



# SANDOWN TOWN COUNCIL

## **Complaints Procedure (including Vexatious Complaints)**

APPROVAL DATE: 19-Jul-21  
REVIEW DATE: Jul-22  
MINUTE NUMBER: 24-2021/2022(2)

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## **1. COMPLAINTS REGARDING COUNCILLORS**

- 1.1. Pursuant to section 27 of the Localism Act 2011, Sandown Town Council ('the Council') has adopted a Code of Conduct to promote and maintain the high standards of behaviour by its Members and co-opted Members.
- 1.2. The code applies whenever they conduct the business of the Council including:
  - the business of the office to which they were elected or appointed; or
  - when they claim to act; or
  - give the impression of acting as a representative of the Council.
- 1.3. The Localism Act 2011 requires local authorities to establish arrangements to deal with allegations of breaches by councillors of the Members' Code of Conduct.
- 1.4. Therefore, any complaints against a member of Sandown Town Council are considered by the Monitoring Officer of the Isle of Wight Council.
- 1.5. Please click [on the link](#) or refer to the Isle of Wight Councils website for the [procedure for making a complaint against a councillor](#). If you would like a copy emailed or posted to you please contact the clerk.

## **2. INTRODUCTION**

- 2.1. Sandown Town Council will do their utmost to settle complaints and satisfy any complaint made.
- 2.2. If a complaint is not settled by the Town Council, it cannot refer the complaint to any other body for settlement.
- 2.3. A complaint can however be referred to the Monitoring Officer, if the complainant considers that members of the council, while considering the complaint, breached the Member Code of Conduct.
- 2.4. The council will not tolerate abusive or bullying contacts.

## **3. PROCESS FOR MAKING A COMPLAINT.**

### **3.1. Making a Complaint**

- 3.1.1. Complaints in the first instance should be addressed to the clerk.
- 3.1.2. If the complainant prefers not to put the complaint to the Clerk, he or she shall be advised to put it to the Lead Member for Complaints.

### **3.2. Stage 1:**

#### *Oral Complaints*

- 3.2.1. If a complaint about procedures or administration is notified orally to a Councillor or the Clerk and they cannot satisfy the complainant fully, the complainant shall be asked to put the complaint in writing to the Clerk.

### *Written Complaints*

- 3.2.2. On receipt of a written complaint the Clerk or Lead Member, shall try to settle the complaint directly with the complainant.
- 3.2.3. If the complaint is about the behaviour of the Clerk, they will be notified and given an opportunity for comment on the allegation and the intended method of dealing with and resolving the complaint.
- 3.2.4. If a written complaint is dealt with to the satisfaction of the complainant, it will be reported at the next council meeting.

### 3.3. Stage 2:

- 3.3.1. If a complaint cannot be settled to the satisfaction of the complainant, it shall be brought to the next meeting of the Council for decision.
- 3.3.2. The complainant will be advised on which date the complaint will be considered.
- 3.3.3. The Council shall consider whether the circumstances attending any complaint warrant the matter being discussed in the absence of the press and public.
- 3.3.4. Any decision on a complaint shall be announced at the council meeting in public.
- 3.3.5. Council shall defer dealing with any written complaint only if:
  - (a) It is of the opinion that issues of law or practise arise on which advice is necessary; or
  - (b) Further evidence is required.
- 3.3.6. In such cases the complaint shall be dealt with at the next meeting after the advice has been received.
- 3.3.7. As soon as is reasonably possible after the decision has been made, the decision and any action to be taken shall be communicated in writing to the complainant.

## **4. VEXATIOUS (UNREASONABLE) COMPLAINTS AND BEHAVIOUR**

### 4.1. Purpose of Policy in regard to Vexatious Complaints and Behaviour

- 4.1.1. This policy intends to:
  - (a) Assist in identifying and managing persons who are disruptive to the Council through pursuing an unreasonable course of conduct.
  - (b) Provide a mechanism for dealing with all complainants in ways which are demonstrably consistent, fair and reasonable.
- 4.1.2. Habitual or vexatious questions and complainants can be problematic for council staff and councillors. The difficulty in handling such complainants is that they are time consuming and wasteful of resources in terms of Officer and Member time.
- 4.1.3. There are situations when there is nothing further which can reasonably be done to assist or to rectify a real or perceived problem.
- 4.1.4. Examples of Contacts which might be considered unreasonable would include:
  - (a) Constant repetition of a query when reasonable answer has been given.
  - (b) Ongoing questions of details when the substance of a matter is closed.

(c) Repeated questions in relation to a matter over which the town council has no authority.

(d) The council will not tolerate abusive or bullying contacts.

4.2. In some cases, complaints made either individually or as part of a group, or a group of complainants, might be considered habitual or vexatious.

4.3. Terminology and Definitions relating to Vexatious Complaints.

4.3.1. In this policy the term habitual means 'done repeatedly or as a habit'.

4.3.2. The term vexatious is recognised in law and means 'denoting an action or the bringer of an action that is brought without sufficient grounds for winning, purely to cause annoyance to the defendant'.

