



Winchester
City Council

Housing Services

Anti-Social Behaviour Policy

2025-2028

Service Area

Housing Services

Policy Owner

Housing Services: Area Housing Manager

Policy Category

Regulatory – required to demonstrate compliance with landlord statutory duties, Regulator of Social Housing standards, and Housing Ombudsman requirements.

Version controls:

Version	Category	Trigger	Next review	Policy Owner	Date
1.0	Regulatory	New	1 st October 2028	Housing Services: Area Housing Manager	01 February 2026

If you require this policy in another format or language, please contact the Housing Service by emailing housing@winchester.gov.uk or calling **01962 848 400**.

Purpose

This policy sets out Winchester City Council Housing Services' approach to preventing, responding to, and resolving Anti-Social Behaviour (ASB) and Neighbourhood Nuisance. It should be read alongside the Housing Services Anti-Social Behaviour Procedure.

This Policy is implemented through the Housing Services **Anti-Social Behaviour Procedure (2025–2028)**, which provides operational guidance for staff in reporting, triaging, investigating, and resolving ASB cases.

The policy distinguishes between Anti-Social Behaviour requiring formal intervention and Neighbourhood Nuisance or lifestyle differences, which can often be resolved informally through early intervention and Good Neighbour Agreements / Acceptable Behaviour Agreements (ABAs).

Scope

This policy applies to all tenants, their household members, and any visitors to their home, whether they are the victim or the alleged perpetrator of anti-social behaviour.

Where the victim or alleged perpetrator is not a Council tenant or connected to a Council tenancy, we will signpost or refer the matter to the Community Safety Team or other appropriate agencies.

This policy also applies to Housing Services staff, contractors and partner agencies involved in ASB case management. Staff, contractors, and partner agencies should follow the operational steps outlined in the ASB Procedure when handling reports of ASB.

Policy Statement

Winchester City Council's Housing Services is committed to:

- Ensuring all residents can enjoy their homes and neighbourhoods in peace and safety.
- Preventing and addressing ASB to protect tenants, staff and the wider community
- Taking a victim-centred, proportionate, and fair approach to tackling ASB.
- Supporting tenants and residents to resolve minor issues informally where possible, including through Assessment, Mediation or Good Neighbour Agreements / Acceptable Behaviour Agreements (ABAs).
- Working in partnership with police, health and support teams to promote tolerance, respect, and understanding between neighbours
- Ensuring proportionate, evidenced based, legally compliant responses.
- Ensuring compliance with the Regulator of Social Housing Consumer Standards, Tenant Satisfaction Measures (TSMs), and the Housing Ombudsman Complaint Handling Code.

Understanding Anti-Social Behaviour (ASB)

Definitions



Anti-Social Behaviour (ASB) is conduct that causes, or is likely to cause, harassment, alarm or distress, or which creates nuisance or annoyance connected to a person's occupation of residential premises.

Not all behaviour that causes concern is ASB. These fall into Neighbourhood Nuisance or Lifestyle Differences.

Neighbourhood Nuisance or Lifestyle Differences are behaviours that may be annoying, inconvenient, or unpleasant but do not meet the legal threshold for ASB unless persistent, deliberate, or malicious.

The following **are** treated as ASB:

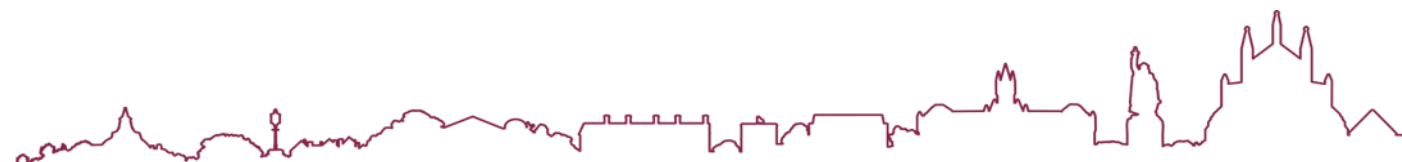
- Harassment, intimidation, bullying, or stalking
- Threats or acts of violence
- Hate incidents and hate crimes - targeting someone because of race, disability, religion, gender, or sexuality
- Persistent and excessive noise that disrupts daily life (e.g. loud music at night)
- Drug use, supply, or dealing in or near a property
- Criminal damage, graffiti, or vandalism
- Using a property for illegal purposes (e.g. storing stolen goods, prostitution, or organised crime)

These behaviours may lead to enforcement action, including injunctions, possession proceedings, working in partnership with relevant partner agencies, including the Police and health services.

