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|  | <p style="text-align: center;">Unreasonable Customer Conduct Policy Policy No. ADMPOL 12</p> | Version No: | 1 |
| | | Responsible Officer/s: | Director of Corporate Services |
| | | Classification: | Council |
| | | Issued: | 20 March 2023 |
| | | Next Review: | May 2027 |

1. Introduction

1.1. Statement of support

The District Council of Grant ('**Council**') is committed to being accessible and responsive to all customers who approach our office for assistance, service and/or with a complaint. At the same time the success of our office in responding to customer enquiries depends on:

- our ability to do our work and perform our functions in the most effective and efficient ways possible;
- the health, safety and security of our staff; and
- our ability to allocate our resources fairly across all the requests we receive.

When customers behave unreasonably in their dealings with Council, their conduct can significantly affect our ability to successfully respond. As a result, Council will take proactive and decisive action to manage any customer conduct that negatively and unreasonably affects us and will support our staff to do the same in accordance with this policy.


All Council staff are authorised and expected to implement the strategies provided in this policy.

2. Objectives

2.1. Policy aims

This policy has been developed to assist all staff members to better manage unreasonable customer conduct ('**UCC**'). Its aim is to ensure that all staff:

- Feel confident and supported in taking action to manage UCC.
- Act fairly, consistently, honestly and appropriately when responding to UCC.
- Are aware of their roles and responsibilities in relation to the management of UCC and how this policy will be used.
- Understand the types of circumstances when it may be appropriate to manage UCC using one or more of the following mechanisms:
- Are aware of and understand the strategies provided in the *Managing unreasonable conduct by a complainant – A manual for frontline staff, supervisors and senior managers* (Ombudsman New South Wales, 2021) ('**practice manual**') including the strategies to change or restrict customer access to our services.
- Have knowledge of alternative dispute resolution strategies to deal with conflicts involving unreasonable behaviours toward members of our organisation.
- Have access to legal instruments such as trespass laws/legislation/Intervention Orders to prevent individuals from coming onto our premises and orders to protect specific staff members from any actual or apprehended personal violence, intimidation or stalking.

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- Have a clear understanding of the criteria that will be considered before we decide to change or restrict a customer's access to our services.
- Are aware of the processes that will be followed to record and report UCC incidents as well as the procedures for consulting and notifying customers about any proposed actions or decisions to change or restrict their access to our services.
- Are familiar with the procedures for reviewing decisions made under this policy, including specific timeframes for review.

3. Definitions

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| Council | The District Council of Grant |
| Senior Manager | A member of the Senior Management Team (currently comprising the Works Manager, Director of Corporate Services and Director of Environmental Services, together with the Chief Executive Officer) |
| UCC | Unreasonable Customer Conduct |

4. Defining Unreasonable Customer Conduct

4.1. Unreasonable customer conduct

Most customers act reasonably and responsibly in their interactions with us, even when they are experiencing high levels of distress, frustration and anger about their matters of concern.


However in a very small number of cases some customers behave in ways that are inappropriate and unacceptable – despite our best efforts to help them. They can be aggressive, verbally abusive, highly emotional and threatening towards our staff. They can threaten harm and violence, bombard our offices with unnecessary and excessive phone calls and emails, make inappropriate demands on our time and our resources and refuse to accept our decisions, recommendations and reasoning in relation to their matters of concern.

When customers behave in these ways we consider their conduct to be 'unreasonable'.

UCC is any behaviour by a current or former customer which, because of its nature or frequency raises substantial health, safety, resource or equity issues for our organisation, our staff, other service users and customers or the customer themselves.

UCC can be divided into five categories of conduct:

- Unreasonable persistence
- Unreasonable demands
- Unreasonable lack of cooperation
- Unreasonable arguments

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(e) Unreasonable behaviours

4.2. Unreasonable persistence

Unreasonable persistence is continued, incessant and unrelenting conduct by a customer that has a disproportionate and unreasonable impact on our organisation, staff, services, time and/or resources. Some examples of unreasonably persistent behaviour include:

- An unwillingness or inability to accept reasonable and logical explanations including final decisions that have been comprehensively considered and dealt with.
- Persistently demanding a review simply because it is available and without arguing or presenting a case for one.
- Pursuing and exhausting all available review options when it is not warranted and refusing to accept further action cannot or will not be taken on their matters of concern.
- Reframing a request in an effort to get it taken up again.
- Bombarding our staff/organisation with phone calls, visits, letters, emails (including cc'd correspondence) after repeatedly being asked not to do so.
- Contacting different people within our organisation and/or externally to get a different outcome or more sympathetic response to their matter – internal and external forum shopping.


For more examples of unreasonable persistence see pages 21 – 26 of the practice manual.

