

Anti-Social Behaviour Policy



Policy Name	Anti-Social Behaviour Policy
Policy Reference	THM04
Effective Date	1 st October 2026
Approved By	Harbour Light Board
Approval Date	1 st October 2026
Policy Owner/Dept	Tenancy & Housing Management
Policy Author	Peter McEleavey
Review Date	September 2029, or earlier if required
Version Number	1.0

Version	Date	Changes	Approver

Relevant National Standards or Regulations	• Data Protection Act 2018 and UK General Data Protection Regulation; • Regulator of Social Housing - Neighbourhood and Community Standard, effective from 1 April 2024; • Regulator of Social Housing - Consumer Standards Code of Practice; • Home Office - Anti-social behaviour powers: statutory guidance for frontline professionals, as updated; and • Housing Ombudsman Complaint Handling Code and relevant Housing Ombudsman learning on ASB and noise complaints.
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Relevant Legislation	• Anti-social Behaviour, Crime and Policing Act 2014; • Crime and Policing Act 2026, including relevant ASB provisions as and when they are brought into force; • Housing Act 1988 and other applicable tenancy and possession legislation; • Protection from Harassment Act 1997; • Crime and Disorder Act 1998; • Equality Act 2010; • Human Rights Act 1998; • Care Act 2014 and Care and Support Statutory Guidance; • Mental Capacity Act 2005; • Domestic Abuse Act 2021;
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Anti-Social Behaviour Policy

1. Purpose

Harbour Light Assisted Living CIC (Harbour Light) is committed to providing homes in which tenants, neighbours, staff, support workers, contractors and visitors can live and work without unreasonable nuisance, harassment, intimidation, abuse or harm. This policy explains how Harbour Light will prevent, receive, assess, investigate and respond to reports of anti-social behaviour (ASB) and hate incidents.

Harbour Light provides supported accommodation to adults who may have mental health needs, learning disabilities, autism or other vulnerabilities. Behaviour that causes concern may sometimes arise from, or be affected by, a tenant's disability, mental health, communication needs, distress or support needs. Harbour Light will therefore consider both the impact of the behaviour and the circumstances in which it occurs. We will work with the tenant's Support Company and other relevant professionals to identify support, reasonable adjustments and practical mitigation where these may reduce risk or prevent recurrence.

Support Companies are important partners in managing day-to-day issues, but they are not the landlord. Harbour Light remains responsible for deciding whether conduct amounts to a tenancy-management concern and for deciding and authorising all formal landlord action, including tenancy warnings and possession action.

The aims of this policy are to:

- make it straightforward for tenants and others to report ASB and hate incidents;
- respond according to risk, seriousness, vulnerability and impact rather than applying a fixed number of warnings or a fixed response time;
- support people affected by ASB and hate incidents and keep them appropriately informed;
- identify where behaviour may be linked to disability, mental health, learning disability, autism, trauma, substance misuse or other support needs and consider reasonable adjustments and support;
- work effectively with Support Companies, local authorities, the police, safeguarding services and other relevant partners;
- use prevention, support, environmental measures and informal interventions where these are safe and proportionate;
- take prompt formal or legal action where serious or persistent behaviour makes this necessary;
- ensure any enforcement or possession action is evidence-based, lawful, reasonable and proportionate; and
- protect Harbour Light's role as the final decision-maker for landlord enforcement.

2. Scope

This policy applies to all Harbour Light tenants and all Harbour Light properties in England. It also applies to reports affecting neighbours, visitors, Harbour Light staff, Support Company staff, contractors and other people where the alleged behaviour is connected with a Harbour Light tenant, tenancy, property or neighbourhood.



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The policy covers behaviour by tenants and, where relevant to the tenancy agreement, people for whom the tenant may be responsible, including visitors and guests. Each case will be assessed on its own facts and against the tenancy agreement in force at the time.

