

**The Local Government Ombudsman's
Annual Review
London Borough of Bexley
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 the London Borough of Bexley 2009/10

Introduction

This annual review provides a summary of the complaints we have dealt with about the London Borough of Bexley. 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

During the year we received a total of 57 complaints and enquiries for your council. This compares with 69 in 2008/9. Of those 57, 16 were premature and were referred back to the council for consideration first through the council's own complaints procedures. On eight cases advice was given. A total of 33 complaints were forwarded to the investigative team, five of which had previously been referred to the council as premature.

Of the 57 enquiries and complaints received 10 concerned transport and highways, nine were about education, six about adult care services and five about children and family services. Five concerned planning and building control and there were four each on housing, benefits and public finance (including local taxation). The remaining 10 were about a variety of other council functions.

Complaint outcomes

Decisions were made on 25 complaints during the year. Eight of these complaints were found to be outside jurisdiction. On nine cases no evidence of fault was found. Three cases were not pursued for other reasons; generally these were cases where even though there may have been some fault by the council there is no significant injustice to the complainant. We did not pursue a complaint about the council's response to a request to relocate a business parking bay because the complainant had not been caused a material injustice as a consequence of fault. But my investigator did identify some failures in the council's communication with the complainant about how it had dealt with his request.

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. It does not necessarily mean that fault has been identified in the matter complained of.

In 2009/10, 26.9% of all complaints the Ombudsmen decided and which were within our jurisdiction were local settlements. Of the complaints we decided against your authority five complaints were not pursued because they were settled locally by the council. This represents 29.4% of the complaints within jurisdiction.

We did not recommend the payment of any compensation on the complaints settled. In four cases

no significant fault was identified but the council commendably agreed to take action to resolve them.

One complaint on adult social care concerned refusal of an application for provision of aids for a disabled parent. The council agreed to carry out a full assessment of social care needs for the parent and carer to identify the extent of needs for which support should be provided.

On an education complaint it was alleged that the council had failed to maintain a statement of special educational needs for the complainant's son and failed to arrange appropriate educational provision including suitable transport so that he could attend school. The complaint was settled when the council confirmed that the existing statement was still current, agreed to bring forward the annual review of the statement and to provide transport between home and school.

Investigation of a complaint about housing allocations revealed that specific information about the way the lettings policies were being used was not being made available to applicants. The council agreed to review its published procedures, with other housing partners, with a view to making them more transparent. The lack of information had not affected the complainant's chances of receiving an offer so no further action was recommended.

A complaint that the council was unreasonably pursuing the complainant for a parking charge which he believed he had paid in 2006 was resolved when the council decided not to pursue the charge any further. The council accepted that the complainant had made a payment but records did not show that the payment referred to the parking charge and the council maintained that it had been reasonable to pursue recovery of the parking charge.

A complaint on a highway matter alleged that there had been unreasonable delay in completing the construction of a vehicle crossover, inappropriate behaviour by officers, failure to adhere to an agreement to suspend payments while the dispute was ongoing and unreasonable removal of the right to make payments by instalment. The most significant aspects of the complaint were not upheld but the council did accept shortcomings in dealing with the payments, so agreed to reduce the outstanding balance by £150 and to reinstate the right to pay by instalment.

Liaison with the Local Government Ombudsman

In 2009/10 enquiries were made of the council on 13 complaints. The average time taken to respond was 35.4 days. This is significantly longer than previously: the average for 2008/09 was 26.8 days and 24.1 days in 2007/08. The increase is in large part due to the time taken to respond on two complaints, one on benefits and one on environmental health, where replies took more than 70 days. I hope that you will be able to improve on this for the current year and return to previous performance which was comfortably within the target time of 28 days.

Relations between our offices have continued to be positive and constructive, as demonstrated by the council's readiness to resolve complaints through local settlements and by generally effective responses to our enquiries.

I would like to take this opportunity to thank you for the invitation to meet which you kindly extended following my appointment earlier this year. I will be happy to follow up that invitation during the coming months.

Training in complaint handling

I would like to take this opportunity to remind the council that 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 practice 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 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	2	1	0	0	2	4	0	4	3	16
Advice given	0	2	2	1	0	0	1	1	1	8
Forwarded to investigative team (resubmitted prematures)	1	0	0	1	0	0	2	0	1	5
Forwarded to investigative team (new)	3	2	7	2	2	0	2	5	5	28
Total	6	5	9	4	4	4	5	10	10	57

Investigative Team

Decisions	MI reps	LS	M reps	NM reps	No mal	Omb disc	Outside jurisdiction	Total
2009 / 2010	0	5	0	0	9	3	8	25

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

Response times	FIRST ENQUIRIES	
	No. of First Enquiries	Avg no. of days to respond
1/04/2009 / 31/03/2010	13	35.4
2008 / 2009	14	26.8
2007 / 2008	11	24.1

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