4.3. Unreasonable demands

Unreasonable demands are any demands (express or implied) that are made by a customer that have a disproportionate and unreasonable impact on our organisation, staff, services, time and/or resources. Some examples of unreasonable demands include:

- Issuing instructions and making demands about how we have/should handle their matter, the priority it was/should be given, or the outcome that was/should be achieved.
- Insisting on talking to a Senior Manager, Manager or the Chief Executive Officer personally when it is not appropriate or warranted.
- Emotional blackmail and manipulation with the intention to guilt trip, intimidate, harass, shame, seduce or portray themselves as being victimised – when this is not the case.
- Insisting on outcomes that are not possible or appropriate in the circumstances - e.g. for someone to be sacked or prosecuted, an apology and/or compensation when no reasonable basis for expecting this.
- Demanding services that are of a nature or scale that we cannot provide when this has been explained to them repeatedly.

For more examples of unreasonable demands see pages 32 – 37 of the practice manual.

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4.4. Unreasonable lack of cooperation

Unreasonable lack of cooperation is an unwillingness and/or inability by a customer to cooperate with our organisation, staff, or systems and processes that results in a disproportionate and unreasonable use of our services, time and/or resources. Some examples of unreasonable lack of cooperation include:

- Sending a constant stream of comprehensive and/or disorganised information without clearly defining any issues of concern or explaining how they relate to the core issues being dealt with – only where the customer is clearly capable of doing this.
- Providing little or no detail when raising a matter of concern or presenting information in ‘dribs and drabs’.
- Refusing to follow or accept our instructions, suggestions, or advice without a clear or justifiable reason for doing so.
- Arguing frequently and/or with extreme intensity that a particular solution is the correct one in the face of valid contrary arguments and explanations.
- Displaying unhelpful behaviour – such as withholding information, acting dishonestly, misquoting others, and so forth.

For more examples of unreasonable lack of cooperation see pages 46 – 48 of the practice manual.

4.5. Unreasonable arguments

Unreasonable arguments include any arguments that are not based in reason or logic, that are incomprehensible, false or inflammatory, trivial or delirious and that disproportionately and unreasonably impact upon our organisation, staff, services, time, and/or resources. Arguments are unreasonable when they:


- fail to follow a logical sequence
- are not supported by any evidence
- lead a customer to reject all other valid and contrary arguments
- are trivial when compared to the amount of time, resources and attention that the customer demands
- are false, inflammatory or defamatory.

For more examples of unreasonable arguments see pages 52 – 54 of the practice manual.

4.6. Unreasonable behaviour

Unreasonable behaviour is conduct that is unreasonable in all circumstances – regardless of how stressed, angry or frustrated that a customer is – because it unreasonably compromises the health, safety and security of our staff, other service users or the customer themselves. Some examples of unreasonable behaviours include:

- Acts of aggression, verbal abuse, derogatory, racist, or grossly defamatory remarks
- Harassment, intimidation or physical violence.
- Rude, confronting and threatening correspondence.

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- Threats of harm to self or third parties, threats with a weapon or threats to damage property including bomb threats.
- Stalking (in person or online).
- Emotional manipulation.

For more examples of unreasonable behaviours see pages 60 – 69 of the practice manual.

All staff should note that the District Council of Grant has a zero tolerance policy towards any harm, abuse or threats directed towards them. Any conduct of this kind will be dealt with under this policy, in accordance with our duty of care and occupational health and safety responsibilities, and will be reported to SA Police.

5. Roles and Responsibilities

5.1. All staff

All staff are responsible for familiarising themselves with this policy as well as the *Individual Rights and Mutual Responsibilities of the Parties* in Appendix A.

Staff are encouraged to explain the contents of this document to customers who engage in UCC or exhibit the early warning signs for UCC. See pages 16 - 18 of the practice manual.


Staff are also encouraged and authorised to use the strategies and scripts provided in Part 2 of the practice manual to manage UCC, in particular:

- Strategies and script ideas for managing unreasonable persistence: pages 21 – 31.
- Strategies and script ideas for managing unreasonable demands: pages 32 – 45.
- Strategies and script ideas for managing unreasonable lack of cooperation: pages 46 – 51.
- Strategies and script ideas for managing unreasonable arguments: pages 52 – 59.
- Strategies and script ideas for managing unreasonable behaviours: pages 60 – 72.

However, it must be emphasised that any strategies that effectively change or restrict a customer's access to our services must be considered at the Senior Manager level, with ultimate authority to take action vesting in the CEO, as provided in this policy.

Staff are also responsible for recording and reporting all UCC incidents they experience or witness (as appropriate) into the adopted case management database within 24 hours of the incident occurring.

Staff are also to report relevant UCC incidents to the relevant Senior Manager using the Sample UCC incident form ADM001 located on the Intranet. The types of incidents to be reported to a Senior Manager for immediate consideration will be identified in the implementation of this policy.

