

**The Local Government Ombudsman's
Annual Review
Buckinghamshire County
Council
for the year ended
31 March 2009**

The Local Government Ombudsman (LGO) provides a free, independent and impartial service. We consider complaints about the administrative actions of councils and some other authorities. We cannot question what a council has done simply because someone does not agree with it. If we find something has gone wrong, such as poor service, service failure, delay or bad advice, and that a person has suffered as a result, the Ombudsmen aim to get it put right by recommending a suitable remedy. The LGO also uses the findings from investigation work to help authorities provide better public services through initiatives such as special reports, training and annual reviews.

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Section 1: Complaints about Buckinghamshire County Council

Introduction

This annual review provides a summary of the complaints we have dealt with about Buckinghamshire County Council. We have included comments on the authority's performance and complaint-handling arrangements, where possible, so they can assist with your service improvement.

I hope that the review will be a useful addition to other information your authority holds on how people experience or perceive your services.

Two appendices form an integral part of this review: statistical data for 2008/09 and a note to help the interpretation of the statistics.

Changes to our way of working and statistics

A change in the way we operate means that the statistics about complaints received in 2008/09 are not directly comparable with those from 2007/08. Since 1 April 2008 the new LGO Advice Team has been the single point of contact for all enquiries and new complaints. The number of calls to our service has increased significantly since then. It handles more than 3,000 calls a month, together with written and emailed complaints. Our advisers now provide comprehensive information and advice to callers at the outset with a full explanation of the process and possible outcomes. It enables callers to make a more informed decision about whether putting their complaint to us is an appropriate course of action. Some decide to pursue their complaint direct with the council first.

It means that direct comparisons with some of the previous year's statistics are difficult and could be misleading. So this annual review focuses mainly on the 2008/09 statistics without drawing those comparisons.

Enquiries and complaints received

Of the 96 enquiries and complaints received by our Advice Team in 2008/09, eight were given help to complain to the Council in the first instance. This was because they had yet to exhaust your complaints procedure, and it seemed that they would not be disadvantaged by doing so before complaining to me if they remained dissatisfied at the end of that process. A further 13 enquirers were content with the advice they received and did not wish to pursue their concern further at that stage. The remaining 75 enquiries were passed on to an investigative team for consideration.

The majority of the complaints received (51) were in respect of education matters. These were largely, though not exclusively, about the administration of appeal panel hearings convened to hear appeals against the non selection of children for grammar schools. Ten complaints were forwarded on to investigative teams about transport and highways; six were in respect of the provision of care services for adults, and children and families; and the remaining eight were about a broad range of other local authority services provided by the Council.

Complaint outcomes

I made 64 decisions on complaints made against the Council in the year. Four complaints were outside my jurisdiction and so I was prevented from considering them. In a further nine cases I exercised my discretion to end my involvement in the complaint due to either a lack of significant injustice to the complainant, or some specific action taken by the Council to resolve it before I made any enquiries. I found no fault in 44 complaints. Of the remaining decisions, I issued one report, and settled six complaints locally with the Council.

Reports

When we complete an investigation, we generally issue a report. This year I issued one report against your Council. The complaint was one of a number made by the charity MENCAP to both the Local Government Ombudsman and the Health Service Ombudsman about the provision of care and treatment for six adults with learning disabilities. The report entitled "Six lives: the provision of public services to people with learning disabilities" encompassed separate complaints about a number of different local authorities and health bodies, such as NHS Trusts and GP Surgeries, which had provided care and treatment for the six adults concerned. In the case involving your Council, although the Health Service Ombudsman identified service failure and maladministration in respect of the actions of a NHS Trust involved in the care and treatment of the complainant's brother, the Local Government Ombudsman found no fault on the part of the Council in terms of the standard of care and treatment it provided for him in one of its care homes.

Local settlements

A 'local settlement' is a complaint where, during the course of our investigation, a council takes or agrees to take some action that we consider to be a satisfactory response to the complaint. In 2008/09, 27.4% of all complaints the Ombudsmen decided and which were within our jurisdiction were local settlements. The comparable local settlement rate for your Council was 10.2%.

Complaints by service area

We learn a lot from both the complaints we settle locally as well as those where I exercise my discretion to discontinue my involvement usually because of a lack of significant injustice to the complainant. I will go on to highlight some of the key points which have been identified from the decisions we have made in the past year by service area.

Highway Management

I asked the Council to repair a road, apologise for the delays in doing so, and provide £250 compensation. The complainant was concerned that there had been several years' delay in the Council undertaking necessary repairs to the highway outside their home, and that his correspondence and telephone calls had gone unanswered. In another complaint about the accuracy of signage along a cycle path, although I found the signage to be adequate, I did ask the Council to apologise for the delay in responding to the complainant's initial concerns.

Education

The remaining four local settlements I agreed with the Council related to school admissions complaints. In three of these cases I found fault in the administration of appeal hearings and called for fresh appeals. These were readily agreed by the Council with the exception of one case where I was concerned to note that despite my asking for a fresh appeal in July 2008, there was considerable resistance to this proposal by the Council until it agreed to adhere to my request in

October 2008. I could not see that this was in the best interests of the Council and, of course, the affected child who started at one school before having to make a fresh start at a grammar school when the further appeal was successful.

