

# Royal Borough of Greenwich Corporate Complaint Policy

## 1. Introduction and Objectives

- 1.1 The Royal Borough of Greenwich seeks to provide a high-quality service to everyone in the Borough or who accesses its services.
- 1.2 The Council's complaints process seeks to provide redress for individuals who feel that they have not received the service that they should be able to expect from the Royal Borough of Greenwich and is designed to ensure that complaints are addressed in a timely, transparent and fair way, and that the Council learns from the complaints we receive to make sure that we improve.
- 1.3 Through this policy, the Council seeks to avoid issues escalating to complaints, but if they do, ensuring robust complaint handling and a culture of learning from complaints.
- 1.4 We will seek to:
- Have a collaborative and co-operative approach towards resolving complaints, working with colleagues across teams and departments.
  - Learn from any shortfalls identified through complaints, rather than blaming others.
  - Act within the professional standards for engaging with complaints as set by any relevant professional body.
- 1.5 In addition to corporate complaints, there are specific circumstances where complaints may be dealt with differently. This applies to building safety complaints and this policy also covers how the Council, as the principal accountable person (PAP), responds to building safety complaints for high-rise buildings. These are defined by the Building Safety Regulator<sup>1</sup> as having at least:
- 7 storeys or is at least 18 metres high
  - 2 residential units

## 2. What is a Complaint?

- 2.1 A complaint is an expression of dissatisfaction, however made, about the standard of service, actions or lack of action by the organisation, its own staff, or those acting on its behalf, affecting an individual or group of individuals.
- 2.2 A building safety complaint<sup>2</sup> is about a building that is over 7 stories/18 metres, 2 residential units and:
- a structural failure and spread of fire (building safety risks)

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<sup>1</sup> [Building Safety Regulator - Building safety - HSE](#)

<sup>2</sup> The Building Safety Regulator refers to this a 'relevant complaint'

- the performance of an Accountable Person (AP), i.e. the Director of Housing and Safer Communities
- 2.3 Where issues meet the definition of building safety they will be dealt with as complaints, none will be dealt with as service requests. Appendix A gives examples of issues that would come under this definition.
- 2.4 If your complaint doesn't meet the definition of a building safety complaint, we may process this as a corporate complaint.
- 2.5 An individual does not have to use the word complaint in their contact with the Council for it to be treated as a complaint, if it meets the definition above.
- 2.6 Sometimes, an individual may make a "service request", which is a request that the organisation provides or improves a service, fixes a problem or reconsiders a decision. While a service request may contain elements of dissatisfaction, it would not, in and of itself, be considered as a complaint. An individual may, however, raise a complaint where they express dissatisfaction with the response to their service request, even if the handling of the service request remains ongoing. In this situation, a complaint would be raised in parallel with the service request, and work on the service request would not cease due to the complaint. Further information on complaints and service requests can be found in section 8 of this policy.
- 2.7 Services are responsible for implementing appropriate measures to monitor service requests that they receive.
- 2.8 Where a Council tenant contacts the Council to express dissatisfaction, they must be given the option to complain. Surveys conducted by the Council must also include information on how to complain.
- 2.9 Where a complainant raises additional complaints while their first complaint is being investigated at Stage 1, they should be incorporated into the original complaint if they are relevant, and the Stage 1 response has not been issued. The complaint should be considered as a separate complaint if: the response is not relevant to the complaint already being investigated (for example, it relates to a different service), the response has already been issued, or where adding the complaint to the existing complaint would unreasonably delay the complaint.

### **3. Complaints Outside of this Policy**

- 3.1 The following types of complaints are not considered under this policy. This is due to there being specific processes, included statutory processes, that govern how these types of complaint are handled. Information on the different types of process can be found on the Council's website.
- Complaints about Councillors
  - Complaints under the Care Act
  - Complaints under the Children's Act
  - Appealing parking fines
  - Planning application appeals

- Housing Benefit and Council Tax Support appeals
- Freedom of Information Internal Reviews
- School admission appeals

3.2 Complaints relating to schools, including members of school staff are handled by the specific school, and complainants should contact the school's headteacher in the first instance, and complain to the school's governing body if they remain unhappy. The school will explain their complaints process to them.