This policy should be read alongside Harbour Light's Adult Safeguarding Policy, Mental Capacity and Consent Policy, Eviction Policy, Eviction Procedure, Complaints Policy and the THM06-F01 Possession Action Proportionality and Vulnerability Assessment.

2.1 What Harbour Light means by anti-social behaviour

For housing management purposes, Harbour Light has regard to the definitions in the Anti-social Behaviour, Crime and Policing Act 2014. Depending on the circumstances, ASB may include conduct that has caused, or is likely to cause, harassment, alarm or distress; conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises; or conduct capable of causing housing-related nuisance or annoyance.

Examples may include, but are not limited to:

- serious or persistent noise nuisance;
- threats, intimidation, harassment, verbal abuse or aggressive behaviour;
- physical violence or threats of violence;
- hate incidents and hate crime;
- damage to property, vandalism or deliberate interference with safety measures;
- drug dealing, serious substance-related nuisance or criminal activity affecting the property or neighbourhood;
- alcohol-related behaviour that causes nuisance, intimidation or risk;
- misuse of communal areas, obstruction, persistent nuisance or unsafe behaviour in shared spaces;
- littering, fly-tipping or persistent waste-related nuisance;
- animal-related nuisance where a tenant is permitted to keep or have contact with an animal;
- sexual harassment or other harmful sexual behaviour;
- exploitation, cuckooing or other conduct involving the misuse of a vulnerable person's home; and
- other serious or persistent conduct that breaches the tenancy agreement and causes, or is likely to cause, significant nuisance, alarm, distress, harm or risk.

2.2 Behaviour that will not normally be treated as ASB

Not every disagreement, irritation or difference in lifestyle is ASB. Harbour Light will consider whether the behaviour is unreasonable and whether it is appropriate for a landlord to intervene. Matters that will not normally be treated as ASB, unless there are additional circumstances that materially change the impact or risk, include:

- ordinary household noise arising from reasonable day-to-day living;
- one-off disagreements or personality clashes without threats, harassment or a wider tenancy breach;



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- differences in lifestyle, routine or communication style that do not amount to unreasonable nuisance or harassment;
- reports based solely on dislike, prejudice, assumptions or unsubstantiated allegations; and
- matters that are primarily support, care, health or relationship issues and can be safely managed through support arrangements rather than landlord enforcement.

This does not mean Harbour Light will ignore the impact on others. Where behaviour does not meet the threshold for formal ASB action but is causing distress or tension, Harbour Light may work with the Support Company on support, communication, mediation where appropriate, environmental changes, risk management or other practical measures.

2.3 Hate incidents

Harbour Light treats hate incidents seriously. A hate incident is any incident that the victim, or another person, perceives to be motivated wholly or partly by hostility or prejudice connected with a protected or personal characteristic. This may include race, religion or belief, disability, sexual orientation, transgender identity, sex, age or another protected characteristic under the Equality Act 2010.

An incident does not have to amount to a criminal offence before Harbour Light can treat it as a hate incident or tenancy-management concern. Harbour Light will consider the victim's perception, the evidence available, the impact of the incident, patterns of behaviour and any wider safeguarding or community risk. Where a crime may have occurred, the victim will be supported to contact the police and Harbour Light may share information lawfully where necessary to protect people or support an investigation.

2.4 Domestic abuse

Domestic abuse is not treated simply as an ordinary neighbour dispute or as mutual ASB. Domestic abuse can occur between people who do not live together and can include abuse by a current or former intimate partner or family member. Harbour Light will have regard to the Domestic Abuse Act 2021 and will prioritise the safety and wishes of the person experiencing abuse, subject to safeguarding and other legal duties.

Where a report indicates domestic abuse, Harbour Light will consider immediate safety, safeguarding, safe methods of communication, appropriate specialist support and liaison with the police or local authority where appropriate. Harbour Light will not require a victim to confront the alleged perpetrator and will not use mediation between the victim and alleged perpetrator where this could increase risk. The fact that Harbour Light predominantly houses single adults does not remove the possibility of domestic abuse.

