

**The Local Government Ombudsman's
Annual Review
Reading Borough Council
for the year ended
31 March 2010**

Local Government Ombudsmen (LGOs) provide 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, we aim to get it put right by recommending a suitable remedy. We also use 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 Reading Borough Council 2009/10

Introduction

This annual review provides a summary of the complaints we have dealt with about Reading Borough 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 2009/10 and a note to help the interpretation of the statistics.

Enquiries and complaints received

The number of enquiries and complaints received by our Advice Team this year was 60, which was slightly fewer than the 63 received in 2008/09. The largest proportion of these concerned transport and highways (which includes parking) (15). Other service areas for which enquiries and complaints reached double figures were planning and building control (10), and housing (11). Other services about which we received contact included public finance, education, adult care services, children and family services, and benefits.

Just over half of these enquiries and complaints were passed on to our investigation team. The rest were either considered to be premature and sent back to the Council or were the subject of advice.

Transport and highways comprised the highest number of complaints (9) forwarded to the investigation team. All but one of these concerned parking, the other being about highway management. There were seven complaints passed for investigation about planning and building control covering planning applications, enforcement, building control, and trees.

Other service areas which were the subject of more than one complaint passed for investigation were education (4), housing (4), and contracts and business matters (2). Services about which there was a single complaint passed for investigation included housing benefit, adult care services, environmental health and land.

Complaint outcomes

This year, there were 7 complaints where I found no or insufficient evidence of fault by the Council to justify further investigation. There were also 8 complaints which fell outside my jurisdiction.

Sometimes, although the Council may be at fault, I use my discretion not to pursue an investigation because there is no significant injustice to the complainant. But there still may be lessons for the Council to draw from such cases. Issues revealed by such complaints this year included a delay in responding to parking correspondence, delay in dealing with a planning complaint, and the need to amend the Council's schools admission booklet to clarify information about school transport. This year I closed 7 cases using my discretion.

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. This can include such things as reconsideration of a decision, repairs carried out, policies reviewed, an apology or other action. In addition, I may ask the Council to pay compensation. In 2009/10, 26.9% of all complaints the Ombudsmen decided and which were within our jurisdiction were local settlements. Of the 19 complaints within our jurisdiction I decided against your authority, five (26.3%) were local settlements.

Education

I decided two complaints about special educational needs as local settlements. In both cases the Council had reservations about my findings but to its credit it agreed to settle them. In one case the Council had delayed in amending a statement of special educational need following a tribunal decision and, when it did amend the statement, it missed out an element of special provision. The Council agreed to pay £1,450 to recognise the loss of support.

In the other case a child with autism and behavioural needs left a mainstream school on the basis that a place at a primary Pupil Referral Unit had been offered by the Council; but the unit could make a place immediately available for the child, who then had no educational provision for seven weeks. The Council agreed to pay £500 to settle this complaint.

Planning

When one complainant made a complaint about a neighbour's planning permission the Council did not properly explain its actions when writing to respond. If the circumstances had been clearly explained at this stage the complainant would have been spared the additional time and trouble of bringing the complaint to me. The Council agreed to pay £100 as a settlement to recognise avoidable time and trouble taken by the complainant.

Housing

The Council delayed in trimming bushes outside a complainant's home and failed to communicate with them over what was planned. The complaint was settled when the Council agreed to pay £75.

Contracts and business matters

I settled one complaint from an organisation providing services for the Council about the failure to treat the matter that had been raised as a complaint, and deal with it. The Council agreed to set up a meeting with the complainant to discuss the complaint and paid £50 to recognise the delay.

Liaison with the Local Government Ombudsman

The average time taken by the Council to reply to our written enquiries was 27.7 days, slightly longer than in the previous year but still within the target timescale which I set.

It was good that the Council sent three representatives to the seminars we ran in July 2009 and March this year about the new "Making Experiences Count" complaints procedure in adult social care. And in May 2009 the Council sent a representative to our link officer seminar, an event which we hope promotes better understanding of our procedures for the benefit of all concerned, not least complainants.

Training in complaint handling

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 am pleased that during 2009/10 we provided training in Effective Complaint Handling in adult and children's social care to staff from your authority and hope that the Council found this training beneficial.

We have extended the range of courses we provide and 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 authority's services.

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June 2010

Section 2: LGO developments

Introduction

This annual review also provides an opportunity to bring councils up to date on developments in the LGO and to seek feedback.

New schools complaints service launched

In April 2010 we launched the first pilot phase of a complaints service extending our jurisdiction to consider parent and pupil complaints about state schools in four local authority areas. This power was introduced by the Apprenticeships, Skills, Children and Learning Act 2009.

The first phase involves schools in **Barking and Dagenham, Cambridgeshire, Medway and Sefton**. The Secretary of State no longer considers complaints about schools in these areas. In September the schools in a further 10 local authority areas are set to join the pilot phase.