3.3 The Council recognises that many employees of the Council live in the Borough, and may therefore have cause to complain about a service that they receive from the Council as a resident. Council employees may use the Corporate Complaints process to complain about services that they receive as a resident or service user, although they must not seek to use their status as an employee to seek an advantage when complaining about the Council. Complaints made by a Council employee in the context of their employment are not considered under the Corporate Complaints process, but should instead be made under the relevant Human Resources processes.

#### **4. Complaint Exclusions**

4.1 The Council will respond to all complaints however, in certain situations where the Council may not accept and respond to a complaint. The circumstances where the Council will exclude a complaint are:

- It is reasonable for the complainant to exercise a right of appeal or review in respect of the issue that they are complaining about. It may, however, be possible for a complainant to complain about the administrative processes or functions surrounding the issue.
- The complainant has initiated legal proceedings against the Council in respect of the issue in the complaint. This is defined as where details of the claim, such as the Claim Form and Particulars of Claim, having been filed at a court or tribunal. This also includes cases where the issue in the complaint has already been determined by a court or tribunal.
- The complaint has already been considered by the Council through a complaints process and/or has been determined by the relevant Ombudsman.
- The issues complained about occurred over 12 months ago and there are not circumstances that would have prevented the complaint being raised at the time.
- The complainant is acting in an unreasonable manner, such as making frivolous or vexatious complaints, in line with the Council's Policy on Unreasonable or Unreasonably Persistent Complainants.

4.2 These reasons do not constitute a blanket exclusion of complaints and, where it is reasonable and appropriate to do so, the Council may accept a complaint that meets one or more of the situations outlined above.

4.3 When the Council does not accept a complaint, the Council will contact the complainant to inform them of this decision and to explain the rationale for excluding the complaint.

#### **5. Who Can Complain?**

- 5.1 Anyone is entitled to complain about services that the Council provides, provided their complaint meets the definition of a complaint set out above.
- 5.2 If a complainant do not want to or do not feel comfortable sharing their identity with the Council, it is possible to complain anonymously, although it will not be able to look into the circumstances of their specific case and, if they do not provide a way for you to contact us, the Council will not be able to inform them of the outcome of their complaint.
- 5.3 All complainants can expect to be treated with dignity and respect, and must not be treated differently when receiving Council services due to their status as a complainant.

## **6. Third Party Complaints**

- 6.1 A third party may complain on an individual's behalf. Suitable evidence of authority to act on an individual's behalf, such as a written consent or Power of Attorney, must be provided. If this evidence is not provided, or if insufficient evidence is provided, the relevant service will contact the to seek further evidence from the third party. The Council is not able to process the complaint until suitable proof has been provided.
- 6.2 The amount of evidence required to demonstrate that an individual is acting on someone's behalf depends on the sensitivity and nature of the complaint; it is likely that a complaint about a fly tip not being collected will require less evidence of consent than a complaint about specific aspects of an individual's care package, for example.
- 6.3 Third parties, where the Council is satisfied that they are acting on an individual's behalf, may represent or attend any meetings required to progress the complaint.

## **7. Services Provided by Third Parties/Partners**

- 7.1 The Council provides a number of services via contracts with a range of third party organisations, such as community organisations that the Council has commissioned to provide services.
- 7.2 Where these arrangements are in place, the service responsible for commissioning the service will ensure that there is a clear complaint procedure in place with the provider to ensure that service users are still able to complain about the service in line with the relevant Complaint Handling Code.
- 7.3 A complainant should not be expected to go through a further process because their complaint relates to a service provided by third party.

## **8. Time Limit for Complaints**

- 8.1 A complaint should be made within 12 months from the issue occurring or the individual becoming aware of the issue, whichever is the later. Complaints may be made beyond this point where there are good reasons to do so.