3. Responsibilities

3.1 Harbour Light Board

The Board is responsible for approving this policy and obtaining assurance that Harbour Light meets the relevant consumer standards. The Board will receive appropriate information on significant ASB themes, serious incidents, legal action, complaints and learning, while maintaining individual confidentiality.



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3.2 Chief Executive

The Chief Executive has overall executive responsibility for this policy and for ensuring that serious or high-risk cases are managed appropriately. The Chief Executive must authorise any decision to serve a possession notice or commence possession action arising from ASB, after considering the evidence, vulnerability, reasonable adjustments, alternative measures and the completed proportionality assessment.

3.3 Estate Operations Manager

The Estate Operations Manager is responsible for landlord management of ASB cases. This includes assessing evidence, deciding whether Harbour Light should issue a formal tenancy warning or other landlord intervention, coordinating with Support Companies and other agencies, ensuring reasonable adjustments are considered, and escalating cases where legal or possession action may be necessary.

3.4 Harbour Light staff

Harbour Light staff must:

- record reports accurately and distinguish fact, allegation, professional opinion and hearsay;
- consider immediate safety, safeguarding, vulnerability and communication needs;
- work with the relevant Support Company where appropriate;
- avoid promising a particular enforcement outcome before evidence has been assessed;
- keep appropriate records of decisions, actions and reasons;
- respect confidentiality and data protection requirements; and
- escalate serious, high-risk or repeated concerns to the Estate Operations Manager.

3.5 Support Companies

Support Companies are the primary day-to-day route for most ASB concerns because they are often best placed to understand the tenant's current presentation, support needs, mental health, learning disability or autistic behaviours, and to put immediate support or mitigation in place. They may:

- receive and record reports and incident information;
- respond to immediate on-site support or welfare needs;
- consider whether behaviour may be linked to mental health, disability, distress, medication, communication needs, environmental factors or support arrangements;
- review support plans and risk assessments and introduce practical mitigation where appropriate;
- speak with tenants about behaviour as part of support work;
- issue warnings or expectations under their own support arrangements where this is within their role, provided these are clearly distinguished from Harbour Light tenancy warnings;
- provide Harbour Light with factual incident records, witness information, risk information and relevant professional evidence;



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- support affected tenants and alleged perpetrators to understand and engage with the process; and
- request that Harbour Light consider formal landlord action where support-based measures are insufficient or the risk is serious.
- A Support Company does not decide whether Harbour Light will issue a tenancy warning, serve a notice, seek an injunction or pursue possession. Those are landlord decisions for Harbour Light.

3.6 Tenants

Tenants are expected to comply with their tenancy agreement and to behave reasonably towards neighbours, other tenants, staff, support workers, contractors and visitors. Tenants should provide accurate information when reporting ASB and, where reasonably possible, cooperate with agreed steps to help Harbour Light investigate and manage the case. Harbour Light will make reasonable adjustments where a disability or other need affects a tenant's ability to engage.

4. Legislation and Regulations

This policy is informed by the legislation, regulatory standards and statutory guidance listed in this document, as applicable to the circumstances of each case.

The Regulator of Social Housing's Neighbourhood and Community Standard requires registered providers to work with relevant partners to deter and tackle anti-social behaviour and hate incidents. It also requires registered providers to set out clearly their approach to hate incidents, enable ASB and hate incidents to be reported easily, keep tenants informed about the progress of their case, take prompt and appropriate action, and support tenants who are affected.

The Standard also requires registered providers to have a policy setting out how they recognise and effectively respond to cases of domestic abuse and to work co-operatively with relevant agencies. Harbour Light's approach to domestic abuse within an ASB case is set out in this policy and should be read alongside its Domestic Abuse Policy.

The Crime and Policing Act 2026 introduces changes to the legal powers available for tackling anti-social behaviour, including Respect Orders and changes to housing-related injunctions and other ASB powers. Relevant provisions will apply as and when they are brought into force. Harbour Light will review this policy when those provisions commence or otherwise materially change the legal tools available to it as a registered provider.