We are working closely with colleagues in the pilot areas and their schools, including providing training and information sessions, to shape the design and delivery of the new service. It is intended that by September 2011 our jurisdiction will cover all state schools in England.

A new team in each office now deals with all complaints about children's services and education on behalf of the Ombudsman. Arrangements for cooperation with Ofsted on related work areas have been agreed.

For further information see the new schools pages on our website at www.lgo.org.uk/schools/

Adult social care: new powers from October

The Health Act 2009 extended the Ombudsmen's powers to investigate complaints about privately arranged and funded adult social care. These powers come into effect from 1 October 2010 (or when the Care Quality Commission has re-registered all adult care providers undertaking regulated activity). Provision of care that is arranged by an individual and funded from direct payments comes within this new jurisdiction.

Each Ombudsman has set up a team to deal with all adult social care complaints on their behalf. We expect that many complaints from people who have arranged and funded their care will involve the actions of both the local authority and the care provider. We are developing information-sharing agreements with the Care Quality Commission and with councils in their roles as adult safeguarding leads and service commissioners.

Council first

We introduced our Council first procedure in April last year. With some exceptions, we require complainants to go through all stages of a council's own complaints procedure before we will consider the complaint. It aims to build on the improved handling of complaints by councils.

We are going to research the views of people whose complaints have been referred to councils as premature. We are also still keen to hear from councils about how the procedure is working, particularly on the exception categories. Details of the categories of complaint that are normally treated as exceptions are on our website at www.lgo.org.uk/guide-for-advisers/council-response

Training in complaint handling

Demand for our training in complaint handling has remained high, with 118 courses delivered over the year to 53 different authorities. Our core Effective Complaint Handling course is still the most popular – we ran some of these as open courses for groups of staff from different authorities. These are designed to assist those authorities that wish to train small numbers of staff and give them an opportunity to share ideas and experience with other authorities.

The new Effective Complaint Handling in Adult Social Care course, driven by the introduction of the new statutory complaints arrangements in health and adult social care in April 2009, was also popular. It accounted for just over a third of bookings.

Over the next year we intend to carry out a thorough review of local authority training needs to ensure that the programme continues to deliver learning outcomes that improve complaint handling by councils.

Statements of reasons

Last year we consulted councils on our broad proposals for introducing statements of reasons on the individual decisions of an Ombudsman following the investigation of a complaint. We received very supportive and constructive feedback on the proposals, which aim to provide greater transparency and increase understanding of our work. Since then we have been carrying out more detailed work, including our new powers. We intend to introduce the new arrangements in the near future.

Delivering public value

We 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 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.

Mindful of the current economic climate, financial stringencies and our public accountability, we are determined to continue to increase the efficiency, cost-effectiveness and public value of our work.

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June 2010

Appendix 1: Notes to assist interpretation of the statistics 2009/10

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.

Premature complaints: 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 either refer it back to the council as a 'premature complaint' to see if the council can itself resolve the matter, or give advice to the enquirer that their complaint is premature.

Advice given: These are enquiries where the LGO Advice Team has given advice on why the LGO would not be able to consider the complaint, other than the complaint is premature. For example, the complaint may clearly be outside the LGO's jurisdiction.

Forwarded to the investigative team (resubmitted premature and new): These are new cases forwarded to the Investigative Team for further consideration and cases where the complainant has resubmitted their complaint to the LGO after it has been put to 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 2009/10 will already have been in hand at the beginning of the year, and some forwarded to the Investigative Team during 2009/10 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 LGO 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 LGO'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 LGO'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 2009/10

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	Housing	Benefits	Public Finance inc. Local Taxation	Planning and building control	Transport and highways	Other	Total
Formal/informal premature complaints	1	1	0	7	0	0	1	4	5	19
Advice given	1	1	0	0	0	2	2	2	1	9
Forwarded to investigative team (resubmitted prematures)	0	0	0	1	1	0	2	3	1	8
Forwarded to investigative team (new)	1	0	4	3	0	2	5	6	3	24
Total	3	2	4	11	1	4	10	15	10	60

Investigative Team

Decisions	MI reps	LS	M reps	NM reps	No mal	Omb disc	Outside jurisdiction	Total
2009 / 2010	0	5	0	0	7	7	8	27

Response times	FIRST ENQUIRIES	
	No. of First Enquiries	Avg no. of days to respond
1/04/2009 / 31/03/2010	14	27.7
2008 / 2009	19	24.2
2007 / 2008	18	28.9

Average local authority resp times 01/04/2009 to 31/03/2010

Types of authority	<= 28 days %	29 - 35 days %	> = 36 days %
District Councils	61	22	17
Unitary Authorities	68	26	6
Metropolitan Authorities	70	22	8
County Councils	58	32	10
London Boroughs	52	36	12
National Parks Authorities	60	20	20