## **9. How to Complain**

- 9.1 Individuals can complain to the Council through a variety of means: the complaint form on the Council's website, by email, by social media, by post, by telephone to the Council's Contact Centre, or in person to a member of staff.
- 9.2 While the preferred route to receive complaints is via the complaints form on the Council's website, individuals are able to raise complaints by all of the above channels above. A complaint must not be excluded solely because of how it was received, although where a complaint is not obviously identifiable as a service request formal complaint, either because it is described as a complaint or is clearly intended to be treated as a complaint, the service request should be acknowledged, with information on how the individual can raise a complaint.
- 9.3 All Council staff should be aware that individuals have the right to complain and should be able to appropriately direct any complaint that they receive to the appropriate service area for response.
- 9.4 If an individual requires reasonable assistance to make a complaint, such as translation services or help writing their complaint, this should be coordinated by the relevant directorate complaints team in the first instance. The Council has a requirement under the Equality Act 2010 to make reasonable adjustments for complainants. Where a complainant requires a reasonable adjustment as part of their complaint, this should be recorded as part of the recording of their complaint.
- 9.5 All surveys carried out by the Council should include information on how to complain about the Council.

## **10. Complaints Process**

- 10.1 The process for Corporate Complaints comprises two stages: Stage 1 – Investigation and Stage 2 – Review. The following table sets out the timelines for each stage.

<u>Stage</u>	<u>Action</u>	<u>When</u>
1	Acknowledge complaint	Within 5 working days of receipt of the complaint
	Stage 1 response	Within 10 working days of the acknowledgement of the complaint
Complainant has two months to raise a Stage 2 complaint		
2	Acknowledge complaint	Within 5 working days of receipt of the Stage 2 complaint
	Stage 2 response	Within 20 working days of the acknowledgement of the Stage 2 complaint

- 10.2 The Council aims to respond to building safety complaints in line with the timescales set out in paragraph 10.1, but will seek to respond to complaints that are identified as higher risk earlier as a matter of priority.
- 10.3 The early and local resolution of complaints is key to effective complaint handling. Where possible, officers should seek to resolve complaints at an early stage and in a timely manner. Accordingly, appropriate remedies, if required, must be available at all

stages of the complaints process; a complainant should not have to make a Stage 2 complaint to receive an appropriate remedy for their complaint.

### 10.3 Acknowledgement of Complaints

10.3.1 All complaints received at both Stage 1 and Stage 2 will be acknowledged by the Council within five working days of receipt. The acknowledgement will include the reference number assigned to the complaint, the Council's understanding of the complaint and the outcome sought, and the due date for the response to the complaint. Where a complaint includes elements outside of the Council's responsibility, it will be made clear in the acknowledgement.

10.3.2 Where the Council has interpreted the complaint to be a building safety complaint, the acknowledgement will confirm whether the complaint has been accepted as a building safety complaint.

### 10.4 Stage 1 – Investigation

10.4.1 When a complaint is received, it will be considered as a Stage 1 complaint. At this stage, the complaint will be investigated by a manager at the Council. Stage 1 complaints must be acknowledged by the Council within five working days of receipt, and a response provided within 10 working days of the acknowledgement being sent.

10.4.2 If further information is required to process or investigate the complaint, staff who administer complaints or by the investigating manager can and should contact the individual complainant.

10.4.3 All complaint investigations should include three broad elements:

- What happened? - what events occurred that led to the complaint
- What should have happened? - how should the service being complained about have operated?
- Is there a discrepancy? Why? - If the service provided was not what should have been provided, why was it different? If the service provided operated as it should have, can more information be provided to contextualise the complainant's experience?

10.4.4 The level of investigation required should be proportionate to the complaint; complex cases or where complainants have vulnerabilities are likely to require more time to investigate. Where possible, investigating managers should seek to respond promptly with a clear explanation and, if required, an apology and restitution.

10.4.5 All elements of the complaint must be addressed as part of the investigation and response, even if it is to explain that an element of the complaint is not the responsibility of the Council.

