



ASB Policy

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Purpose

This policy sets out Wigan Council's approach to preventing, investigating, and resolving antisocial behaviour (ASB) across the borough. It aligns with the ASB Resolution Model, statutory guidance, and the Council's corporate landlord responsibilities. The policy supports community resilience and aims to protect residents' wellbeing through proportionate, evidence-led interventions.

Scope

This policy applies to:

- Council tenants, private tenants, owner-occupiers, and visitors
- All council-managed housing stock and neighbourhoods
- Public spaces and communal areas

Strategic Alignment

The policy supports the Progress with Unity strategy (Mission 2 – Make all our towns and neighbourhoods flourish for those who live and work in them).

We aim to do this by: -

- Seeing the person
- Listening deeply
- Knowing the place
- Showing our love and pride
- Doing the right thing (meaning fair, proportionate and resident-centred decision making)
- Connecting to our neighbourhoods

This policy complements:

- ASB Resolution Model (V6)
- Enforcement Policy (2025)
- Tenancy Management Policy (2025)
- Neighbourhood Management Policy (2025)

Legislative Framework

This policy is underpinned by a range of legislation that guides how you prevent and respond to anti-social behaviour. The primary Acts are listed below; this is not an exhaustive list.

Primary legislation

- **Anti-social Behaviour, Crime and Policing Act 2014**
Provides the core modern ASB powers including Civil Injunctions, Community Protection Notices, Closure Powers, Public Spaces Protection Orders, and the Absolute Ground for Possession.
- **Environmental Protection Act 1990**
Sets out statutory nuisance provisions, including noise, waste, smells, and other environmental conditions that may constitute ASB.
- **Housing Act 1985**
Establishes secure tenancy arrangements and related powers, including grounds for possession linked to ASB.
- **Housing Act 1996**
Introduces introductory and demoted tenancies and further grounds for possession connected to ASB.
- **Housing Act 2004**
Provides a framework for property licensing and enforcement where conditions are linked to crime or ASB.
- **Crime and Disorder Act 1998**
Establishes local Community Safety Partnerships and the duty on public bodies to consider crime and disorder impacts in their functions.
- **Equality Act 2010**
Sets out responsibilities to ensure that responses to ASB are fair, proportionate, and compliant with the Public Sector Equality Duty, including making reasonable adjustments where required.

Definition of ASB

ASB is behaviour that causes or is likely to cause harassment, alarm, distress, nuisance, or interference with the peaceful enjoyment of a home or neighbourhood.

- **Personal ASB:** Targeted harassment or intimidation
- **Nuisance ASB:** community-wide disturbances such as noise, drug misuse, vehicle nuisance, animal-related issues
- **Environmental ASB:** damage or misuse of public spaces, including fly-tipping, graffiti, dog fouling, smoke nuisance.
- **Housing-related ASB:** persistent noise within or around the home, misuse of communal areas, intimidation or harassment of neighbours, or behaviour undermining peaceful enjoyment of the home.

A distinction is made between antisocial behaviour and tenancy breaches. Tenancy breaches relate to failures to comply with tenancy conditions and may not impact other people. While some tenancy breaches may also constitute ASB where they cause nuisance or harm to others, they are primarily managed through tenancy management processes rather than the ASB Resolution Model.

Guiding Principles

- Evidence-led decision-making.
- Neutrality until facts are established.
- Proportionality based on severity, impact, and risk.
- Restorative-first approach, with informal resolution preferred before enforcement.
- Safeguarding-aware, including individual vulnerability and neurodivergence.
- Equality and accessibility
- Transparency in process, rights, and outcomes
- Support for community resilience and tolerance
- Positive use of public space
- The Council recognises that children and young people have a right to safely access and enjoy public spaces. Activities such as gathering, socialising, and informal recreation (including ball games) are a normal and positive use of parks, open spaces, and neighbourhood environments.
- These activities will not be considered antisocial behaviour unless they result in persistent nuisance, damage, intimidation, or harm to others.
- The Council will balance the needs of residents with the importance of accessible space for young people.

Accessible Communication and Support

Wigan Council is committed to ensuring that all ASB-related communications and processes are accessible to residents, including those with disabilities, language barriers, or other support needs. All actions taken under this policy will be carried out in accordance with the Equality Act 2010.

Residents can request ASB-related information or documents in alternative formats.

