Complaints about care and health services

If you’re unhappy with the social care and/or health services you receive, this factsheet can help you to make a complaint. It can also help you if you want to take legal action.
About Independent Age

Whatever happens as we get older, we all want to remain independent and live life on our own terms. That’s why, as well as offering regular friendly contact and a strong campaigning voice, Independent Age can provide you and your family with clear, free and impartial advice on the issues that matter: care and support, money and benefits, health and mobility.

A charity founded over 150 years ago, we’re independent so you can be.

The information in this factsheet applies to England only.

If you’re in Wales, contact Age Cymru (0800 022 3444, agecymru.org.uk) for information and advice.

In Scotland, contact Age Scotland (0800 12 44 222, agescotland.org.uk).

In Northern Ireland, contact Age NI (0808 808 7575, ageni.org).
In this factsheet, you’ll find reference to our other publications. You can order them by calling 0800 319 6789, or by visiting independentage.org/publications
## Contents

1. When things go wrong  5
2. How to use this factsheet  9
3. How to make a complaint  11
4. Getting support with making a complaint  15
5. Complaining about care in your own home  17
6. Complaining about care in a care home  20
7. Complaining about care in hospital or another NHS setting  23
8. Complaining about both NHS services and social services  28
9. Complaints about an individual care or health professional  29
10. If the complaint is about abuse  31
11. Taking it further  33
12. Taking legal action  36
1. When things go wrong

Many of us are happy with the help we get from the NHS or from our local council social services department. However, sometimes things can go wrong and you may be unhappy about an ongoing situation or a particular incident.

If this happens, don’t be afraid to speak out. Organisations need to know if there is a problem and usually prefer to be told so that they have a chance to put things right. Sometimes it’s enough to have an informal conversation with the individual concerned, another member of staff or the manager. This will give them the opportunity to try and resolve the problem. However, if the problem continues, or you’re not happy with their response, you may want to go further and make an official, or formal, complaint. You should receive appropriate support to make a complaint if you need it.

The kinds of things that can go wrong with your social care services include:

- delays in carrying out an assessment
- the way your care needs have been assessed
• delays in being given a decision or help
• being refused a service without a good reason
• your services being cut without a good reason
• the quality or amount of care you are being given (for example, your care workers aren’t staying as long as they should)
• the amount you’re being charged for the service
• poor communication from the care provider or the council
• the behaviour and attitude of staff (for example, if they have been unhelpful or rude)
• a lack of information (for example, if you haven’t been given enough information to help you make a decision or you’ve been given incorrect information)
• the council not interpreting or applying the law correctly.
Health services can also go wrong, for example:

- being refused the healthcare you think you need

- feeling unhappy with the quality or amount of healthcare given by your GP, dentist, optician, hospital medical team, district nurse, occupational therapist or other healthcare professional

- waiting longer than the NHS maximum waiting time for appointments or procedures

- having appointments or procedures cancelled for no good reason

- poor communication, for example information is not correctly passed between different health professionals treating you

- being given misleading information about your treatment or right to services

- inadequate assessments of your health and care needs before being discharged from hospital

- neglectful or harmful treatment

- the behaviour and attitude of staff.
If you’re considering a formal complaint, you may also want to consider if you’d like to take legal action. See section 12 for more information.
2. How to use this factsheet

This factsheet gives general advice on making a complaint and then specific advice depending on the service you’re complaining about. Start by reading sections 3 and 4 for general help. Then, depending on what you’re making a complaint about, turn to:

Section 5: Complaining about care in your own home

Section 6: Complaining about care in a care home

Section 7: Complaining about care in hospital or another NHS setting

Section 8: Complaining about both NHS services and social services

Section 9: Complaining about an individual care or health professional

Section 10: If the complaint is about abuse.

If you’re not happy with the response you get to your complaint, turn to section 11 on taking your complaint further. Section 12 covers taking legal
action, which is separate to the complaints process.
3. How to make a complaint

All health and social care services must have a complaints procedure. Ask the service you want to complain to for a copy. It should be available in different formats, such as on their website or in a leaflet. The procedure will tell you who to contact and how your complaint will be handled.