4.3.3. The term complaint in this policy includes requests made under the Freedom of Information Act 2000 and the Data Protection Act 1998 and reference to the Complaints Procedure is, where relevant, to be interpreted as meaning a request under those Acts.

4.3.4. Sandown Town Council define unreasonably persistent and vexatious complainants as those complainants who, because of the frequency or nature of their contacts with the Council, hinder the Council's consideration of their or other people's complaints.

4.3.5. The description 'unreasonably persistent' and 'vexatious' may apply separately or jointly to a particular complainant.

4.3.6. For the purpose of this policy the following definition of habitual or vexatious complainants will be used:

The repeated and/or obsessive pursuit of:

(a) unreasonable complaints and/or unrealistic outcomes; and or

(b) reasonable complaints in an unreasonable manner.

4.3.7. Examples include the way in which, or frequency with which, complainants raise their complaint with staff or how complainants respond when informed of the Council's decision about the complaint.

4.3.8. Features of an unreasonably persistent and/or vexatious complainant include the following (the list is not exhaustive, nor does one single feature on its own necessarily imply that the person will be considered as being in this category):

(c) Have insufficient or no grounds for their complaint and be making the complaint only to annoy (or for reasons that he or she does not admit or make obvious).

(d) Refuse to specify the grounds of a complaint despite offers of assistance.

(e) Refuse to co-operate with the complaints investigation process while still wishing their complaint to be resolved.

(f) Refuse to accept that issues are not within the remit of the complaints policy and procedure despite having been provided with information about the scope of the policy and procedure.

(g) Refuse to accept that issues are not within the power of the Council to investigate, change or influence.

- (h) Insist on the complaint being dealt with in ways which are incompatible with the complaint's procedure or with good practice (e.g., insisting that there must not be any written record of the complaint).
- (i) Make what appear to be groundless complaints about the staff dealing with the complaints and seek to have them dismissed or replaced.
- (j) Make an unreasonable number of contacts with the Council, by any means in relation to a specific complaint or complaints.
- (k) Make persistent and unreasonable demands or expectations of staff and/or the complaints process after the unreasonableness has been explained to the complainant (an example of this could be a complainant who insists on immediate responses to questions, frequent and/or complex letters, faxes, telephone calls or emails).
- (l) Harass or verbally abuse or otherwise seek to intimidate staff dealing with their complaint, in relation to their complaint by use of foul or inappropriate language or by the use of offensive and racist language.
- (m) Raise subsidiary or new issues whilst a complaint is being addressed that were not part of the complaint at the start of the complaint process.
- (n) Introduce trivial or irrelevant new information whilst the complaint is being investigated and expects this to be taken into account and commented on.
- (o) Change the substance or basis of the complaint without reasonable justification whilst the complaint is being addressed.
- (p) Deny statements he or she made at an earlier stage in the complaint process.
- (q) Electronically record meetings and conversations without the prior knowledge and consent of the other person(s) involved.
- (r) Adopts an excessively 'scattergun' approach, for instance, pursuing a complaint or complaints not only with the Council, but at the same time with, for example, a Member of Parliament, other Councils, elected Councillors of this and other Councils, the Council's Independent Auditor, the Standards Board, the Police or solicitors.
- (s) Refuse to accept the outcome of the complaint process after its conclusion, repeatedly arguing the point, complaining about the outcome, and/or denying that an adequate response has been given.
- (t) Make the same complaint repeatedly, perhaps with minor differences, after the complaints procedure has been concluded and insist that the minor differences make these 'new' complaints which should be put through the full complaints procedure.
- (u) Persistently approach the Council through different routes about the same issue
- (v) Persist in seeking an outcome which Council has explained is unrealistic for legal or policy (or other valid) reasons.
- (w) Refuse to accept documented evidence as factual.
- (x) Complain about or challenge an issue based on an historic and/or an irreversible decision or incident.

(y) Combine some or all of these features.

- 4.3.9. Raising of legitimate queries or criticisms of a complaints procedure as it progresses, for example if agreed timescales are not met, should not in itself lead to someone being regarded as a vexatious or an unreasonably persistent complainant.
- 4.3.10. Similarly, the fact that a complainant is unhappy with the outcome of a complaint and seeks to challenge it, this should not necessarily cause him or her to be labelled vexatious or unreasonably persistent.

#### 4.4. Decision Making

- 4.4.1. Since vexatious complaints impact on council staff welfare and capacity, where complainants have been, and continue to be identified as potentially habitual or vexatious in accordance with the criteria set out in Section 3, officers will refer the matter to the Human Resources Committee for a decision on:
- (a) Agreement to issue warning correspondence (Virtually).
  - (b) Agreement to treat the complainant as a habitual or vexatious complainant if behaviour persists (Meeting).
  - (c) Agreement regarding the appropriate course of action to be taken if behaviour continues (Meeting).