Examples of issues **not** normally ASB:

- Cooking smells from nearby homes
- Noise from babies crying or children playing
- One-off parties or normal household noise such as doors closing, going up and down stairs or people talking.
- Bonfires (Housing Services will refer to environmental health guidance if persistent or toxic)
- DIY, noise of a vacuum cleaner or washing machine or gardening during reasonable hours
- Parking disputes (unless linked to threats, harassment, or repeated obstruction)
- Differences in lifestyles, working hours, or cultural practices
- Staring or 'dirty looks'
- Littering and dog fouling
- Resident CCTV or smart doorbells (unless installed or used in a way that is intrusive, targets individuals, or amounts to harassment)
- Social Media posts or text messages (unless persistent online harassment or threats directed towards neighbours, other residents, staff, or people connected to the locality of the property")

As a landlord, we will not usually intervene in these types of issues, as they are generally considered clashes of lifestyle. Wherever possible, we encourage residents to resolve such matters in a reasonable, adult manner through respectful conversations with their neighbours.



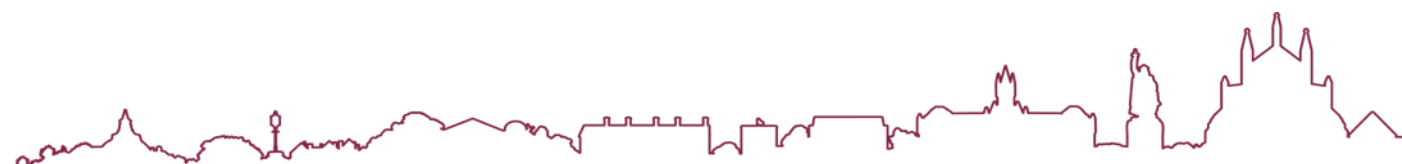
These issues are best resolved informally between neighbours, please refer to the Neighbour Nuisance Policy.

Examples of where we will **not** act.

- The alleged perpetrator is not a tenant, household member or a visitor to one of our properties. In these instances, we will signpost/refer to the Community Safety Team.
- There is not enough evidence or support from victims or witnesses
- We believe the complaints are malicious after investigation.

Roles and Responsibilities

Role	Responsibilities
Housing Officers/ASB Officers	<ul style="list-style-type: none">- Receive, triage and risk assess ASB reports.- Lead investigation, evidence collection, and communication with complainants and alleged perpetrators.- Facilitate informal resolution (mediation, Good Neighbour Agreements / Acceptable Behaviour Agreements (ABAs)).- Prepare legal case files where necessary.- Detailed step-by-step responsibilities are provided in the ASB Procedure
Area Housing Managers / Service Manager	<ul style="list-style-type: none">- Provide case supervision, reviews and quality assurance.- Approve legal actions, case closures, and referrals to external agencies.- Monitor consistency with policy, safeguarding and equality requirements.- Ensure training, learn from feedback and complaints, compliance and partnership engagement to drive continuous service improvement.
Residents/Tenants	<ul style="list-style-type: none">- Abide by tenancy conditions.- Report all genuine ASB concerns.- Not cause nuisance or Anti-Social Behaviour (ASB)- Respond constructively to concerns raised.- Engage with support services or interventions offered (e.g. substance misuse support, mediation, behaviour contracts).- Respect outcomes of investigations and cooperate with the Council in resolving issues.
Partner Agencies	<ul style="list-style-type: none">- Partners will be engaged for joint working where appropriate these include Police, Education, Hampshire Fire and Rescue Service, Community Safety, Environmental Health, Social Care, Mental Health Teams Mediation, Victim Support, Inclusion and voluntary sector- Share relevant information in line with data protection and safeguarding duties.