5. Procedures

5.1 Reporting ASB and hate incidents

The preferred route for most tenants is to report ASB to their Support Company in the first instance. This allows immediate consideration of support needs, mental health or behavioural factors, risk, and practical on-site mitigation. It also helps ensure that Harbour Light receives relevant incident records and contextual information where landlord action may be required.

However, Harbour Light will not prevent or discourage a tenant, neighbour or other person from contacting Harbour Light directly. A direct report will be accepted and assessed. Where



appropriate, Harbour Light will normally work with the relevant Support Company to investigate and manage the issue.

Harbour Light will not automatically refer a report back to a Support Company where doing so could create a risk, undermine confidentiality, compromise a safeguarding concern, prejudice an investigation, or where the complaint concerns the Support Company itself. In those circumstances Harbour Light will decide the safest and most appropriate route.

Reports may also be made by an advocate, appointee, family member, social worker, health professional, police officer or other representative, subject to appropriate consent, confidentiality and information-sharing considerations.

5.2 Immediate danger, crime and safeguarding

If there is an immediate risk to life or serious harm, the emergency services should be contacted on 999. Where a crime has occurred or is suspected, Harbour Light may encourage or assist the affected person to report it to the police. A police report is not a condition of Harbour Light accepting or investigating an ASB report.

Where a case raises an adult safeguarding concern, Harbour Light will follow its Adult Safeguarding Policy and will work with the local authority safeguarding service, police or other agencies as appropriate. Where the person affected may lack capacity in relation to a relevant decision, Harbour Light will have regard to the Mental Capacity Act 2005 and its Mental Capacity and Consent Policy.

5.3 Initial assessment and risk

Harbour Light will make an initial assessment of each report and will prioritise the response according to risk. There is no single fixed response time for all ASB cases. Serious or urgent matters will be acted on more quickly than low-level matters.

The initial assessment will consider, so far as known:

- what is alleged to have happened and whether the behaviour is ongoing;
- the seriousness, frequency and pattern of behaviour;
- whether there is violence, threatened violence, hate motivation, domestic abuse, exploitation, criminality or safeguarding risk;
- the impact on the person reporting, other tenants, staff, neighbours or the property;
- whether any person involved has a disability, vulnerability, mental health need, learning disability, autism, communication need or other support need;
- whether the alleged behaviour may be linked to a disability, health condition, distress or unmet support need;
- whether reasonable adjustments or immediate support measures are needed;
- what the Support Company has observed and what mitigation is already in place;
- whether there are risks to staff, support workers or contractors; and
- whether another agency is better placed to lead some or all of the response.



5.4 Investigation and evidence

The investigation will be proportionate to the seriousness of the case. Harbour Light may use information from the person reporting, the alleged perpetrator, Support Company incident logs, witnesses, police or local authority information, photographs, CCTV where lawfully available, property inspection records, correspondence, professional assessments and other relevant evidence.

Harbour Light will not treat an allegation as proven solely because it has been reported. Equally, a case does not necessarily require criminal-level proof before tenancy-management action can be considered. The weight placed on evidence will depend on its quality, consistency, relevance and reliability.

Where possible and safe, the alleged perpetrator will be given a fair opportunity to understand the concerns and respond before formal landlord action is taken. This may be modified where urgent action is needed, there is a serious safeguarding concern, domestic abuse is involved, or disclosure could place someone at risk or prejudice a police investigation.

5.5 Support, vulnerability and reasonable adjustments

Harbour Light will not assume that behaviour linked to disability or support needs should either be ignored or automatically enforced against. The effect on other people remains relevant, but the response must also consider why the behaviour is occurring and whether reasonable steps could reduce the risk or impact.