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5.2. Senior Managers

The relevant Senior Manager, in consultation with relevant staff, has the responsibility and authority to recommend to change or restrict a customer's access to our services in the circumstances identified in this policy. When doing so they will take into account the criteria in Part 8.2 below (adapted into a checklist in form ADM002 located on the Intranet) and will aim to impose any service changes/restrictions in the least restrictive ways possible. Their aim, when taking such actions will not be to punish the customer, but rather to manage the impacts of their conduct.

When applying this policy the Senior Manager will also aim to keep at least one open line of communication with a customer. However, it is recognised that in extreme situations all forms of contact may need to be restricted for some time to ensure the health and safety and security of our staff and/or third parties.

The Senior Manager is also responsible for recording, monitoring and reviewing all cases where this policy is applied to ensure consistency, transparency and accountability for the application of this policy. They will also manage and keep a file record of all cases where this policy is applied in the Unreasonable Customer Conduct Register.

The determination to change or restrict a customer's access to our services in the circumstances identified in this policy must be made by the CEO, taking into account the recommendation of the relevant Senior Manager.

5.3. Managers

All Managers are responsible for supporting staff to apply the strategies in this policy, as well as those in the practice manual. Managers are also responsible for ensuring compliance with the procedures identified in this policy and ensuring that all staff members are trained to deal with UCC – including on induction.

Following a UCC and/or stressful interaction with a customer Managers are responsible for providing affected staff members with the opportunity to debrief and vent their concerns either formally or informally. Managers will also ensure that staff are provided with proper support and assistance including medical and/or police assistance and support through programs such as Employee Assistance Program ('EAP'), if necessary.

Depending on the circumstances Managers may also be responsible for arranging other forms of support for staff which are detailed in Parts 12 and 13 of this policy.


6. Responding to and Managing UCC

6.1. Changing or restricting a customer's access to our services

UCC incidents will generally be managed by limiting or adapting the ways that we interact with and/or deliver services to customers by restricting:

Who they have contact with – e.g. limiting a customer to a sole contact person/staff member in our organisation.

What they can raise with us – e.g. restricting the subject matter of communications that we will consider and respond to.

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When they can have contact – e.g. limiting a customer’s contact with our organisation to a particular time, day, or length of time, or curbing the frequency of their contact with us.

Where they can make contact – e.g. limiting the locations where we will conduct face-to-face interviews to secured facilities or areas of the office.

How they can make contact – e.g. limiting or modifying the forms of contact that the customer can have with us. This can include modifying or limiting face-to-face interviews, telephone and written communications, prohibiting access to our premises, contact through a representative only, taking no further action or terminating our services altogether.

When using the restrictions provided in this section we recognise that discretion will need to be used to adapt them to suit a customer’s personal circumstances, level of competency, literacy skills, etc. In this regard, we also recognise that more than one strategy may need to be used in individual cases to ensure their appropriateness and efficacy.

6.2. Who – limiting the customer to a sole contact point

Where a customer tries to forum shop internally within our organisation, changes their issues of concern repeatedly, reframes their concerns, or raises an excessive number of concerns it may be appropriate to restrict their access to a single staff member (a sole contact point) who will exclusively manage their concern(s) and interactions with our office. This may ensure they are dealt with consistently and may minimise the chances for misunderstandings, contradictions and manipulation.


To avoid staff ‘burn out’ the sole contact officer’s supervisor will provide them with regular support and guidance – as needed. Also, the Senior Manager will review the arrangement every six months to ensure that the officer is managing/coping with the arrangement.

Customers who are restricted to a sole contact person will however be given the contact details of one additional staff member who they can contact if their primary contact is unavailable – e.g. they go on leave or are otherwise unavailable for an extended period of time.

6.3. What – restricting the subject matter of communications that we will consider

Where customers repeatedly send written communications, letters, emails, or online forms that raise trivial or insignificant issues, contain inappropriate or abusive content or relate to a concern/issue that has already been comprehensively considered and/or reviewed (at least once) by our office, we may restrict the issues/subject matter the customer can raise with us/we will respond to. For example, we may:

- Refuse to respond to correspondence that raises an issue that has already been dealt with comprehensively, that raises a trivial issue, or is not supported by clear/any evidence. The customer will be advised that future correspondence of this kind will be read and filed without acknowledgement unless we decide that we need to pursue it further in which case, we may do so on our ‘own motion’.


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- Restrict the customer to one concern/issue per month. Any attempts to circumvent this restriction, for example by raising multiple concerns/issues in the one letter may result in modifications or further restrictions being placed on their access.
- Return correspondence to the customer and require them to remove any inappropriate content before we will agree to consider its contents. A copy of the inappropriate correspondence will also be made and kept for our records to identify repeat/further UCC incidents.