10.4.6 Once they have investigated the complaint, the investigating manager will contact the complainant (either directly or via directorate complaint staff) to inform the complainant of the outcome of the complaint. The response will include the investigating manager's findings and how they have reached the decision that they have in respect of the complaint, with reference to any relevant policy, law, guidance

or best practice. At a minimum, the response is required to contain the following in clear, plain language:

- The complaint stage
- A summary of the complaint
- The decision on the complain
- The reasons for any decisions made
- The details of any remedy offered to put things right
- Details of any outstanding actions
- Details of how to escalate the matter to stage 2 if the individual is not satisfied with the response.

10.4.7 In addition to the explanation of the outcome, the Stage 1 response must also state whether the complaint is upheld (found in favour of the complainant), is not upheld (found in favour of the Council), or is partially upheld (elements of the complaint are found in favour of the complainant and the Council).

## 10.5 Stage 2 – Review

10.5.1 If a complainant is dissatisfied with the response to their complaint at Stage 1, they can escalate their complaint to Stage 2, their complaint will be reviewed by a senior manager, who will review the adequacy of the response to the Stage 1 complaint, as well as any new information that they have provided.

10.5.2 Complainants do not have to provide a reason why they want their complaint to be subject to a Stage 2 review, although they should be given the opportunity to do so, as this can be useful in identifying potential areas of focus at Stage 2. The Council is required to make a reasonable effort to understand why the complainant remains dissatisfied when making a Stage 2 complaint.

10.5.3 A Stage 2 complaint should be made within two months of the response to the Stage 1 complaint although, if exceptional circumstances apply, a Stage 2 complaint may be accepted by the Council outside of this period.

10.5.4 A Stage 2 complaint is investigated by a senior manager. As the final stage in the Council's complaints process, all relevant staff should be involved in the response where necessary.

10.5.5 Once they have investigated the complaint, the senior manager will contact the complainant (either directly or via directorate complaint staff) to inform the complainant of the outcome of the complaint. The response will include the investigating manager's findings and how they have reached the decision that they have in respect of the complaint, with reference to any relevant policy, law, guidance or best practice. At a minimum, the response is required to contain the following in clear, plain language:

- The complaint stage
- A summary of the complaint
- The decision on the complain
- The reasons for any decisions made

- The details of any remedy offered to put things right
- Details of any outstanding actions
- Details of how to escalate the matter to the relevant Ombudsman or Building Safety Regulator if the individual is not satisfied with the response.

## 10.6 Subsequent Action

10.6.1 Stage 2 represents the end of the Council's internal complaints process. If a complainant remains dissatisfied with their complaint after stage 2, they can contact the relevant Ombudsman or Building Safety Regulator for their complaint. These are:

**Housing Ombudsman:** The Housing Ombudsman considers complaints against the Council where the Council is acting as a resident's landlord, such as complaints relating to the condition of their property. Complainants who are Council tenants but are complaining about a service provided by the Council in a non-landlord capacity or who do not live in Council-owned accommodation are not able to complain to the Housing Ombudsman.

**Local Government and Social Care Ombudsman:** All other complaints handled under this policy fall within the remit of the Local Government and Social Care Ombudsman.

**Building Safety Regulator:** The Building Safety Regulator considers complaints against the Council where the Council is acting as a principal accountable person (PAP) for a high-rise residential building.

10.6.2 Contact details for the relevant Ombudsman or Building Safety Regulator must be provided with the acknowledgement of the complaint, and in the Stage 2 response, regardless of the decision at this stage.

## 10.7 Investigation of Complaints

10.7.1 The investigation of Stage 1 complaints must be investigated by a suitable manager who is not named or otherwise directly affected by a complaint. The manager must not be biased, nor have the perception of bias due to their role or relationship to the officers involved in the complaint. While this policy does not specify a grade or level of seniority, the manager must be sufficiently senior that they can respond on behalf of the Council, and in any case should be more senior than the officers to whom the complaint relates (for example, a complaint about a Head of Service should not be investigated by a team leader).