You can make your complaint by telephone, email, letter or by completing an online form. You should receive written acknowledgement of your complaint within three working days. You should also be told what will happen next, how long the initial investigation will take and who will contact you with the outcome.

You can make a complaint yourself or ask a friend or a relative to do it for you. If you don’t have anyone to help and you feel it would be difficult for you to go through the process alone, you could get support from an independent advocate or an organisation (see section 4). If you no longer have mental capacity, someone may need to make a complaint on your behalf.

Make sure you know who to complain to. For example, if your care is funded by the council but provided by a private company, then the council
are still responsible for making sure you receive appropriate care. You should send your complaint to them.

Make your complaint as soon as you can. The time limit for making a complaint is usually within 12 months of the problem arising (or you becoming aware of it if this is later). However, you might still be able to complain after 12 months if you have a good reason for the delay (for example, if you have been ill or in hospital) and it is still possible to investigate the complaint.

If you’re considering legal action rather than a complaint, you may need to act more promptly. For example, judicial review action must be taken within three months unless a court gives permission for a late application to be made. So it is important to get specialist advice as soon as possible (see section 12).

**Top tips for making a complaint**

- Make it clear from the start of a conversation, letter or email that you’re making a formal complaint.
• Give a clear and concise account of what happened or what went wrong.

• Include all the relevant facts (for example, dates, times and names) but try to keep the description as brief as possible.

• Explain what you would like to happen as a result of your complaint. For example, to receive an apology or for steps to be taken to prevent the problem from happening again.

• If you’re making your complaint in writing, attach copies of any relevant letters and documents and list all the attachments in your letter or email.

• Keep your tone polite and professional, even if you feel angry or upset.

• Keep copies of all the letters and documents that you have sent and any responses you receive.

• Ask for the name and job title of any person you speak to about your complaint. Take note of what was said in case you need to refer to the conversation in the future.
• Ask for written confirmation of any verbal decisions or promises of action.

• If something isn’t done within the time that it should be, chase it up immediately.
4. **Getting support with making a complaint**

If you want to talk to someone about the process of making a complaint and what your options are, contact Independent Age and arrange to speak to an adviser (0800 319 6789, advice@independentage.org).

If you’d prefer to speak to someone face-to-face about your concerns, you could contact your local Age UK (0800 169 6565, ageuk.org.uk) or Citizens Advice (03444 111 444, citizensadvice.org.uk).

**Advocacy support**

If you would find it difficult to make a complaint and get your voice heard, you could speak to an independent advocate. An advocate can help you understand information about the service that has let you down, and help you communicate your views, wishes and concerns. An advocate may be able to help you resolve problems and make communication easier between you and the organisation you’re complaining about.
You can find a local independent advocacy organisation by using the Older People’s Advocacy Alliance website (opaal.org.uk).

Some Age UK branches offer advocacy services. Ask your local branch or contact the national helpline (0800 169 6565, ageuk.org.uk) to find out what is available in your area.

In certain circumstances, you may have a right to advocacy support. For more information about advocacy, see our factsheet Independent advocacy.
5. Complaining about care in your own home

It can be difficult to complain about care at home, especially if you’re worried your care worker could be blamed for something you don’t feel is their fault (for example, if they turn up later than they should because they have lots of people to visit before you). But it’s important to raise this issue with the organisation arranging your care. You have the right to feel comfortable and confident with the care you receive, and to know that any problems will be resolved.

You may feel unhappy with the care you receive in your own home if, for example:

- you’ve received a bill that’s higher than you were told it would be
- your care workers haven’t turned up on time, or are staying for less time than they should
- your care workers aren’t using your specialist equipment, such as a mobile hoist, correctly
- your care workers haven’t helped with the personal tasks they should have done.
If the problem is about the quality of your care, you should raise it with the care agency first. They must have a complaints procedure. If you can’t resolve the issue directly with the care agency and your care has been arranged or funded by your council, you can make a complaint using the council’s complaints procedure. Alternatively, you can complain to both the agency and the council at the same time. If you arranged or paid for care privately through an agency or a voluntary organisation, ask for a copy of their complaints procedure and make a complaint directly to them in the first instance.