6.4. When – limiting when and how a customer can contact us

If a customer's telephone, written or face-to-face contact with our organisation places an unreasonable demand on our time or resources because it is overly lengthy (e.g. disorganised and voluminous correspondence) or affects the health, safety and security of our staff because it involves behaviour that is persistently rude, threatening, abusive or aggressive, we may limit when and/or how the customer can interact with us. This may include:

- Limiting their telephone calls or face-to-face interviews to a particular time of the day or days of the week.
- Limiting the length or duration of telephone calls, written correspondence or face-to-face interviews. For example:
 - Telephone calls may be limited to 10 minutes at a time and will be politely terminated at the end of that time period.
 - Lengthy written communications may be restricted to a maximum of 3 typed or written pages, single sided, font size 11 or it will be sent back to the customer to be organised and summarised – This option is only appropriate in cases where the customer is capable of summarising the information and refuses to do so.
 - Limiting face-to-face interviews to a maximum of 30 minutes.
- Limiting the frequency of their telephone calls, written correspondence or face-to-face interviews. Depending on the nature of the service(s) provided we may limit:
 - Telephone calls to [1] every month.
 - Written communications to [1] every month.
 - Face-to-face interviews to [1] every month.
- For irrelevant, overly lengthy, disorganised or frequent written correspondence we may also:
 - Require the customer to clearly identify how the information or supporting materials they have sent to us relate to the central issues identified in their matter of concern.
 - Restrict the frequency with which customer can send emails or other written communications to our office.
 - Restrict a customer to sending emails to a particular email account (e.g. info@dcgrant.sa.gov.au) or block their email access altogether

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and require that any further correspondence be sent through Australia Post only.

Writing only restrictions

When a customer is restricted to 'writing only' they may be restricted to written communications through:

- Australia Post only
- Email only to a specific staff email or city general office email account
- Fax only to a specific fax number
- Some other relevant form of written contact, where applicable.

If a customer's contact is restricted to 'writing only', the CEO (based on the recommendation by the Senior Manager) will clearly identify the specific means that the customer can use to contact our office (e.g. Australia Post only). Also if it is not suitable for a customer to enter our premises to hand deliver their written communication, this must be communicated to them as well.

Any communications that are received by our office in a manner that contravenes a 'write only' restriction will either be returned to the customer or read and filed without acknowledgement.

6.5. Where – limiting face-to-face interviews to secure areas

If a customer is violent or overtly aggressive, unreasonably disruptive, threatening or demanding or makes frequent unannounced visits to our premises, we may consider restricting our face-to-face contact with them.


These restrictions may include:

- Restricting access to particular secured premises or areas of the office – such as a customer service, board/meeting room or other secured area/facility.
- Restricting their ability to attend our premises to specified times of the day and/or days of the week only – for example, when additional security is available or to times/days that are less busy.
- Allowing them to attend our office on an 'appointment only' basis and only with specified staff. Note – during these meetings staff should always seek support and assistance of a colleague for added safety and security.
- Banning the customer from attending our premises altogether and allowing some other form of contact – e.g. 'writing only' or 'telephone only' contact.

Contact through a representative only

In cases where we cannot completely restrict our contact with a customer and their conduct is particularly difficult to manage, we may also restrict their contact to contact through a support person or representative only. The support person may be nominated by the customer but must be approved by the CEO (based on the recommendation by the Senior Manager).

When assessing a representative/support persons suitability, the Senior Manager should consider factors like: the nominated representative/support person's competency and literacy skills, demeanour/behaviour and relationship with the

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customer. If the Senior Manager determines that the representative/support person may exacerbate the situation with the customer the customer will be asked to nominate another person or we may assist them in this regard.

6.6. Completely terminating a customer's access to our services

In rare cases, and as a last resort when all other strategies have been considered and/or attempted, the Chief Executive Officer may decide that it is necessary for our organisation to completely restrict a customer's contact/access to our services (based on the recommendation by the Senior Manager).

A decision to have no further contact with a customer will only be made if it appears that the customer is unlikely to modify their conduct and/or their conduct poses a significant risk for our staff or other parties because it involves one or more of the following types of conduct:

- Acts of aggression, verbal and/or physical abuse, threats of harm, harassment, intimidation, stalking, assault.
- Damage to property while on our premises.
- Threats with a weapon or common office items that can be used to harm another person or themselves.
- Physically preventing a staff member from moving around freely either within their office or during an off-site visit – e.g. entrapping them in their home.
- Conduct that is otherwise unlawful.

In these cases the customer will be sent a letter notifying them that their access has been restricted as outlined in Part 8.4 below.


Such instances will also be reported to SA Police.

A customer's access to our services and our premises may also be restricted (directly or indirectly) using the legal mechanisms such as trespass laws/legislation or legal/intervention orders to protect members of our staff from personal violence, intimidation or stalking by a customer.