To request an accessible format or support with ASB communications, residents can:

- Call the Council's Customer Services Team on 01942 404364
- Email: customerservice@wigan.gov.uk
- Visit: www.wigan.gov.uk/ContactUs
- Or request it directly from their appointed case officer (where applicable)

Requests will be handled promptly and sensitively. Where appropriate, officers will work with relevant support services to ensure fair and inclusive engagement.

Resident-Facing Guidance and Expectations

To support transparency, Wigan Council provides clear resident-facing information on antisocial behaviour on its [website](#). This includes:

- what ASB is and is not
- how to report ASB and what information is needed.
- what residents can expect at each stage of the ASB Resolution Model
- how decisions are made and how evidence is assessed
- how to challenge decisions through complaints or an ASB Case Review
- links to tools such as the Noise App, Nuisance Diary Sheets, and Dear Neighbour cards

Residents are expected to report responsibly, provide accurate information, and engage respectfully.

The Council will act fairly, proportionately, and keep residents informed throughout.

Reporting Anti-Social Behaviour

- **Emergency:** If someone is in immediate danger, call 999.
- **Crime or crime-related incidents:** Contact Greater Manchester Police via 101 or [online](#).
- **Anonymous intelligence:** Reports may be made through [Crimestoppers](#) or by calling 0800 555 111.
- **Reporting to Wigan Council:** Residents can report neighbour-related or environmental ASB:
 - Online at www.wigan.gov.uk via [MyAccount](#) (by logging in or registering and selecting “Add report”), or
 - By telephone on **01942 404364**.

Reports made to the Council will be assessed and managed in line with this policy and the ASB Resolution Framework.

Reports will also be accepted through other formats, such as email and third parties, but please be aware that reports received through alternative routes may create a time delay in responding to your complaint.

Confidentiality and anonymity

- The Council will keep complainants’ identities confidential unless required by law or necessary to prevent serious harm.
- We will not disclose a complainant’s identity to the alleged perpetrator without consent.
- Officers will explain any circumstances where disclosure may be required.
- Anonymous reports will be considered, though evidential limitations may restrict action.

ASB Resolution Framework

Wigan Council uses a four-step model to promote early resolution while ensuring serious or persistent issues escalate appropriately.

Step 1: Self-Help and Advice

- Encourage informal resolution (conversation, letters, Dear Neighbour cards)
- Signpost to appropriate services
- Cases may be closed at this stage if resolved.

Step 2: Enhanced Triage

1. Initial investigation and early prevention
2. Use of advisory letters, diary sheets, Noise App, and risk assessments
3. Cases escalated if issues persist.

Step 3: Investigation and Informal Resolution

- Officer-led engagement with all parties.
- Use of mediation, Acceptable Behaviour Contracts (ABCs), Good Neighbour Agreements, and tenancy warnings
- Creative problem-solving encouraged.
- Escalated to enforcement if informal options fail.

Step 4: Enforcement and Legal Action

Enforcement options include:

- Community Protection Notices
- Noise Abatement Notices
- Civil Injunctions (including power of arrest)
- Breach proceedings
- Closure Orders
- ASB Possession Proceedings (council landlord role only)

Enforcement requires manager approval, legal consultation, and must be proportionate and evidence-led.

Enforcement Decision-Making and Safeguards

All enforcement action will follow the principles and procedures in the Council's Enforcement Policy (2025).

Decisions will be:

- proportionate,
- necessary,

- evidence-led, and
- based on risk, vulnerability, intent, and public interest.

Escalation Criteria and Thresholds

Progression through the ASB Resolution Model is guided by a combination of risk, persistence, and the effectiveness of previous interventions. The following criteria will be used to determine when a case should escalate:

- behaviour persists after earlier interventions.
- risk assessments identify high risk.
- informal tools fail.
- new or escalating evidence emerges.
- safeguarding concerns arise.
- statutory thresholds for legal action are met.

Case Closure and Reopening

- Cases may be closed after 28 days with no further reports or where resolution is confirmed.
- Cases closed at earlier stages may be reopened within six months if new incidents occur.
- Reports beyond six months will be treated as new cases, with previous history considered during triage.

Roles and Responsibilities

- **Residents:** behave respectfully and report ASB responsibly
- **Council Officers:** Investigate impartially and support victims.
- **Partners:** collaborate on complex or high-risk cases, including police, health, housing providers, and voluntary sector partners
- **Youth and Community Services**

Youth and Community practitioners play a central role in the early identification, prevention, and resolution of antisocial behaviour involving children and young people.

