/TV/ Parties	3,127	3,532	3,931	4,453	4,295	4,270	4,742	4,531	5,064	4,679	4,158	3,754	3,529	4,161	4,365	4,568	4,065	3,395
Animal Noise	2,441	3,285	3,952	4,238	3,911	3,898	3,835	4,072	3,699	3,711	3,986	4,006	3,166	3,642	3,439	3,842	3,244	2,776
House Alarms	213	214	325	221	162	204	235	279	297	309	240	305	276	233	198	230	238	252
Other Neighbour Noise	1,014	1,273	1,280	1,089	1,127	727	1,015	1,100	1,255	1,181	1,341	1,556	1,447	1,560	1,380	1,543	1,477	1,456

Figure 8

Transport noise complaints comparison 2004 - 2021

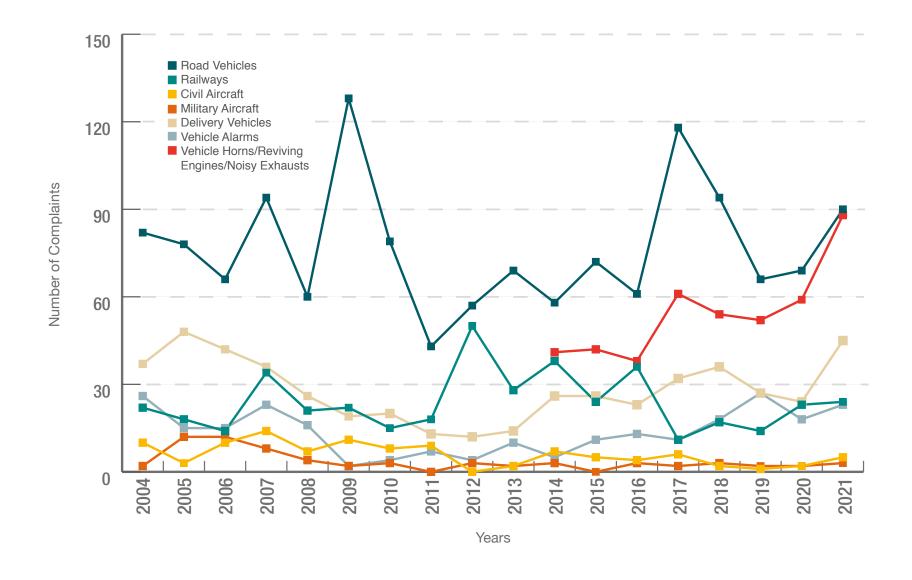


Figure 8

Transport noise complaints comparison 2004 - 2021 (continued)

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Road Vehicles	82	78	66	94	60	128	79	43	57	69	58	72	61	118	94	66	69	90
Railways	22	18	14	34	21	22	15	18	50	28	38	24	36	11	17	14	23	24
Civil Aircraft	10	3	10	14	7	11	8	9	0	2	7	5	4	6	2	1	2	5
Military Aircraft	2	12	12	8	4	2	3	0	3	2	3	0	3	2	3	2	2	3
Delivery Vehicles	37	48	42	36	26	19	20	13	12	14	26	26	23	32	36	27	24	45
Vehicle Alarms	26	15	15	23	16	2	4	7	4	10	5	11	13	11	18	27	18	23
Vehicle Horns/Engines/Revving	-	-	-	-	-	-	-	-	-	-	41	42	38	61	54	52	59	88

Figure 9

Construction noise complaints comparison 2004 - 2021



Figure 10

Noise in the street complaints comparison 2004 - 2021

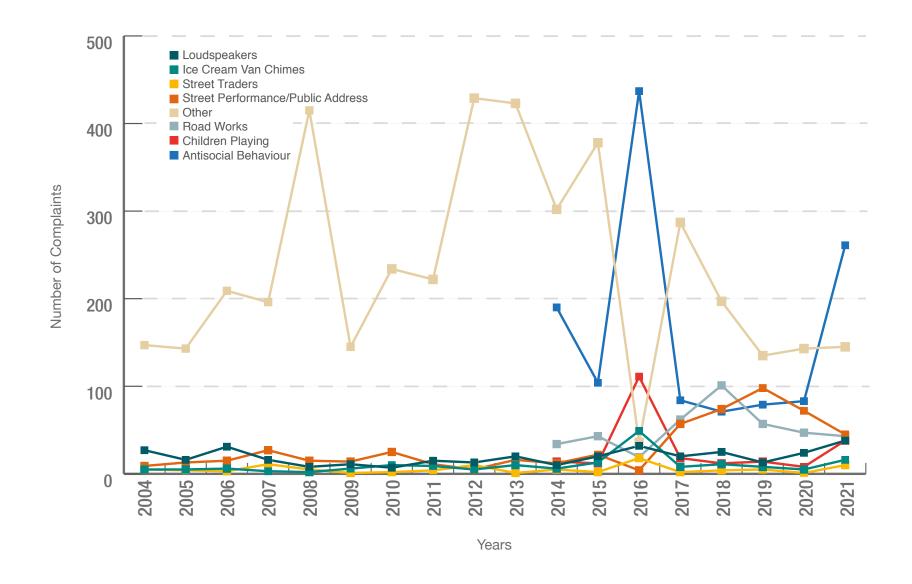


Figure 10

Noise in the street complaints comparison 2004 - 2021 (continued)

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Loudspeakers	27	16	31	16	8	11	7	15	13	20	10	20	32	20	25	13	24	38
Ice Cream Van Chimes	5	5	6	3	2	6	10	9	5	10	6	13	49	8	11	8	5	16
Street Traders	5	4	3	11	5	1	2	4	10	1	5	2	18	2	4	5	1	10
Street Performance/Public Address	9	13	15	27	15	14	25	11	5	16	12	22	4	57	74	98	72	45
Other	147	143	209	196	415	145	234	222	429	423	302	378	36	287	197	135	143	145
Road Works	-	-	-	-	-	-	-	-	-	-	34	43	19	62	101	57	47	43
Children Playing	-	-	-	-	-	-	-	-	-	-	14	12	111	18	12	14	8	38
Antisocial Behaviour	-	-	-	-	-	-	-	-	-	-	190	104	437	84	71	79	83	261

Noise Complaint Statistics for

Northern Ireland

2020 - 2021

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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Department of Agriculture, Environment and Rural Affairs

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