For more information, about the types of circumstances where legal mechanisms may be used to deal with UCC, please see:

*Unauthorised entry onto agency premises or other criminal offences –
Criminal Law Consolidation Act 1935 (SA)
Summary Offences Act 1953 (SA)*

*Intervention Orders to address violence, threats, intimidation and / or
stalking by complainants –
Legal Services Commission of SA Law Handbook: Intervention Orders
<https://lawhandbook.sa.gov.au/ch21s07s02.php>*

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7. Alternative Dispute Resolution

7.1. Using alternative dispute resolution strategies to manage conflicts with customers

If the Chief Executive Officer determines (based on the recommendation by the Senior Manager) that we cannot terminate our services to a customer in a particular case or that we/our staff bear some responsibility for causing or exacerbating their conduct, they may consider using alternative dispute resolution strategies ('ADR') such as mediation and conciliation to resolve the conflict with the customer and attempt to rebuild our relationship with them.

If ADR is considered to be an appropriate option in a particular case, the ADR will be conducted by an independent third party to ensure transparency and impartiality.

However, we recognise that in UCC situations, ADR may not be an appropriate or effective strategy particularly if the customer is uncooperative or resistant to compromise. Therefore, each case will be assessed on its own facts to determine the appropriateness of this approach.

8. Procedure to be Followed When Changing or Restricting a Customer's Access to Our Services

8.1. Consulting with relevant staff


When the relevant Manager receives a UCC incident form from a staff member they will contact the staff member to discuss the incident. They will discuss:

- The circumstances that gave rise to the UCC/incident.
- The impact of the customer's conduct on our organisation, relevant staff, our time, resources, etc.
- The customer's responsiveness to the staff member's warnings/requests to stop the behaviour.
- The actions the staff member has taken to manage the customer's conduct, if any.
- The suggestions made by relevant staff on ways that the situation could be managed.

8.2. Criteria to be considered

Following a consultation with relevant staff the relevant Senior Manager will search the adopted case management system for information about the customer's prior conduct and history with our organisation. They will also consider the following criteria:

- Whether the conduct in question involved overt emotion, anger, aggression, violence or assault (which is unacceptable in all circumstances).
- Whether the complainant's case has merit.

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- The likelihood that the complainant will modify their unreasonable conduct if they are given a formal warning about their conduct.
- Whether changing or restricting access to our services will be effective in managing the complainant's behaviour.
- Whether changing or restricting access to our services will affect the complainant's ability to meet their obligations, such as reporting obligations.
- Whether changing or restricting access to our services will have an undue impact on the customer's welfare, livelihood or dependents etc.
- Whether (where known) the customer's personal circumstances have contributed to the behaviour? For example, the customer is a vulnerable person who is under significant stress as a result of one or more of the following:
 - homelessness
 - physical disability
 - illiteracy or other language or communication barrier
 - mental or other illness
 - personal crises
 - substance or alcohol abuse.
- Whether the customer's response/conduct in the circumstances was moderately disproportionate, grossly disproportionate or not at all disproportionate.
- Whether there any statutory provisions that would limit the types of limitations that can be put on the customer's contact/access to our services.

Once the Senior Manager has considered these factors they will decide on the appropriate course of action. They may suggest formal or informal options for dealing with the customer's conduct which may include one or more of the strategies provided in the practice manual and this policy.


See form ADM002 – Sample checklist for Senior Managers when deciding to modify or restrict a customer's access, located on the Intranet.

8.3. Providing a warning letter

Unless a customer's conduct poses a substantial risk to the health and safety of staff or other third parties requiring immediate action to amend or restrict access to Council services, the CEO (based on the recommendation by the Senior Manager) will provide them with a written warning about their conduct in the first instance.

The warning letter will:

- Specify the date, time and location of the UCC incident.
- Explain why the customer's conduct/ UCC incident is problematic.
- List the types of access changes and/or restrictions that may be imposed if the behaviour continues. (Note: not every possible restriction should be listed only those that are most relevant).

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- Provide clear and full reasons for the warning being given
- Include an attachment of the organisation's ground rules and / or briefly state the standard of behaviour that is expected of the customer. See Appendix A.
- Provide the name and contact details of the staff member who they can contact about the letter.
- Be signed by the CEO.

Where a contact address for the customer is not known a warning letter may be served to the customer when they next attend a Council office.

See form ADM003 – Sample warning letter, located on the Intranet.

8.4. Providing a notification letter

If a customer's conduct continues after they have been given a written warning or in extreme cases of overt aggression, violence, assault or other unlawful/unacceptable conduct the CEO (based on the recommendation by the Senior Manager) has the discretion to send a notification letter immediately restricting the customer's access to our services (without prior written warning).

This notification letter will:

- Specify the date, time and location of the UCC incident(s).
- Explain why the customer's conduct/UCC incident(s) is problematic.
- Identify the change and/or restriction that will be imposed and what it means for the customer.
- Provide clear and full reasons for this restriction.
- Specify the duration of the change or restriction imposed, which will not exceed 12 months.
- Indicate a time period for review.
- Provide the name and contact details of the senior officer who they can contact about the letter and/or request a review of the decision.
- Be signed by the CEO.