The remaining settlement involved a case where the complainant was told that their first preference for a school place for their child could not be met and a place was offered at their second preference school. The complainant promptly went out and purchased the requisite school uniform before being told that a place had become available at the first preference school. Despite declining that place, the offer of the place at the second preference school was withdrawn leaving the child with no school place at all. This was clearly a misunderstanding which the Council quickly put right by reinstating the original offer of a place to the second preference school.

Liaison with the Local Government Ombudsman

The average time taken by the Council to reply to my written enquiries was 23 days, which is well within the target I set of 28 days. I am grateful to the Council for the obvious priority it affords to dealing with my enquiries.

I am pleased to note that two of your officers recently attended a seminar at my office whereby we were able to update Council officers who co-ordinate the responses to our enquiries on recent developments in our service and the way in which we conduct our investigations. I hope that they found the seminar useful.

Training in complaint handling

Part of our role is to provide advice and guidance about good administrative practice. We offer training courses for all levels of local authority staff in complaints handling and investigation. All courses are presented by experienced investigators. They give participants the opportunity to practise the skills needed to deal with complaints positively and efficiently. We can also provide customised courses to help authorities to deal with particular issues and occasional open courses for individuals from different authorities.

I have enclosed some information on the full range of courses available together with contact details for enquiries and bookings.

Conclusions

I welcome this opportunity to give you my reflections about the complaints my office has dealt with over the past year. I hope that you find the information and assessment provided useful when seeking improvements to your Council's services.

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June 2009

Section 2: LGO developments

Introduction

This annual review also provides an opportunity to bring councils up to date on developments – current and proposed – in the LGO and to seek feedback. It includes our proposal to introduce a ‘statement of reasons’ for Ombudsmen decisions.

Council First

From 1 April 2009, the LGO has considered complaints only where the council’s own complaints procedure has been completed. Local authorities have been informed of these new arrangements, including some notable exceptions. We will carefully monitor the impact of this change during the course of the year.

Statement of reasons: consultation

The Local Government and Public Involvement in Health Act 2007 made provision for the LGO to publish statements of reasons relating to the individual decisions of an Ombudsman following the investigation of a complaint. The Ombudsmen are now consulting local government on their proposal to use statements of reasons. The proposal is that these will comprise a short summary (about one page of A4) of the complaint, the investigation, the findings and the recommended remedy. The statement, naming the council but not the complainant, would usually be published on our website.

We plan to consult local authorities on the detail of these statements with a view to implementing them from October 2009.

Making Experiences Count (MEC)

The new formal, one stage complaint handling arrangement for adult social care was also introduced from 1 April 2009. The LGO is looking to ensure that this formal stage is observed by complainants before the Ombudsmen will consider any such complaint, although some may be treated as exceptions under the Council First approach. The LGO also recognises that during the transition from the existing scheme to the new scheme there is going to be a mixed approach to considering complaints as some may have originated before 1 April 2009. The LGO will endeavour to provide support, as necessary, through dedicated events for complaints-handling staff in adult social care departments.

Training in complaint handling

Effective Complaint Handling in Adult Social Care is the latest addition to our range of training courses for local authority staff. This adds to the generic Good Complaint Handling (identifying and processing complaints) and Effective Complaint Handling (investigation and resolution), and courses for social care staff at both of these levels. Demand for our training in complaint handling remains high. A total of 129 courses were delivered in 2008/09. Feedback from participants shows that they find it stimulating, challenging and beneficial in their work in dealing with complaints.

Adult Social Care Self-funding

The Health Bill 2009 proposes for the LGO to extend its jurisdiction to cover an independent complaints-handling role in respect of self-funded adult social care. The new service will commence in 2010.

Internal schools management

The Apprenticeship, Skills, Children and Learning Bill (ASCL) 2009 proposes making the LGO the host for a new independent complaints-handling function for schools. In essence, we would consider the complaint after the governing body of the school had considered it. Subject to legislation, the new service would be introduced, in pilot form, probably in September 2010.

Further developments

I hope this information gives you an insight into the major changes happening within the LGO, many of which will have a direct impact on your local authority. We will keep you up to date through LGO Link as each development progresses but if there is anything you wish to discuss in the meantime please let me know.

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June 2009

Appendix 1: Notes to assist interpretation of the statistics 2008/09

Introduction

This year, the annual review only shows 2008/09 figures for enquiries and complaints received, and for decisions taken. This is because the change in the way we operate (explained in the introduction to the review) means that these statistics are not directly comparable with statistics from previous years.

Table 1. LGO Advice Team: Enquiries and complaints received

This information shows the number of enquiries and complaints received by the LGO, broken down by service area and in total. It also shows how these were dealt with, as follows.