If you’re concerned about something that isn’t in the care agency’s control – such as the amount you’re being charged by the council, or the fact that your care services are being cut – then you may want to get advice first on whether the council is acting lawfully (see section 12 about judicial reviews). This is because you may want to consider taking legal action instead of making a complaint. If you are going to make a complaint, then you will need to use the council’s complaints procedure.
Good to know

Whether you have complained to the home care agency or to the local council social services department, if you’re unhappy with the outcome you can ask the Local Government and Social Care Ombudsman (0300 061 0614, lgo.org.uk) (see section 11) to review it. An ombudsman looks into complaints about companies and organisations. They are independent, free and impartial. They can be a way of trying to resolve a complaint without going to court. There are different ombudsmen for different organisations.

You can also report your concerns about home care agencies to the Care Quality Commission (CQC) (03000 616161, cqc.org.uk), an independent body which regulates all home care agencies in England. They don’t investigate individual complaints but, in more serious cases, they may carry out or bring forward an inspection, or use your evidence if the agency is being inspected at that time.
6. Complaining about care in a care home

If you live in a care home and you’re unhappy with the quality of your care, first talk to the care home manager or matron if you feel comfortable doing this. You could ask a friend or relative to do this on your behalf if you prefer. Ask for a copy of the home’s complaints procedure.

If the council pays anything towards your care home fees (even if you end up paying it back through charges) and you’re uncomfortable about making your complaint to the care home, then you can use the council’s complaints procedure.

Whether you pay your own care home fees and feel the home hasn’t resolved your concerns, or the council is contributing to your fees and you’re unhappy after making a complaint to them, you can ask the Local Government and Social Care Ombudsman to review your complaint (0300 061 0614, lgo.org.uk) (see section 11).

If you’re concerned about something that isn’t in the care home’s control – such as the amount the council is prepared to pay towards the care
home’s fees, or the accuracy of the information the council provided – you may want to get advice first on whether the council is acting lawfully (see section 12 about judicial reviews). This is because you may want to consider taking legal action instead of making a complaint. If you’re going to make a complaint, then you will need to use the council’s complaints procedure in the first instance.

**Good to know**

You can also report your concerns about care homes to the Care Quality Commission (CQC) (03000 616161, cqc.org.uk), an independent body which regulates all care homes in England.

They don’t investigate individual complaints but can make sure care homes meet important standards of quality and safety. If it is a serious issue, they may bring forward their inspection of that care home. You can speak to the inspectors in confidence.

If you are unhappy about the quality of care provided by the care home and you and the care home manager can’t agree on a way to resolve
the complaint, your only option may be to move to another care home. Our guide **How to find the right care home** may help.
7. Complaining about care in hospital or another NHS setting

If you’re unhappy with the care you receive in hospital, or from a doctor, dentist, optician, pharmacist or physiotherapist, you should raise this with staff at the time. This can give them a chance to put things right or to make a note of the problem to make sure it doesn’t happen again. This may be enough for you to resolve the issue and feel better about the situation.

If the problem can’t be resolved in this way, you can make a complaint using the NHS complaints procedure. You can ask the organisation or institution you would like to complain to – for example a GP surgery, dentist practice or hospital – for a copy and the name of the person you should direct your complaint to.

If you don’t feel comfortable complaining directly to the service you are unhappy with, you can contact the commissioner of that service instead. If your complaint is about primary care health services, such as your doctor, GP practice, dentist, pharmacist or optician, direct it to NHS
England (NHS England, PO Box 16738, Redditch, B97 9PT, 0300 311 2233, or email england.contactus@nhs.net).

If you’re complaining about secondary care health services, such as hospital, out-of-hours, ambulance, community health and mental health services, speak to your local Clinical Commissioning Group (CCG). This is the body that is responsible for organising your health services. The CCG responsible for your particular services is the CCG that your GP belongs to. You can find your CCG by visiting england.nhs.uk/ccg-details.
To do

To find out more about making a complaint about NHS services, visit the NHS website at nhs.uk/using-the-nhs/about-the-nhs/how-to-complain-to-the-nhs.