See form ADM004 – Sample letter notifying customers of a decision to change or restrict their access to our services, located on the Intranet.


8.5. Notifying relevant staff about access changes/restrictions

The Senior Manager will notify relevant staff about any decisions to change or restrict a customer's access to our services, in particular reception and security staff in cases where a customer is prohibited from entering our premises.

The Senior Manager will also update the adopted case management system with a record outlining the nature of the restrictions imposed and their duration.

8.6. Continued monitoring/oversight responsibilities

Once a customer has been issued with a warning letter or notification letter the Senior Manager will review the complainant's record/restriction every 3 months, on request by a staff member, or following any further incidents of UCC that involve

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the particular customer to ensure that they are complying with the restrictions/the arrangement is working.

If the Senior Manager determines that the restrictions have been ineffective in managing the customer's conduct or are otherwise inappropriate, they may decide to either recommend the CEO modify the restrictions, impose further restrictions or terminate the customer's access to our services altogether.

9. Appealing a Decision to Change or Restrict Access to Our Services

9.1. Right of appeal

Customers are entitled to one appeal of a decision to change/restrict their access to our services.

This review will be undertaken by a senior staff member who was not involved in the original decision to change or restrict the customer's access. This staff member will consider the customer's arguments along with all relevant records regarding the customer's past conduct. They will advise the customer of the outcome of their appeal by letter which must be signed off by the Chief Executive Officer. The staff member will then refer any materials/records relating to the appeal to the Manager Organisational Development to be kept in the appropriate file.

If a customer continues to be dissatisfied after the appeal process, they may seek an external review from an oversight agency such as the Ombudsman. The Ombudsman may accept the review (in accordance with its administrative jurisdiction) to ensure that we have acted fairly, reasonably and consistently and have observed the principles of good administrative practice including, procedural fairness.

10. Non-Compliance With a Change or Restriction on Access to Our Services


10.1. Recording and reporting incidents of non-compliance

All staff members are responsible for recording and reporting incidents of non-compliance by customers. This should be recorded in a file note in the adopted case management system and a copy forwarded to the General Manager who will decide whether any action needs to be taken to modify or further restrict the complainant's access to our services.

11. Periodic Reviews of All Cases Where This Policy is Applied

11.1. Period for review

All UCC cases where this policy is applied will be reviewed every 3 months or 6 months (depending on the nature of the service provided) and not more than 12 months after the service change or restriction was initially imposed or continued/upheld.

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11.2. Notifying the customer of an upcoming review

The CEO will invite all relevant customers to participate in the review process unless they determine that this invitation will provoke a negative response from the customer (ie further UCC). The invitation will be given, and the review will be conducted in accordance with the customer's access restrictions (e.g. if contact has been restricted to writing only then the invitation to participate will be done in writing).

See form ADM005 – Sample letter notifying a customer of an upcoming review, located on the Intranet.

11.3. Criteria to be considered during a review

When conducting a review the Senior Manager will consider:

- Whether the customer has had any contact with the organisation during the restriction period.
- The customer's conduct during the restriction period.
- Any information/arguments put forward by the customer for review.
- Any other information that may be relevant in the circumstances.

The Senior Manager may also consult any staff members who have had contact with the customer during the restriction period.

Note – Sometimes a customer may not have a reason to contact our office during their restriction period. As a result, a review decision that is based primarily on the fact that the customer has not contacted our organisation during their restriction period (apparent compliance with our restriction) may not be an accurate representation of their level of compliance/reformed behaviour. This should be taken into consideration, in relevant situations.

See form ADM006 – Sample checklist for reviewing an access change/restriction, located on the Intranet.


11.4. Notifying a customer of the outcome of a review

The CEO (based on the recommendation by the Senior Manager) will notify the customer of the outcome of their review using the appropriate/relevant method of communication as well as a written letter explaining the outcome, as applicable. The review letter will:

- Briefly explain the review process.
- Identify the factors that have been taken into account during the review.
- Explain the decision/outcome of the review and the reasons for it.

If the outcome of the review is to maintain or modify the restriction the review letter will **also**:

- Indicate the nature of the new or continued restriction.
- State the duration of the new restriction period.
- Provide the name and contact details of the relevant Manager who the customer can contact to discuss the letter.
- Be signed by the CEO.

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See form ADM007 – Sample letter advising the customer of the outcome of a review, located on the Intranet.

11.5. Recording the outcome of a review and notifying relevant staff

Like all other decisions made under this policy, the Senior Manager is responsible for keeping a record of the outcome of the review, updating the adopted case management system and notifying all relevant staff of the outcome of the review including if the restriction has been withdrawn.