#### 4.5. Vexatious Procedure – First Stage

- 4.5.1. Sandown Town Council will ensure that the complaint is being, or has been, investigated properly according to the adopted complaints procedure.
- 4.5.2. Prior to considering its implementation the Council will send a summary of this policy to the complainant to give them prior notification of its possible implementation.
- 4.5.3. The Clerk will contact the complainant in writing, or by email, to explain why this behaviour is causing concern and ask them to change this behaviour and outline the actions that the council may take if they do not comply (the Warning).
- 4.5.4. If the disruptive behaviour continues, the Clerk will issue a reminder letter to the complainant advising them that the way in which they will be allowed to contact the Town Council in future will be restricted (second Warning).

#### 4.6. Vexatious Procedure – Second Stage

- 4.6.1. If the disruptive behaviour continues a meeting of the Human Resource Committee will be called.
- 4.6.2. A decision will be made on:
- (a) Treat the complainant as a habitual or vexatious due to behaviour persisting.
  - (b) Appropriate course of action to be taken.
- 4.6.3. Following a decision by the committee to declare the complainant as habitual or vexatious:
- (a) The Clerk on behalf of the Town Council will notify complainants, in writing or by email, of the reasons why their complaint has been treated as habitual or vexatious and the action that will be taken.

(b) The correspondence will include:

- Why the decision has been taken;
- What procedures have been put in place and;
- The duration of that action.

4.6.4. The Isle of Wight Council will also be informed that a constituent has been designated as a habitual or vexatious complainant.

4.6.5. The status of the complainant will be kept under review. If a complainant subsequently demonstrates a more reasonable approach, then their status will be reviewed.

4.6.6. Any restriction that is imposed on the complainant's contact with the Council will be appropriate and proportionate and the complainant will be advised of the period of time that the restriction will be in place for.

4.6.7. In most cases restrictions will apply for between 3-6 months, but in exceptional cases, this may be extended. In such cases the restrictions would be reviewed on a quarterly basis.

4.6.8. The fact that a complainant is judged to be unreasonably persistent or vexatious, and any restrictions imposed on Council's contact with him or her, will be recorded and notified to those who need to know within the Council.

#### 4.7. Vexatious Procedure – Further Actions

4.7.1. Where a complainant continues to behave in a way that is unacceptable, the Clerk, in consultation with the Complaints Committee may decide to refuse all contact with the complainant and stop any investigation into his or her complaint.

4.7.2. Where the behaviour is so extreme or it threatens the immediate safety and welfare of staff, other options will be considered, eg the reporting of the matter to the police or taking legal action. In such cases, the complainant may not be given prior warning of that action.

#### 4.8. Restrictions

Restrictions will be tailored to deal with the individual circumstances of the complainant and may include (the list is not exhaustive):

- (a) Restricting the complainants contact with officers by telephone to through a third party e.g. a solicitor, a Councillor or a friend acting on their behalf.
- (b) Prohibiting the complainant from sending emails to individual and/or all Council Officers and insisting they only correspond through a nominated councillor, usually the Mayor.
- (c) Requiring contact to take place with one named member of staff only.
- (d) Requiring contact to take place through a single medium.
- (e) Restricting telephone calls to specified days and/or times and/or duration.
- (f) Requiring any personal contact to take place in the presence of an appropriate witness.
- (g) Informing the complainant know that Sandown Town Council will not reply to, or acknowledge any further contact, from them on the specific topic of that complaint (in

this case, a designated member of staff will be identified who will read future correspondence)

#### 4.9. New complaints from complainants who are treated as abusive, vexatious or persistent

4.9.1. New complaints from people who have come under this policy will be treated on their merits. The Clerk and the Human Resources Committee will decide whether any restrictions that have been applied before are still appropriate and necessary in relation to the new complaint.

4.9.2. A blanket policy is not supported, nor is ignoring genuine service requests or complaints where they are founded.

#### 4.10. Review

4.10.1. The status of a complainant judged to be unreasonably persistent or vexatious will be reviewed by the Clerk, and the Human Resources Committee after three months, and at the end of every subsequent three months within the period during which the policy is to apply.

4.10.2. The complainant will be informed of the result of this review if the decision to apply this policy has been changed or extended.

#### 4.11. Record Keeping

4.11.1. The Clerk will retain adequate records of the details of the case and the action that has been taken. Records will be kept of:

- (a) The name and address of each complainant considered abusive, vexatious or persistent.
- (b) Detail of any warnings issued (date, if response received).
- (c) The start and end date of any period of restriction.
- (d) The nature of the restriction.
- (e) The date of the decision.
- (f) The date the complainant and Council were notified.

4.11.2. The Council will be provided with an annual report giving information about members of the public who have been treated as vexatious/persistent as per this policy.

#### 4.12. Right of Appeal

4.12.1. A complainant declared Vexatious by the Human Resources Committee may appeal the decision by requesting the matter be brought to the next meeting of Full Council.

4.12.2. This request must be made via email or in writing.

4.12.3. The complainant will be notified of the date of the meeting.

4.12.4. The relevant documents will be circulated to all members.

4.12.5. A decision will be made at the start of the Agenda item if the matter will be debated or if Council supports the Committees decision without further discussion.

4.12.6. The complainant will be notified in writing of the outcome of the meeting.

