

Blaby District Council **Policy**

Vexatious and Unreasonable Behaviour Policy

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*Approved by and 'approval date' are in relation to the most recent version.

Review History			
Version*	Reviewed By (Job Title)	Review Completion Date	Brief Description of Changes (add 'no changes required' if applicable)
1.0	Information Governance Officer	16 October 2023	Review overdue by 12 months. No changes required
1.0	Business Systems & Information Manager	25 Feb 2025	Minor alterations to wording in sections 1 and 2 in relation to 'Violence Against Staff' Policy. No re-approval required. Version number remains unchanged.

*Version number remains the same if no significant changes are made upon review.

Document Definition / Approval & Review

Definition, Approval and Review

Blaby District Council policies ‘**outline a set of rules or principles that govern how the council (or services within the council) will operate**’.

Key published documents are approved for publication in line with the approval matrix illustrated in the Key Published Document Procedure.

Unless agreed by exception, key published documents must be reviewed at least **every 3 years** from the date of approval.

Significant updates/changes must also seek reapproval in line with the approval matrix.

Scope

To what and to whom this policy applies

The aim of this policy is to contribute to the Council’s overall aim of dealing with all customers in ways which are demonstrably consistent, fair, and reasonable.

It sets out how the Council will decide when correspondence will be treated as vexatious or unreasonably persistent, and what we will do in those circumstances. Nothing in this policy will override anyone’s right to seek their own legal advice on the options available to them.

This policy applies to all areas of the Council.

Terms & Definitions

Definition of any acronyms, jargon, or terms that might have multiple meanings.

Term	Definition
Vexatious	Causing or tending to cause annoyance, frustration or worry
SPOC	Single Point of Contact

Policy Sections

Section 1 Introduction

Vexatious, unreasonably persistent behavior and unreasonable behavior arising from customers who, because of the frequency or nature of their contact with the Council, hinder consideration of their own or other complaints or requests.

Examples could include persons who feel that the Council are not dealing with their complaint/queries properly and are not prepared to leave the matter there or where complaints or queries are justified but are being pursued in an unreasonable or inappropriate way.

Customers may be intent on pursuing complaints or correspondence which appears to have no substance, or which have already been investigated, dealt with, or responded to. In such instances, contact with the Council may be amicable but still place very heavy demands on staff or Member time, or they may be very emotionally charged and distressing for all involved.

Failure to deal with unreasonable behaviour of this type would result in the Council failing to comply with legal responsibilities. It would also impact upon the use of Council resources and hinder the Council's ability to deliver services.

There is of course an acceptance that Officers working for a public body and Members may be subject to criticism, but a balance must be found that enables the Council to efficiently respond to all requests and fulfil its statutory duties.

Lastly, where an employee of Blaby District Council is threatened or verbally abused by a customer in relation to their work, this may instead be categorised as 'Work-Related Violence' and be handled in accordance with our internal Work-Related Violence Policy.

Section 2 Reviewing of Cases

Each case will be viewed individually and decided on its merits. Examples of unreasonable and unreasonably persistent behaviour include:

- a) Submitting repeat complaints where the Council's complaints procedure has been fully and properly implemented and exhausted.
- b) Refusing to specify the grounds of a complaint, despite offers of assistance.
- c) Refusing to co-operate with the complaint investigation process while still wishing their complaint to be resolved.
- d) Refusing to accept that issues are not within the scope of the complaint's procedure.
- e) Making unjustified complaints about staff dealing with the complaint or seeking to have them replaced.
- f) Changing the basis of the complaint as the investigation proceeds.
- g) Denying statements made at an earlier stage.
- h) Introducing trivial or irrelevant information which the customer expects to be taken into account and commented on.
- i) Raising large numbers of detailed but unimportant questions and insisting they are fully answered.
- j) Covertly recording meetings and conversations.
- k) Adopting a 'scattergun' approach: pursuing a complaint across various areas of the Council or with other organisations such as a Member of Parliament / a Councillor / the Standards Committee / local police/solicitors / the Ombudsman / other public bodies.
- l) Making unnecessarily excessive demands, which are unreasonable and unsustainable on the time and resources of staff whilst a complaint is being looked into, by for example excessive telephoning or sending emails to numerous Council staff, writing lengthy complex letters every few days and expecting immediate responses.
- m) Refusing to accept the decision of the Council, repeatedly arguing the point, and complaining about

the decision.