Complainants (Residents/Tenants Reporting ASB)	<ul style="list-style-type: none"> - Report ASB promptly, clearly, and truthfully. - Provide information or evidence where possible to help investigations. - Work with the Council on agreed action plans (e.g. completing incident diaries, attending mediation if appropriate). - Receive regular case updates, risk assessments completed and case priority consideration - Engage with referrals to support agencies - Understand that some issues may be classed as nuisance or lifestyle differences and may be best resolved informally. - Raise ASB Case Reviews, if they believe their complaint has not been dealt with effectively
Wider Community	<ul style="list-style-type: none"> - Wider tenants/residents – encouraged to uphold community standards and report concerns responsibly. - Resident panels or scrutiny groups – consulted in line with the Tenant Involvement and Empowerment Standard.
Safeguarding Leads	<ul style="list-style-type: none"> - The landlord recognises its duty to safeguard children, young people, and adults at risk who may be affected by ASB. - All staff must follow the landlord's Safeguarding Policy and report concerns to the Designated Safeguarding Lead. - Information will be shared with safeguarding partners (Children's Services, Adult Social Care, Police, Health) in line with statutory duties.
Community Safety Team	<ul style="list-style-type: none"> - Work jointly with Housing Services to gather information and evidence where disputes involve tenants and non-tenants.

Reporting Anti-social Behaviour

Tenants can report Anti-Social Behaviour (ASB) through a range of accessible channels. The Council aims to make reporting straightforward, supportive, and responsive so that residents feel confident raising concerns.

Emergencies

If the situation involves a crime in progress, immediate risk, or threat to life, residents must contact the Police on 999.

For non-emergency policing matters (noise, harassment, drug activity), residents should contact 101.

Telephone Reporting non-emergencies

Tenants can contact the Council's Customer Service Centre by calling 01962 848 400.

Details will be passed to the Housing Services Team to be logged and triaged.



Email Reporting

Residents may email housingtenancy@winchester.gov.uk to report ASB concerns about a tenant, victims or alleged perpetrators.

Email reports should include key details such as dates, times, location, the nature of the issue, and any known individuals involved. Officers will acknowledge the report and advise of next steps.

Online Reporting

ASB can be reported online using the Council's form, which also allows Tenants and residents to upload information or supporting details.

Submissions generate an acknowledgement and a case reference number for follow-up.

In-Person Reporting

Residents may speak to a Housing Officer directly by visiting the Council offices Monday to Friday, 10am–3pm or the Housing Services Team are available Monday to Thursday 9am-5pm and Friday 9am-430pm

This option can be particularly useful for vulnerable residents, those needing support to describe the issue, or individuals who prefer face-to-face communication.

Staff must follow the reporting, logging, and acknowledgement processes as detailed in the ASB Procedure.

Policy Principles

Shared Responsibility - We agree that safe neighbourhoods are everyone's responsibility.

Residents commit to being considerate neighbours and to trying informal conversations to resolve minor issues.

The Council commits to step in where ASB occurs or where extra support is needed.

Putting Victims First - We agree that people affected by ASB deserve dignity and support.

Residents commit to reporting issues promptly and helping us understand the impact.

The Council commits to making reporting easy, listening carefully, and signposting to appropriate support services.

Fair and Proportionate Responses - We agree that all action must be fair and balanced.

Residents commit to providing honest information and cooperating with agreed actions.

The Council commits to act in proportion to the seriousness of the behaviour and balancing the needs of victims, alleged perpetrators, and the wider community.

Prevention Comes First - We agree it is better to stop problems early.

Residents commit to engaging with Good Neighbour Agreements / Acceptable Behaviour Agreements

The Council commits to prioritising early intervention and preventing nuisance from escalating into ASB.