Depending on the case, Harbour Light and the Support Company may consider:

- reviewing the support plan or risk assessment;
- involving a social worker, community mental health team, care coordinator, advocate, appointee or other professional;
- changing the way information is explained or communicated;
- providing information in an accessible format or allowing additional time to understand and respond;
- agreeing clear behavioural expectations using plain language or visual prompts;
- adjusting meeting arrangements, location, timing or who is present;
- environmental measures or changes to routines that reduce triggers or conflict;
- additional support or closer monitoring for an agreed period;
- mediation where suitable and safe, but not where domestic abuse or an unacceptable power imbalance makes mediation inappropriate;
- a behaviour agreement or other structured plan;
- an internal move or alternative accommodation discussion where appropriate and realistically available; and
- referral to safeguarding, health, substance misuse, advocacy or other specialist services.
- Reasonable adjustments will be recorded and reviewed. If a proposed adjustment would not be reasonable, effective or safe, Harbour Light will record the reasons and consider alternatives.



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5.6 Hate incidents

Where a report is identified as a hate incident, Harbour Light will assess risk promptly, consider whether the person affected needs additional support or a safer method of contact, and work with the Support Company and relevant agencies. Harbour Light will consider patterns of behaviour, repeat victimisation and the cumulative effect of apparently minor incidents.

Harbour Light may take tenancy action even where the police do not prosecute, provided there is sufficient reliable evidence and landlord action is lawful and proportionate. Victims will be signposted to appropriate specialist support where needed.

5.7 Domestic abuse

Where domestic abuse is disclosed or suspected, Harbour Light will focus first on safety and will avoid action that could increase risk. Information will be shared only where lawful and necessary. Where appropriate, Harbour Light will liaise with the Support Company, local authority domestic abuse services, safeguarding services and the police, taking account of the victim's wishes unless there is a lawful reason to act without consent.

Harbour Light will not treat a victim's experience of domestic abuse as a tenancy breach merely because incidents have occurred at or around their home. Where the alleged perpetrator is a Harbour Light tenant, any tenancy action against that person will be considered separately on the evidence and circumstances. Domestic abuse cases may also require safeguarding action and specialist advice.

5.8 Informal and preventative interventions

Where risk permits, Harbour Light will normally seek to resolve problems at the lowest effective level. Measures may include:

- Support Company intervention or review of support arrangements;
- informal discussion or advice;
- a Harbour Light letter of concern;
- clear expectations about tenancy obligations;
- mediation or facilitated discussion where suitable;
- behaviour agreements;
- environmental or security measures;
- referrals to relevant services or agencies; and
- joint case meetings with the Support Company and other professionals.

Harbour Light does not operate a rule that every case must receive a set number of warning letters. The appropriate response depends on the seriousness, risk, evidence, recurrence, impact, previous interventions and the individual circumstances of the people involved.

5.9 Formal tenancy warnings

Only Harbour Light may issue a formal warning under the tenancy agreement. The Estate Operations Manager will decide whether a warning is appropriate after reviewing the available evidence and context.

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A formal warning will normally explain the behaviour of concern, the relevant tenancy obligation, what must change, any support or adjustment available, and the possible consequences of further or continued breach. Harbour Light will make reasonable efforts to ensure the tenant understands the warning, including through the Support Company or an advocate where appropriate.

Support Company warnings under a support plan or behavioural arrangement are separate from Harbour Light tenancy warnings and must not be presented as landlord enforcement.

5.10 Multi-agency working and legal tools

Harbour Light may work with the police, local authority ASB teams, environmental health, safeguarding services, health professionals, commissioners, Support Companies and other relevant agencies. Depending on the circumstances and the powers available at the time, possible measures may include tenancy enforcement, injunctions, closure-related measures, police or local authority powers, or other civil or criminal remedies.

Harbour Light will obtain legal advice where appropriate before using significant legal powers. The availability of a legal power does not mean it must be used; the proposed action must still be necessary, appropriate and proportionate.

5.11 Possession and eviction

Possession action is a serious step and will normally be considered only where the behaviour is sufficiently serious or persistent and other reasonable measures have not resolved the situation, or where the risk is so severe that immediate escalation is justified.