- n) Refusing to follow appeal procedures or other forms of legal avenues.
- o) Use of racist, homophobic, or other discriminatory language, including the use of offensive and abusive language.
- p) Using bullying, physical, or psychological threats as a means to gain leverage with an officer or Council member.
- q) Combinations of some or all of these.

If considered to be seriously abusive or threatening, points o) and p) above may be handled in accordance with our internal Work-Related Violence Policy.

Section 3 Considerations Prior to Acting Under the Policy

Different considerations will apply depending on whether an investigation into the complaint or query is ongoing or whether it has been concluded. However, where the issue is ongoing the Council will need to continue some contact with the individual.

The decision to designate someone as vexatious or unreasonably persistent is onerous and could have serious consequences for the individual.

Before deciding whether the policy should be applied the Council should be satisfied that:

- a) The complaint/query is being or has been properly investigated.
- b) Any decision reached is the right one.
- c) Communications with the customer have been adequate.
- d) The customer is not providing any significant new information that might affect the Council's view on the matter.
- e) Any circumstances relating to the customer's mental health, age, gender, sexual orientation, religious belief, language, or disability have been considered.
- f) The Council's Complaints and Information Governance policies have been applied correctly.
- g) The customer has been made fully aware of their rights of appeal through the Ombudsman or other organisation.
- h) If the Council is satisfied with these points, it will consider whether further action is necessary prior to taking the decision to designate the behaviour as unreasonable or unreasonably persistent. Examples might include:
 - i) If no meeting has taken place between the customer and an officer, and where it is appropriate to do so, consider offering the individual a meeting with an officer of appropriate seniority. Sometimes meetings can dispel misunderstandings and move matters towards a resolution. The Council does not, however, guarantee a meeting and will offer one dependent on the circumstances of the case.
- j) If more than one service is being contacted, consider:
 - a. setting up a strategy meeting to agree a cross-service approach; and/or
 - b. designating a key officer to co-ordinate the authority's response(s).
- k) If the customer has needs, the Council will consider offering the services of an advocate, such as an Elected Member, or will provide advice as to how the customer might find an independent one.

Before applying any restrictions in line with this policy the customer will be notified by phone, in writing or by email explaining that if his/her actions continue the authority may decide to treat him/her as an unreasonably persistent or vexatious, an explanation why and warning of potential action the Council may take (with reference to this policy) if the problem persists.

Section 4 Approach and Procedure

How the Council manages such correspondence will be dependent upon their nature and extent. If their persistence adversely affects the Council's ability to carry out its functions and provide a service to others, it may need to manage their unacceptable behaviour by restricting contact with staff.

Any restrictions applied will be appropriate and proportionate. The following are examples of the types of restriction(s) which may be used:

- a) Placing time limits on telephone conversations and personal contacts.
- b) Restricting the number of telephone calls that will be taken (for example, one call on one specified morning /afternoon of any week).
- c) Limiting the customer to one medium of contact (telephone, letter, email etc) and/or requiring the customer to communicate only with one named officer.
- d) Requiring any personal contact to take place in the presence of a witness.
- e) Refusing to register and process further complaints/correspondence about the same matter.
- f) Where a decision on the complaint/query has been made, providing the customer with acknowledgements only of letters, faxes, or e mails, or ultimately informing the customer that future correspondence will be read and placed on the file but not acknowledged.