(ABAs) and early resolution where possible.

Working in Partnership - We agree that lasting solutions come from working together.

Residents commit to engaging positively with the Council, Police, and other services where appropriate.

The Council commits to coordinating joint action with Police, statutory agencies, voluntary organisations, and the local community.

Transparency and Accountability - We agree to be open and honest about how ASB is tackled.

Residents commit to constructive feedback and involvement in consultation.

The Council commits to monitoring performance through Tenant Satisfaction Measures (TSMs) and involving residents in reviews.

Equality and Safeguarding - We agree that everyone has the right to feel safe and be treated fairly.

Residents commit to respecting the rights and needs of others in their community.

The Council commits to act in line with the Equality Act 2010 and to consider safeguarding needs and vulnerabilities in every case.

Operational steps for investigation, interventions, and legal action are set out in the ASB Procedure

ASB Case Review

The ASB Case Review gives victims and communities the right to request a formal multi-agency review when they believe their reports of Anti-Social Behaviour (ASB) have not been adequately addressed.

If you believe your case has not been handled effectively by Housing Services, you are entitled to request an ASB Case Review. This can be activated through the Community Safety Team webpage. The full process is detailed in the ASB Procedure.

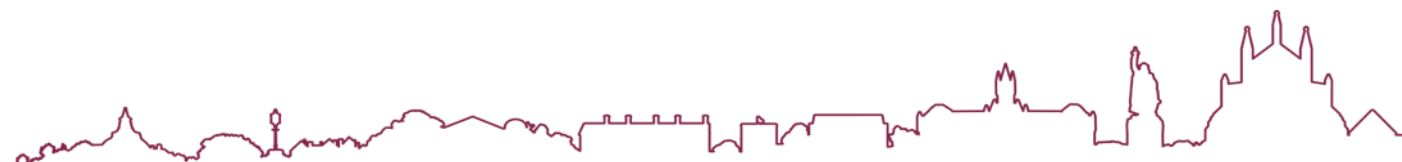
Resident Involvement

This policy has been developed and will continue to be reviewed in consultation with tenants, in line with Winchester City Council's Tenant Partnership and Influence Plan.

Feedback gathered through surveys and focus groups contributed to this final version. A summary of consultation feedback and responses is available on request

For further information on how to be involved please visit our webpage.

Winchester City Council Complaints Policy



Complaints will be handled in line with Winchester City Council's Housing Complaints Policy and the Housing Ombudsman Complaint Handling Code, which set out a clear, fair, and accessible process for resolving complaints.

You can make a complaint in any of the following ways:

- By completing the online complaints form
- By email to: customerservice@winchester.gov.uk
- By telephone: 01962 848 400
- In writing to: Winchester City Council, Colebrook Street, Winchester, SO23 9LJ
- By speaking directly to any council officer

If you remain dissatisfied after our response, you can escalate your complaint to the **Housing Ombudsman**, an independent service that reviews housing complaints across England. We aim to make the complaints process straightforward, fair, and transparent.

Recording and Information Management

When you report a problem, we record it on our secure housing case system.

We only collect, use, and share information that is relevant, necessary, and proportionate, as per the ASB Procedure.

We follow the Data Protection Act 2018, UK GDPR, and the Council's Data Protection and Privacy Policy.

Sometimes we work with other agencies (for example, the police or support services). We will only share your information with them if it is safe, legal and will help protect people or resolve the issue.

Performance Monitoring and Learning

We regularly check how well we are supporting safe and happy neighbourhoods by looking at:

- Tenant Satisfaction Measures (TSMs) especially how safe residents feel in their neighbourhood.
- How quickly, fairly, and effectively we deal with cases and outcomes.
- Annual reports on ASB performance and learning will be shared with senior management and tenant panels."
- Feedback, complaints and compliments from residents.

We learn from every case. If something could be done better, we share that learning with staff and update our ways of working.

We also review complaints and decisions from the Housing Ombudsman to make sure we follow best practice.