10.7.2 The specific form of the investigation will vary depending on the nature, complexity and severity of the issues raised in the complaint. In all cases, however, the manager conducting the investigation can contact the complainant for further information if they feel it is required to investigate the complaint. In all situations, the officer investigating a complaint should:

- Clarify with the individual any aspects of the complaint they are unclear about
- Deal with complaints on their merits, act independently, and have an open mind
- Give the complainant a fair chance to set out their position

- Address any actual or perceived conflict of interest
- Consider all relevant information and evidence carefully

10.7.3 All Council staff are required to assist officers working on complaints in facilitating the prompt resolution of complaints.

## **10.8 Complaints about Named Staff**

10.8.1 Where a complaint explicitly refers to a named member of staff rather than a service generally, that member of staff should be contacted during the investigation period to help understand their version of events. The member of staff should also be made aware of the outcome of the complaint, but not given the ability to clear or otherwise alter or influence the response.

10.8.2 Where possible, complaint responses should avoid naming specific officers in respect of the complaint.

## **11. Extensions, Late and Delayed Responses**

11.1 While the Council seeks to respond to all complaints in a timely manner, there may be circumstances where a service is not able to provide a response within the timescales set out above.

11.2 Where necessary for complex complaints, the timescales above can be extended for a further 10 working days (20 working days at Stage 2). Any extension must be communicated to the complainant prior to the due date previously communicated to the complainant, must explain why the extension is required and must include contact details for the relevant ombudsman or Building Safety Regulator.

11.3 If a complaint is going to be responded to late, the service should issue a holding response to the complainant informing them that the response is delayed. The holding response should include an indication as to when the complainant can expect a response to their complaint and, if it is unclear when the complainant can expect to receive a response, agree a timetable with them to keep them updated on the progress of the investigation of their complaint.

## **12. Putting Things Right**

12.1 The Council is committed to acknowledging its mistakes and putting things right where we have made an error. Where something has gone wrong, we should acknowledge that this is the case, apologise, and explain what has occurred. The actions that can be taken to put right the error will vary depending on the specific circumstances of the case but can include:

- Where the complaint relates to a delay, carry out the required action
- Where the complaint relates to a decision taken by the Council, reconsider or change that decision

- Amending or adding a correction to relevant records
- Providing a financial remedy (e.g. compensation)
- Changing policies or procedures

12.2 Where a decision is taken to award compensation, it must be taken in line with relevant Council policies concerning the award of compensation.

12.3 Any remedy offer made to a complainant should be proportionate to the impact of the failure on the complainant, and should reflect the relevant Ombudsman's good practice. All remedy offers must be clear about what is proposed and when it will occur. Any remedy offer must be followed to completion. If it is not possible to complete the remedy offer, an alternative remedy should be offered and the contact details for the relevant ombudsman or Building Safety Regulator provided.

12.4 Where actions are required in response to a complaint to put things right, the completion of this action should not delay a response to the complaint being provided to the complainant. The service should, however, continue to track and confirm that the action required has been completed.

### **13. Learning from Complaints**

13.1 All complaints represent an opportunity to learn and improve services, ensuring that the Council is delivering the best services possible to residents.

13.2 It is important to note that even complaints that are not upheld represent an opportunity to learn and improve services.

13.3 How the Council learns from individual complaints will vary depending on the specific nature of complaints, but there are two broad opportunities to learn from complaints: individual complaints present an opportunity to learn from the circumstances of the case, which may shed light on specific failures or gaps in respect of service delivery, and which can be addressed to prevent reoccurrence; and data analysis of complaints received over a period of time, which may suggest a pattern of service failure or weakness, or opportunities to strengthen how the Council communicates to manage residents' expectations and explain the Council's actions.

13.4 A high volume of complaints must not be interpreted as necessarily negative, as this can be a symptom of a well publicised and accessible complaints process, and should be viewed in concert with the availability of information and the complaints themselves.