This includes:

- street-based outreach in locations identified through evidence, data, and local insight
- building trusted relationships to positively influence behaviour
- providing advice, guidance, and informal education at the point of contact
- supporting access to universal and targeted youth provision

- working with partners to deliver coordinated, place-based interventions

Youth and Community engagement is a key mechanism for preventing escalation and will be prioritised before enforcement where appropriate.

Cross-Tenure and Partnership Working

The Council will work collaboratively with:

- **Registered Providers (RPs):** to ensure consistent standards of response and information sharing, including joint investigations, tenancy enforcement, and support for vulnerable tenants.
- **Private landlords:** through advice, guidance, and where appropriate, enforcement under the Housing Act 2004 or ASB legislation.
- **Private homeowners (owner occupiers):** The Council will engage with owner occupiers affected by, or alleged to be causing, anti-social behaviour. This may include taking reports, providing advice, and signposting, and coordinating action with relevant partners where statutory powers apply.
- **Letting agents and managing agents:** to promote responsible tenancy management and early intervention in ASB cases.
- **Greater Manchester Police, health services, youth justice, and voluntary sector partners** to coordinate responses to complex or high-risk cases, including those involving safeguarding, criminality, or vulnerability.

Multi-agency case management will be used where appropriate, including the use of joint action plans, information sharing protocols, and professional meetings. The Council will also support capacity-building among partners through training, shared tools (e.g. Noise App, diary sheets), and access to the ASB Resolution Model.

Identifying vulnerable communities

The Council will identify vulnerable communities using data, intelligence, and local insight.

This includes:

- repeat or persistent ASB locations

- patterns of intimidation or fear of crime
- clusters of hate incidents
- areas experiencing cumulative environmental harm.
- information shared by partners and community groups.

These insights will inform targeted prevention, neighbourhood support plans, and multi-agency interventions.

Victim Support

- Safety planning
- Referrals to support services.
- Temporary accommodation if needed.
- Named officer (Single Point of Contact) where appropriate.
- Trauma-informed approach
- Risk assessments to guide priority and response.
- Information on rights under the Victims' Code
- Referrals to specialist agencies

Support for victims of violence, threats, and intimidation

Residents experiencing violence, threats, intimidation, or repeated harassment will receive enhanced support, including:

- trauma-informed guidance
- advice on evidence-preservation
- safe methods of communication
- assistance with anonymous or third-party reporting
- rapid referral to specialist services
- coordinated action between the Council, police, and partners.
- Where residents are afraid to engage, officers will agree safe contact arrangements and coordinate with partners to reduce risk.

Hate Incidents and Hate Crime

This section summarises key principles relevant to ASB cases involving hate-related behaviour and should be read alongside the Council's [Hate Crime Guidance and Procedure 2025–2028](#).

Wigan Council recognises hate incidents and hate crimes as a distinct and serious category of anti-social behaviour. A hate incident is any non-crime incident perceived by the victim or any other person to be motivated by hostility or prejudice based on one or more of the following protected characteristics:

- Race or ethnic origin.
- Religion or belief (including lack of belief)
- Disability
- Sexual orientation
- Gender identity

A hate crime is any criminal offence perceived to be motivated by such hostility or prejudice.

All reports of hate-related behaviour will be managed in accordance with the Council's Hate Crime Guidance and Procedure 2025–2028, which sets out detailed processes for investigation, victim support, partnership working, and enforcement. This includes:

- A harm-centred, victim-led approach
- Use of risk assessments to prioritise safeguarding
- Access to third-party reporting centres and specialist support services
- Clear escalation routes, including direct progression to enforcement where appropriate.
- Alignment with the Equality Act 2010 and the Victims' Code

Where hate incidents are reported, they may be escalated directly to Step 4: Enforcement and Legal Action of the ASB Resolution Model if there is evidence of significant harm, risk, or criminality. Officers will consult with legal services and relevant partners, including Greater Manchester Police, to determine the most appropriate course of action.

Monitoring and Review

Performance Monitoring and Service Standards

Wigan Council is committed to delivering a responsive and effective ASB service. While recognising that demand and case complexity can vary, the service will work to the following indicative standards:

- **initial contact:** Aim to make first contact with the complainant within 5 working days of receiving a report.
- **triage and allocation:** Aim to complete initial triage and determine next steps within 10 working days.

- **case progression:** Monitor open cases regularly, with reviews at key stages (e.g. post-intervention, pre-closure).
- **victim satisfaction:** Satisfaction questionnaires issued at case closure to inform service improvement.
- **service trends:** Internal monitoring of:
 - Case volumes and resolution rates
 - Use and outcomes of enforcement tools
 - Victim satisfaction trends
 - Timeliness of responses and interventions

Performance data will be reviewed quarterly to identify trends, inform resource planning, and support continuous improvement. Where targets are not met, the service will review contributing factors and take corrective action where appropriate.