In deciding which restrictions are appropriate, careful consideration will be given to balancing the rights of the individual against those of other customers and of staff and Members as well as the need for the Council to provide its services.

Where the behaviour is so extreme or it threatens the immediate safety and welfare of staff, we will consider other options, for example reporting the matter to the police or taking legal action. In such cases the Council may not give the individual warning of that action.

Section 5 Applying the Policy

Stage 1 - Warning

Where an individual is acting in an unreasonable manner, the matter will be discussed with the Monitoring Officer or Data Protection Officer and an officer of the Information Governance Team and, on their approval, the individual will be informed in writing/by email that this is the case. The letter will explain why the Council finds the behaviour unreasonable or unacceptable and advise them of actions which could be taken if they do not change their behaviour.

In cases where the customer is using offensive, abusive and/or racist, homophobic, or otherwise discriminatory language, the matter will be referred immediately to stage 2 below.

Stage 2 - Restrict or Terminate Contact with the Council

Should the individual fail to moderate their behaviour, the following steps will be taken:

- Set up a strategy meeting to agree a cross-departmental approach.
- Undertake a risk assessment. Decisions to restrict or terminate contact will be taken following a risk assessment. However, where there is an immediate risk to staff or offices the Council may make an on-the-spot decision to restrict access or terminate contact in the short term.
- Consideration of applying a Single Point of Contact (see below)
- The decision and proposed action must be agreed by the Monitoring Officer or Data Protection Officer
- An appropriate officer will write to inform the customer of the restrictions, why the restriction or sanction

has been imposed, what it means for his/her contacts with the authority and how long any restrictions or sanctions will remain in place.

This notification will be copied for the information of others already involved in the complaint or matters closely related to it. A record will be kept by the Information Governance team.

Section 6 Applying a Single Point of Contact (SPOC)

This will involve limiting the customer to one method of contact (telephone, letter, email, etc) and/or requiring the customer to communicate with only one named member of staff.

Where agreed that a single point of contact is to be provided all correspondence sent to the customer, including notification of this decision, will be dealt with by them.

This will include the redirection to a central mailbox of any emails sent to Officers or Members. This is done in an open and transparent manner and the customer will be clearly informed that this action will be taken.

Emails and correspondence will be checked and referred to the intended recipients where appropriate. There will be no restriction on Councillors responding to the customer should they wish to do so.

At no point will emails be accessed via logging into a Councillor's or Officers email account. The entire process will be carried out in an overt manner, with the customer being properly advised of the measures and why they are being invoked.

Section 7 Dealing with New Complaints from a Vexatious Complainant

When designated unreasonable and unreasonably persistent customers make complaints or requests about new issues these should be treated on their merits, and the Information Governance Team, or a designated SPOC, in consultation with the Monitoring Officer or Data Protection Officer, must decide on whether any restrictions which have been applied before are still appropriate and necessary.

Section 8 Right of Review, Record Keeping and Reporting

Customers have the right to seek a review of a decision to designate them as vexatious or unreasonably persistent with the Local Government and Social Care Ombudsman (LGSCO), they will be fully informed of this right throughout the process and provided with the appropriate contact details.

Review of Decision

On a six-monthly basis, the Information Governance Team will review all those designated under this policy and determine whether the designation should continue to be applied to everyone. Where it is determined that an individual should be de-designated, they will be informed of that fact in writing/by email. However, the Council reserves the right to continue to monitor their behaviour to ensure that it continues to meet expected standards.

Record Keeping

Copies of correspondence, notes of meetings and telephone conversations and any other documents pertinent to the designated customer will be held in accordance with the Council's GDPR/Data Protection and document retention policies.

Reporting to Councillors

A report on Complaints is presented to the Council's Scrutiny Committee on an annual basis. This report will

include information on the application of the policy, including the numbers of complainants to whom such a policy has been applied in that year, reasons for the application of the policy and the kinds of restrictions which have been imposed.