Before a decision to serve a possession notice for ASB, Harbour Light will use the THM06-F01 Possession Action Proportionality and Vulnerability Assessment, or any replacement approved form. The assessment will consider the tenant's disability, vulnerability and support needs; any connection between those needs and the behaviour; reasonable adjustments and support already tried; the impact on others; the likely impact of possession on the tenant; available alternatives; and whether possession is proportionate.

The Support Company may provide evidence and may request that Harbour Light consider possession action, but it does not make the landlord's decision. The Chief Executive must authorise any decision to serve a possession notice or commence possession action. Harbour Light will follow the Eviction Policy, Eviction Procedure, applicable pre-action requirements and current possession law.

5.12 Keeping people informed

Harbour Light will keep the person reporting ASB appropriately informed about the progress of the case. The frequency and method of updates will depend on the case and any agreed reasonable adjustments. Harbour Light will not disclose confidential personal information about another tenant, details of support or health information, or enforcement information that it is not lawful or appropriate to share.



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Where a Support Company is the main contact point, Harbour Light may agree with the tenant that routine updates are provided through that Support Company. This does not remove the tenant's right to contact Harbour Light directly.

5.13 Case closure and recurrence

A case may be closed where the behaviour has stopped, risk has reduced to an acceptable level, the matter is being managed through another appropriate route, there is insufficient evidence for further landlord action, or all reasonable and proportionate action has been completed. Where appropriate, Harbour Light will explain the closure decision to the person who reported the matter and advise how to report further incidents.

A closed case may be reconsidered if further information or incidents arise. Previous history may be relevant, but Harbour Light will also consider the age, nature and relevance of earlier incidents and any sustained period of improvement.

5.14 Complaints and ASB Case Review

A complaint about how Harbour Light has handled an ASB case is separate from the ASB investigation itself. Tenants may use Harbour Light's Complaints Policy if they are dissatisfied with the service, communication, delay, decision-making process or other aspects of Harbour Light's handling of the case. Making a complaint will not automatically stop necessary safety or tenancy-management action.

The Anti-social Behaviour, Crime and Policing Act 2014 provides for an ASB Case Review, formerly known as the Community Trigger, where the locally set threshold is met. This is administered through local arrangements rather than by Harbour Light alone. Harbour Light will signpost eligible people to the relevant local authority or partnership process and will cooperate with a Case Review where requested.

5.15 Recording, confidentiality and information sharing

Harbour Light will keep proportionate records of ASB reports, evidence, risk assessments, decisions, warnings, adjustments, referrals and outcomes. Records must distinguish clearly between allegations, verified facts, opinions and decisions.

Personal information will be handled in accordance with data protection law and Harbour Light's information governance policies. Information may be shared with Support Companies, police, local authorities, safeguarding services, health professionals or other agencies where there is a lawful basis and the sharing is necessary and proportionate. Harbour Light will not promise absolute confidentiality where information may need to be shared to protect someone from harm or meet a legal obligation.

6. Review and Updates

This policy will normally be reviewed at least every three years. It will be reviewed sooner where there is a significant change in legislation, regulatory standards, statutory guidance, Harbour Light's operating model or learning from serious cases, complaints, safeguarding concerns or legal proceedings.

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An early review will be undertaken when relevant anti-social behaviour provisions of the Crime and Policing Act 2026, including Respect Orders and changes to civil ASB powers affecting registered providers, are brought into force or materially change Harbour Light's available legal tools.

The next scheduled review is September 2029, subject to earlier review as above. The Policy Owner is Tenancy & Housing Management. Any substantive revision will be approved through Harbour Light's policy governance arrangements.

Related Harbour Light documents

THM06 Eviction Policy;
HL Eviction Procedure;
THM06-F01 Possession Action Proportionality and Vulnerability Assessment;
THM05 Domestic Abuse Policy;
STW01 Adult Safeguarding Policy;
STW02 Mental Capacity and Consent Policy;
Complaints Policy and Procedure; and
relevant tenancy agreements and support arrangements.