Community, Youth and Environmental Anti-Social Behaviour

Community and Nuisance ASB

Purpose and approach

Some forms of antisocial behaviour are not directed at a specific individual but nevertheless have a significant impact on residents' quality of life, sense of safety, and ability to enjoy their home and neighbourhood.

This includes nuisance or community ASB such as youth congregations, off-road bikes, noise, vandalism, and disorder in public spaces.

The Council recognises that these issues are best addressed through early intervention, place-based problem solving, and coordinated partnership action.

Our approach is to:

- prevent escalation through early engagement and proportionate intervention
- balance support for children and young people with the need to protect residents

- work with police, youth services, schools, housing providers, voluntary sector organisations, and residents
- use enforcement where necessary, where earlier interventions have not been effective or risk justifies escalation

Community and nuisance ASB is managed through the ASB Resolution Framework, with responses tailored to community impact as well as individual harm.

Youth-Related Anti-Social Behaviour

Framework overview and coordination

The ASB Resolution Framework applies to youth-related ASB.

Coordination will generally be through the Council's multi-agency youth anti-social behaviour partnership arrangements, providing a consistent partnership approach, shared information, and agreed actions.

Principles

- prevention and response are shared responsibilities
- early identification and intervention
- proportionate and evidence-led responses
- safeguarding awareness, including vulnerability and exploitation risk
- clear escalation pathways where behaviour persists
- young people are part of the solution, not just the issue.

Positive Use of Public Space

See Section 6 (Guiding Principles) for the Council's approach to the positive use of public space. This principle underpins the Council's response to youth-related antisocial behaviour and ensures that normal and appropriate use of public space is not categorised as ASB.

Application of the ASB Resolution Framework

Stage 1: Reporting and identification

Reports may relate to locations or groups rather than individuals and will still be recorded and assessed.

Stage 2: Assessment and risk consideration

Assessment will consider:

- frequency, persistence, and location
- cumulative community impact
- safeguarding and vulnerability
- risk of exploitation
- wider environmental and social factors

Responses will be trauma-informed and focused on underlying causes as well as behaviour.

Stage 3: Early intervention and prevention

Early intervention is the primary approach. This includes:

- targeted outreach and detached youth work in locations identified through evidence, data, and local insight
- engagement with youth provision and structured programmes
- school-based interventions
- relationship-based engagement to build understanding and set expectations

Prevention activity will be informed by local intelligence and delivered with partners.

Diversionary Activity and Positive Pathways

The Council will promote diversionary opportunities to support positive engagement.

This includes:

- youth clubs and targeted group work
- sports, arts, and community activities
- issue-based interventions addressing risk behaviours

Diversionary activity is a core component of ASB prevention.

Stage 4: Partnership problem solving

Persistent issues will be addressed through structured multi-agency action plans coordinated through the Council's youth anti-social behaviour partnership arrangements.

Stage 5: Informal and restorative engagement

Initial responses will prioritise informal and restorative approaches where appropriate:

- on-the-spot engagement and advice
- restorative conversations
- facilitated engagement between young people and residents

These approaches aim to change behaviour and reduce reliance on enforcement.

Stage 6: Formal engagement and enforcement

Where behaviour is serious or persistent:

- warning letters and joint visits
- Acceptable Behaviour Contracts
- civil injunctions or Criminal Behaviour Orders

All action will align with the Enforcement Policy.

Stage 7: Review and learning

Cases will be reviewed to assess impact and inform future prevention and service planning.

Role of Youth and Community Services

Youth and Community practitioners play a central role in prevention and early intervention.

This includes:

- street-based outreach in locations identified through evidence, data, and local insight
- building trusted relationships
- providing advice and informal education
- connecting young people to services
- supporting coordinated, place-based interventions

Engagement will be prioritised before enforcement where appropriate.

Intelligence-Led Youth Provision

ASB data, evidence, partner information, and local insight will inform youth provision planning and targeted intervention.

Youth Voice and Co-Production

Where appropriate, young people will be involved in shaping local responses through consultation and participation.

Environmental Anti-Social Behaviour

Purpose and scope

Environmental ASB refers to behaviours or conditions that damage the environment or impact community wellbeing.

It is primarily addressed through environmental protection and regulatory functions rather than housing interventions.