See Parts 5.2 and 8.5 above.

12. Managing Staff Stress

12.1. Staff reactions to stressful situations

Dealing with customers who are demanding, abusive, aggressive or violent can be extremely stressful and at times distressing or even frightening for all our staff – both experienced and inexperienced. It is perfectly normal to get upset or experience stress when dealing with difficult situations.

As an organisation, we have a responsibility to support staff members who experience stress as a result of situations arising at work and we will do our best to provide staff with debriefing and counselling opportunities, when needed. However, to do this we also need the help of all Council staff to identify stressful incidents and situations.

As a result, all staff have a responsibility to notify relevant team leaders/managers/senior managers of UCC incidents and any stressful incidents that they believe require management involvement.

12.2. Debriefing

Debriefing means talking things through following a difficult or stressful incident. It is an important way of ‘off-loading’ or dealing with stress. Many staff members naturally do this with colleagues after a difficult telephone call, but debriefing can also be done with a supervisor, Manager or Senior Manager or as a team following a significant incident. We encourage all staff to engage in an appropriate level of debriefing, when necessary.


Staff may also access an external professional service on a needs basis. All staff can access the Employee Assistance Program – a free, confidential counselling service.

Further information on service providers and contact details to make an appointment are available on the staff Intranet and notice boards.

13. Other Remedies

13.1. Compensation for injury

Any staff member who suffers injury as a result of aggressive behaviour from customers is entitled to make a workers’ compensation claim. Human Resources will assist wherever possible in processing claims. If you are the victim of an

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assault, they may also be able to apply to the Victim's Compensation Tribunal for compensation.

13.2. Compensation for damage to clothing or personal affects

Where damage is suffered to clothing or personal effects as a result of aggression by a customer, compensation or replacement may be sought.

13.3. Legal assistance

If a staff member is physically attacked, or is a victim of employment generated harassment and the police do not lay charges, the Chief Executive Officer will consider providing reasonable legal assistance if the staff members wishes to take civil action.

13.4. Threats outside the office or outside working hours

Where threats are directed at a particular staff member and it appears those threats may be carried out outside normal working hours or outside the office, the staff member will receive the support of the office. Requests for such assistance should be made to the Senior Manager or Chief Executive Officer.

13.5. Escorts home

When a staff member fears for their safety following a threat from a customer, another staff member may accompany them home or the office can meet the cost of the staff member going home in a taxi. Ask the relevant Manager for more information.

13.6. Telephone threats on home numbers

If a staff member or their family have been harassed by telephone at their home and they believe it is connected with their employment they may apply to have the office meet the cost of having their telephone number changed and/or made silent. The staff member should also contact their telephone carrier, as they may provide an interception/monitoring service.

If assistance is approved, Council will meet the cost incurred for a period up to 12 months. Once approval is given, the staff member is responsible for making the necessary arrangements and will be reimbursed after producing a paid account.


Applications for reimbursement must be approved by the Chief Executive Officer.

13.7. Other security measures

If other security measures are necessary, the office will give consideration to providing all reasonable support to ensure the safety and welfare of the staff member.

14. Training and Awareness

Council is committed to ensuring that all staff are aware of and know how to use this policy. All staff who deal with customers in the course of their work will also receive appropriate training and information on using this policy and on managing UCC on a regular basis in particular, on induction.

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15. Ombudsman May Request Copies of Our Records

Council will keep records of all cases where this policy is applied, including a record of the total number of cases where it is used every year.

This data may be requested by the Ombudsman to conduct an overall audit and review in accordance with its administrative functions and/or to inform its work on UCC.

16. References / Other Documents

16.1. Legislation

Local Government Act 1999

Workplace Health and Safety Act 2012 (SA)

Workplace Health and Safety Regulations 2021 (SA)

16.2. Council Policies / Procedures

Customer Service Complaints & Request for Service Policy (ADMPOLO5)

Complaint Handling Procedure (ADMPO1)


16.3. Other

[Managing unreasonable conduct by a complainant – A manual for frontline staff, supervisors and senior managers \(2021\)](#)

17. Review

This Policy shall be reviewed by the District Council of Grant at a minimum, once within every four (4) year Council term (or on significant change to legislation or other matters which could affect this policy).

| Action | Date | Minute Reference |
|--------------------|---------------|------------------|
| Adopted by Council | 20 March 2023 | 23052 |
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APPENDIX A

INDIVIDUAL RIGHTS AND MUTUAL RESPONSIBILITIES OF PARTIES

In order for Council to ensure that all complaints are dealt with fairly, efficiently and effectively and that occupational health and safety standards and duty of care obligations are adhered to, the following rights and responsibilities must be observed and respected by all of the parties involved in relation to unreasonable conduct.