Staff must record and monitor case outcomes as detailed in the ASB Procedure to inform continuous service improvement.



Equality and Safeguarding Considerations

Everyone has the right to be treated fairly and feel safe at home. We also ensure reasonable adjustments are made for residents with additional needs or vulnerabilities

Please refer to our Corporate Equality, Diversity and Inclusion Policy for full details.

We follow the Equality Act 2010 and make sure we consider people's individual needs and circumstances - whether they are victims, witnesses, or accused of Anti-Social Behaviour (ASB).

We only take legal or formal action when it is fair and proportionate to do so.

If we think anyone (adult or child) is at risk of harm, we will always put their safety first and follow the Council's Safeguarding Policy.

Related Policies and Legislation

Legislation

- Housing Act 1985, 1996
- Anti-Social Behaviour, Crime and Policing Act 2014
- Crime and Disorder Act 1998
- Environmental Protection Act 1990
- Noise Act 1996
- Equality Act 2010
- Domestic Abuse Act 2021
- Protection from Harassment Act
- Data Protection Act 2018 / UK GDPR
- Safeguarding Adults Act (Care Act) 2014
- Children Act 1989 and 2004
- Regulators' Code 2014

Regulation and Standards

Regulator of Social Housing – Consumer Standards (2024):

- Neighbourhood and Community Standard – expectations for safe, clean neighbourhoods and collaborative working.
- Tenancy Standard – responsibilities for tenancy management and supporting positive behaviour.
- Transparency, Influence and Accountability Standard – ensures openness with residents.



- Safety and Quality Standard – requires safe, well-maintained homes.
- Social Housing (Regulation) Act 2023 – Strengthens proactive regulation, consumer standards, and Housing Ombudsman powers.
- Housing Ombudsman Complaint Handling Code (2024) – Sets requirements for fairness and effective complaint responses.
- Tenant Satisfaction Measures (TSMs) – Especially TSMs relating to neighbourhood management, ASB, and overall satisfaction.

Related Policies

- Anti-Social Behaviour (ASB) Policy
- Tenancy Management Policy
- Equality, Diversity and Inclusion Policy
- Safeguarding Policy (Adults and Children)
- Domestic Abuse Policy
- Complaints Policy

Governance and Review

The Housing Services Manager is responsible for ensuring this policy is implemented and reviewed.

This policy will be reviewed at least every three years, or sooner if legislation, guidance, or best practice changes.

Housing staff must follow the steps outlined in the ASB Procedure to ensure consistent application of this Policy. All housing staff are trained on anti-social behaviour, safeguarding, equality and legal powers, and they regularly update their training to keep residents safe.



Glossary of Terms

For procedural guidance on investigating and managing ASB cases, see the Housing Services Anti-Social Behaviour Procedure (2025–2028).

Council-managed housing – Properties owned and operated by Winchester City Council.

Tenant – An individual who holds a tenancy agreement with the Council to occupy a Council-managed property.

Household members – Individuals who live full-time in a tenant's property, whether listed on the tenancy or not.

Visitors – Anyone who is temporarily present at the tenant's property but does not live there.

Perpetrator – A person accused or responsible for engaging in anti-social behaviour.

Victim – A person affected, harmed, or distressed by anti-social behaviour.

Community Safety Team – The Council team responsible for supporting residents, addressing neighbourhood disputes, and offering community-based interventions.

Housing Officer – Council staff responsible for tenancy management, support, and enforcement.

Safeguarding – Measures taken to protect children and adults at risk from abuse or neglect.

Tenancy Agreement – The legal contract outlining the responsibilities and rights of both the Council and the tenant.

Statutory Agencies – Organisations with legal responsibilities, such as Police, Social Services, or Health Services.

Support Signposting – Directing victims, perpetrators, or households to appropriate support services.

Investigation – Any formal action taken to establish the facts of reported behaviour.

Enforcement Action – Legal or tenancy-related action taken by the Council in response to breaches of tenancy conditions.

Early Intervention – Preventative action taken to stop behaviour from escalating, such as mediation or warnings.