Definition

Includes:

- fly-tipping and illegal dumping
- littering and dog fouling
- waste accumulation
- statutory nuisance (noise, smoke, odour, light)
- pests and vermin linked to conditions
- abandoned vehicles
- environmental neglect

May occur on public or private land.

Our approach

The Council will:

- intervene early to prevent escalation
- set clear expectations on landowners and businesses
- use proportionate enforcement
- act in line with legislation
- coordinate with partners
- communicate clearly with residents

Responsibility for land

Where issues occur on private land, responsibility for clearance and maintenance rests with the landowner or occupier.

The Council will not routinely remove waste from private land and will seek compliance through advice or enforcement where necessary.

Roles and responsibilities

Led by environmental protection, regulatory, waste, highways, and public protection services.

Other services involved where issues overlap with ASB, housing, safeguarding, or crime.

Reporting and assessment

The Council will:

- assess the correct legal framework
- consider seriousness and impact
- determine the appropriate response
- identify partnership needs

Evidence requirements will be considered, including whether investigatory powers such as RIPA may be required.

Use of Investigatory Powers (RIPA)

Where necessary, the Council may use powers under the Regulation of Investigatory Powers Act 2000.

Any use of covert or directed surveillance will:

- require proper authorisation
- comply with the Council's RIPA Policy

Application of the ASB Resolution Framework

- early stages focus on advice and compliance
- escalation is evidence-led
- statutory processes take precedence where required

Enforcement and regulatory action

Actions may include:

- statutory notices
- fixed penalties
- seizure or removal
- prosecution or civil action

All enforcement action will:

- comply with legislation
- align with the Enforcement Policy
- be proportionate and outcome-focused
- meet evidential and public interest tests set out in the Crown Prosecutors' Code

Partnership working

The Council will:

- work with communities

- coordinate with relevant partners, including the Environment Agency where appropriate
- share information and intelligence lawfully to support enforcement and prevention activities
- use evidence, data, and local insight to target action

Monitoring and learning

The Council will:

- track trends and repeat locations
- inform enforcement priorities
- support targeted prevention
- contribute to Community Safety Partnership objectives

Data Sharing and Confidentiality

We comply with data protection legislation.

Information may be shared where lawful and necessary to prevent ASB or safeguard individuals.

Complainant identities are kept confidential unless:

- consent is provided,
- required by law, or
- necessary to protect life or prevent serious harm.

Complaints and Appeals

Residents may complain about the service they receive from the Council through the [Council complaints procedure](#) or request an ASB Case Review (Community Trigger) where criteria are met.

Legal Appeals

Where enforcement action is taken under this policy, the Council will inform the recipient of any legal rights of appeal that apply to the specific enforcement tool being used. This includes, for example, statutory appeal rights relating to notices, court applications, or possession proceedings.

Information about how to appeal, relevant timescales, and the tribunal or court responsible will be provided at the point the enforcement notice or application is served.

This ensures that residents are aware of their rights and can seek independent advice where needed.

ASB Case Review (Community Trigger)

We have powers to tackle anti-social behaviour and a duty to ensure that local agencies work together effectively to take appropriate action that meets the needs of victims.

Individuals, groups, or businesses can request a review of how the Community Safety Partnership has responded to reports of anti-social behaviour. This process is called an anti-social behaviour (ASB) case review, also known as the Community Trigger.

When can you ask for an ASB case review?

Residents can request a review if:

- three separate ASB reports have been made within 6 months, and
- they relate to the same issue.

Local agencies may include Greater Manchester Police, Wigan Council, or a housing association.

How to request a review

The ASB case review is not a substitute for making a formal complaint about a specific organisation's service. If your concern relates to how one agency handled your report, you should follow their complaints process.

If you think that your situation meets the criteria, you can [request a review of your case](#) in a number of ways, including:

- Completing our [online ASB case review form](#)
- Calling 01942 486199
- Writing to ASB Case Review, Wigan Council, Community Resilience Team, PO Box 100, Wigan, WN1 3DS
- Emailing ASBcasereviews@wigan.gov.uk

You will need to provide details of:

- Each time you have complained.
- Who you have complained to (name of officer/s, if known, details of the organisation and/or any reference numbers)
- Information about the anti-social behaviour - It is important you provide us with as much information as possible to allow us to investigate your case effectively.

If you have difficulty completing a form due to language or literacy barriers, you can apply by phone or in person. We will need signed consent before we can begin a review.

This policy is designed to be operationally practical, legally compliant, and community focused. It reflects the Council's commitment to tackling ASB in a fair, proportionate, and inclusive manner.