1. Individual Rights

1.1. Customers have the right:


- to raise concerns and to express their opinions in ways that are reasonable, lawful and appropriate
- to a fair and impartial assessment and, where appropriate, investigation of their concerns based on the merits of the case
- to a fair hearing
- to be informed in at least general terms about the actions taken and outcome of their concerns
- to be given reasons that explain decisions affecting them
- to be treated with courtesy and respect
- to communicate valid concerns and views without fear of reprisal or other unreasonable response.

1.2. Staff have the right:

- to determine whether, and if so how, concerns will be dealt with
- to finalise matters on the basis of outcomes they consider to be satisfactory in the circumstances
- to expect honesty, cooperation and reasonable assistance from customers
- to expect honesty, cooperation and reasonable assistance from organisations and people within jurisdiction who are the subject of a customer concerns
- to be treated with courtesy and respect
- to a safe and healthy working environment
- to modify, curtail or decline service (if appropriate) in response to unacceptable behaviour by a customer.

1.3. Subjects of customer concerns have the right:

- to a fair and impartial assessment and, where appropriate, investigation of the allegations made against them
- to be treated with courtesy and respect by staff of Council
- to be informed (at an appropriate time) about the substance of the allegations made against them that are being investigated

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- to be informed about the substance of any proposed adverse comment or decision
- to be given a reasonable opportunity to put their case during the course of any investigation and before any final decision is made
- to be told the outcome of any investigation into allegations about their conduct, including the reasons for any decision or recommendation that may be detrimental to them.

2. Mutual Responsibilities

2.1. Customers are responsible for:


- clearly identifying to the best of their ability their issues of concern, or asking for help from the staff of Council to assist them in doing so
- providing Council, to the best of their ability, with all the relevant information available to them at the time of raising concerns
- being honest in all communications with Council
- informing Council of any other action they have taken in relation to their concerns
- cooperating with the staff who are assigned to assess/investigate/resolve/determine or otherwise deal with their concerns
- treating staff of Council with courtesy and respect.

If customers do not meet their responsibilities, Council may consider placing limitations or conditions on their ability to communicate with staff or access certain services.

Council has a zero tolerance policy in relation to any harm, abuse or threats directed towards its staff. Any conduct of this kind may result in a refusal to take any further action on a concern or to have further dealings with the customer. In certain cases legal action may also be considered.

2.2. Staff are responsible for:

- providing reasonable assistance to customers who need help to raise their concerns and, where appropriate, during the investigation process
- dealing with all concerns, customers and people or organisations the subject of concern professionally, fairly and impartially
- giving customers or their advocates a reasonable opportunity to explain their concerns, subject to the circumstances of the case and the conduct of the customer
- giving people or organisations the subject of concern a reasonable opportunity to put their case during the course of any investigation and before any final decision is made
- informing people or organisations the subject of investigation, at an appropriate time, about the substance of the allegations made against them and the substance of any proposed adverse comment or decision that they may need to answer or address

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- keeping customers informed of the actions taken and the outcome of their concerns
- giving customers reasons that are clear and appropriate to their circumstances and adequately explaining the basis of any decisions that affect them
- treating customers and any people the subject of concerns with courtesy and respect at all times and in all circumstances
- taking all reasonable and practical steps to ensure that customers are not subjected to any detrimental action in reprisal for raising their concerns
- giving adequate warning of the consequences of unacceptable behaviour.

If Council or its staff fail to comply with these responsibilities, customers may further raise their concern with the Chief Executive Officer or the SA Ombudsman.


2.3. Subjects of customer concerns are responsible for:

- cooperating with the staff of Council who are assigned to handle the concerns, particularly where they are exercising a lawful power in relation to a person or body within their jurisdiction
- providing all relevant information in their possession to Council or its authorised staff when required to do so by a properly authorised direction or notice
- being honest in all communications with Council and its staff
- treating the staff of Council with courtesy and respect at all times and in all circumstances
- refraining from taking any detrimental action against the customer in reprisal for them raising concerns

If subjects of a customer concern fail to comply with these responsibilities, action may be taken under relevant laws and/or codes of conduct.

2.4. Council is responsible for:

- having an appropriate and effective request for service and complaint handling system in place for receiving, assessing, handling, recording and reviewing requests for service and complaints
- ensuring that all customer concerns are dealt with professionally, fairly and impartially
- ensuring that staff treat all parties to a customer concern with courtesy and respect
- ensuring that the assessment and any inquiry into the investigation of a concern is based on sound reasoning and logically probative information and evidence
- finalising matters of concern on the basis of outcomes that the organisation, or its responsible staff, consider to be satisfactory in the circumstances
- implementing reasonable and appropriate policies/procedures/practices to ensure that customers are not subjected to any detrimental action in reprisal for raising their concerns

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- giving adequate consideration to any privacy implications that may arise in the handling of customer concerns and the conduct of investigations.

If Council fails to comply with these responsibilities, customers may complain to the Chief Executive Officer or the SA Ombudsman.