Formal/informal prematures: The LGO does not normally consider a complaint unless a council has first had an opportunity to deal with that complaint itself. So if someone complains to the LGO without having taken the matter up with a council, the LGO will usually refer it back to the council as a 'premature complaint' to see if the council can itself resolve the matter. These are 'formal premature complaints'. We now also include 'informal' premature complaints here, where advice is given to the complainant making an enquiry that their complaint is premature. The total of premature complaints shown in this line *does not include* the number of resubmitted premature complaints (see below).

Advice given: These are enquiries where the LGO Advice Team has given advice on why the Ombudsman would not be able to consider the complaint, other than the complaint being premature. For example, the complaint may clearly be outside the Ombudsman's jurisdiction. It also includes cases where the complainant has not given enough information for clear advice to be given, but they have, in any case, decided not to pursue the complaint.

Forwarded to the investigative team (resubmitted prematures): These are cases where there was either a formal premature decision, or the complainant was given informal advice that their case was premature, and the complainant has resubmitted their complaint to the Ombudsman after it has been put to the council. *These figures need to be added to the numbers for formal/informal premature complaints (see above) to get the full total number of premature complaints. They also needed to be added to the 'forwarded to the investigative team (new)' to get the total number of forwarded complaints.*

Forwarded to the investigative team (new): These are the complaints that have been forwarded from the LGO Advice Team to the Investigative Team for further consideration. The figures may include some complaints that the Investigative Team has received but where we have not yet contacted the council.

Table 2. Investigative Team: Decisions

This information records the number of decisions made by the LGO Investigative Team, broken down by outcome, within the period given. **This number will not be the same as the number of complaints forwarded from the LGO Advice Team** because some complaints decided in 2008/09 will already have been in hand at the beginning of the year, and some forwarded to the Investigative Team during 2008/09 will still be in hand at the end of the year. Below we set out a key explaining the outcome categories.

MI reps: where the LGO has concluded an investigation and issued a formal report finding maladministration causing injustice.

LS (local settlements): decisions by letter discontinuing our investigation because action has been agreed by the authority and accepted by the Ombudsman as a satisfactory outcome for the complainant.

M reps: where the LGO has concluded an investigation and issued a formal report finding maladministration but causing no injustice to the complainant.

NM reps: where the LGO has concluded an investigation and issued a formal report finding no maladministration by the council.

No mal: decisions by letter discontinuing an investigation because we have found no, or insufficient, evidence of maladministration.

Omb disc: decisions by letter discontinuing an investigation in which we have exercised the Ombudsman's general discretion not to pursue the complaint. This can be for a variety of reasons, but the most common is that we have found no or insufficient injustice to warrant pursuing the matter further.

Outside jurisdiction: these are cases which were outside the Ombudsman's jurisdiction.

Table 3. Response times

These figures record the average time the council takes to respond to our first enquiries on a complaint. We measure this in calendar days from the date we send our letter/fax/email to the date that we receive a substantive response from the council. The council's figures may differ somewhat, since they are likely to be recorded from the date the council receives our letter until the despatch of its response.–

Table 4. Average local authority response times 2008/09

This table gives comparative figures for average response times by authorities in England, by type of authority, within three time bands.

LGO Advice Team

| Enquiries and complaints received | Adult care services | Children and family services | Education | Benefits | Planning and building control | Transport and highways | Other | Total |
|--|---------------------|------------------------------|-----------|----------|-------------------------------|------------------------|----------|-----------|
| Formal/informal premature complaints | 0 | 1 | 2 | 0 | 2 | 3 | 0 | 8 |
| Advice given | 1 | 0 | 3 | 1 | 1 | 3 | 4 | 13 |
| Forwarded to investigative team (resubmitted prematures) | 0 | 0 | 1 | 0 | 1 | 2 | 0 | 4 |
| Forwarded to investigative team (new) | 5 | 1 | 53 | 0 | 1 | 9 | 2 | 71 |
| Total | 6 | 2 | 59 | 1 | 5 | 17 | 6 | 96 |

Investigative Team

| Decisions | MI reps | LS | M reps | NM reps | No mal | Omb disc | Outside jurisdiction | Total |
|-------------------------|---------|----|--------|---------|--------|----------|----------------------|-------|
| 01/04/2008 / 31/03/2009 | 0 | 6 | 0 | 1 | 44 | 9 | 4 | 64 |

Average local authority response times 01/04/2008 to 31/03/2009

| Response times | FIRST ENQUIRIES | |
|------------------------|------------------------|----------------------------|
| | No. of First Enquiries | Avg no. of days to respond |
| 1/04/2008 / 31/03/2009 | 49 | 23.0 |
| 2007 / 2008 | 59 | 21.7 |
| 2006 / 2007 | 73 | 25.4 |

| Types of authority | <= 28 days % | 29 - 35 days % | > = 36 days % |
|---------------------------|--------------|----------------|---------------|
| District councils | 60 | 20 | 20 |
| Unitary authorities | 56 | 35 | 9 |
| Metropolitan authorities | 67 | 19 | 14 |
| County councils | 62 | 32 | 6 |
| London boroughs | 58 | 27 | 15 |
| National park authorities | 100 | 0 | 0 |