### **14. Contact Restrictions**

14.1 The imposition of contact restrictions and other limits on complainants are set out in the Council's policy for Unreasonable and Unreasonably Persistent Complainants.

### **15. Performance Monitoring and Reporting**

- 15.1 In order to ensure effective performance monitoring and learning from complaints, all complaints must be recorded in the Council's corporate case management system. The information captured must include the following:
- Date of receipt
  - Whether it has been acknowledged and the date of acknowledgement
  - Due date
  - Date of response
  - Details of the complaint
  - Complaint stage
  - The outcome of each stage
  - Relevant communications and associated documents
- 15.2 The Council will publish a complaints annual report each year setting out analysis of the Council's performance in respect of complaints, including service improvements made by the Council. This information will be published on the Council's website and taken through formal scrutiny processes as required. The annual report will include:
- An annual self-assessment against the Code to ensure that the Council remains in line with its requirements.
  - A qualitative and quantitative analysis of the Council's complaint handling performance, including a summary of the types of complaints the organisation has refused to accept.
  - Any findings of non-compliance by the Ombudsmen.
  - Service improvements made as a result of the learning from complaints.
  - The annual letters about the Council's performance received from the Ombudsmen.
  - Any other relevant reports or publications produced by the Ombudsman in relation to the Council.
  - The Council's response to the annual report.
- 15.3 Additionally, quarterly performance reports will also be provided to the Council's management team, ensuring that they are kept informed of the performance of all Council services. Complaint performance information, particularly how the Council is learning from complaints and improving services will be shared with relevant stakeholders, such as residents and Council tenants.
- 15.4 In addition to when required for the annual report, the self-assessment should also be carried out when there is a reorganisation of Council services that affects how complaints are handled, or where an Ombudsman requires the completion of the self-assessment as part of the action taken in response to a complaint.
- 15.5 Where possible, complaints information included in reports will not include personal data. Personal data relating to a complainant does not go beyond the people who are

investigating the complaint unless there are exceptional circumstances, whereupon the complainant will be informed.

## **16. Governance**

- 16.1 Corporate responsibility for complaints under the Joint Complaints Handling Code are split between complaints that fall within the scope of the Local Government and Social Care Ombudsman (“corporate complaints”) and the Housing Ombudsman (“housing complaints”).
- 16.2 Corporate responsibility for corporate complaint handling rests with the Information, Safety and Community Service; while responsibility for housing complaints rests with the Housing Strategy and Insight Service.
- 16.3 The relevant Members with responsibility for complaints are the Leader of the Council for corporate complaints, and the Cabinet Member for Housing, Neighbourhoods and Homelessness for housing complaints. The relevant Members are responsible for assessing any themes or trends to identify potential systemic issues, serious risks, or policies and procedures that require revision. More widely, they are responsible for supporting a positive complaint culture. The services with corporate responsibility for complaint handling will ensure that the relevant Members have access to the information that they require to conduct this role and communicate their findings.
- 16.4 The relevant Members will receive regular updates on the outcomes of Ombudsman investigations.
- 16.5 All staff who work on complaints will receive appropriate training on handling complaints.

## **17. Communication of This Policy**

- 17.1 This policy will be made available on the Council’s website and promoted through relevant Council communication channels. Information relating to the Ombudsmen and associated codes will also be made available.
- 17.2 If the Council is unable to comply with the Code and this policy due to exceptional circumstances, it will inform the relevant Ombudsman, including an estimate of the number of individuals affected, and will post an update on the Council’s website explaining the situation. Where available, an estimate of when compliance will be re-established will be included.

## **18. Data Protection and Confidentiality**

- 18.1 When the Council receives a complaint, the identity of the complainant will be made known only to those who need to consider or know about the complaint.

18.2 All data will be processed in accordance with our [Privacy Notices](#), applicable council policies and relevant legislation, including the Data Protection Act 2018.

Last Reviewed: May 2025

Date of Next Review: May 2026