Before making a complaint, make sure that it’s definitely the NHS who is responsible for the service, as some health services are provided privately.

You can also report your concerns to your local Healthwatch. They will make sure that your views and experiences of health and social care services in your area are taken seriously and represented locally and nationally. They can also connect you with a local advocacy service to support you with your complaint. To find your local Healthwatch, contact Healthwatch England (03000 683 000, healthwatch.co.uk).

You can also report your concerns about health services to the Care Quality Commission (CQC) (03000 616161, cqc.org.uk), an independent body which regulates many different types of health services in England. Visit cqc.org.uk/what-we-do/services-we-regulate/services-we-regulate to find out more.
Getting support with your NHS complaint

You can get help from your local Patient Advice and Liaison Service (PALS). They can record and discuss your complaint, direct your complaint to the correct department and support you throughout. PALS can also arrange an independent advocate for you (see section 4). Details of your local PALS are available from your local library, GP surgery, dentist surgery or hospital and on the NHS website (nhs.uk).

Your local council or Healthwatch (see above) will also be able to tell you if there is an independent NHS complaints advocacy service in your area. An advocate will be able to support you to make an official complaint, for example by writing letters or attending meetings with you. See our factsheet Independent advocacy for more information.

The Patients Association (020 8423 8999, patients-association.org.uk) may also be able to provide information and support.
Complaining about private healthcare

If your complaint is about private healthcare that you are funding yourself, you will need to complain directly to the healthcare provider. Each private healthcare provider should have their own formal complaints procedure.

If you’re not happy with their response, you can contact the Independent Healthcare Sector Complaints Adjudication Service (ISCAS) if your provider is a member (020 7536 6091, iscas.cedr.com).

If you’re receiving treatment from a private healthcare provider but it is funded by the NHS, you should go through the NHS complaints procedure.

For more information and support, you can contact the Patients’ Association (see above).

Remember

If you’re injured as a result of treatment that is below an acceptable standard, this is known as clinical negligence. You may be able to claim financial compensation – see section 12 to find out more.
8. Complaining about both NHS services and social services

You may need to make a complaint about both an NHS health service and a council. For example, you may wish to complain about a delayed discharge from hospital that was partly caused by a lack of home care services from your local council’s adult social services team.

If your complaint concerns both the NHS and adult social services, you only need to complain to one organisation. That organisation must contact the other service to decide who will take overall responsibility for dealing with your complaint. They should then co-ordinate the investigation and act as your main point of contact so that you receive a single response that addresses all of your concerns. Both bodies may be required to attend any meetings that are held as part of the complaint process.
9. Complaints about an individual care or health professional

If your complaint involves an individual, you may wish to complain about their behaviour as a professional. Listed below are some examples of bodies who can investigate specific professions.

Complaints about a social worker

Contact the Health and Care Professions Council (HCPC) (0300 500 6184, hpc-uk.org). You can refer to the standards of conduct for social workers (available on the HCPC website).

Complaints about a doctor

Contact the General Medical Council (GMC) (0161 923 6602, gmc-uk.org). The GMC complaints department can investigate doctors working in the UK.

Complaints about a dentist

Contact the General Dental Council (GDC) (020 7167 6000, gdc-uk.org). The GDC can investigate all concerns from dental patients, whether they are NHS or private patients.
Complaints about a nurse

Contact the Nursing and Midwifery Council (020 7637 7181, nmc.org.uk). If necessary, it can remove a nurse’s professional registration permanently or for a set period of time.

Complaints about another health professional

If you have a complaint about another health professional such as an occupational therapist, speech and language therapist or physiotherapist, contact the Health and Care Professions Council (0800 328 4218, hpc-uk.org). They have a register of certain health professionals and can investigate complaints if it is about a profession they regulate.
10. If the complaint is about abuse

Abuse can occur in any setting - in a care home, at home, in hospital or at a day centre. Whatever form the abuse takes (for example, financial, physical, sexual, psychological abuse or neglect) this can be reported to your local adult social services team and/or the police.

If you contact adult social services with your concerns, they must respond appropriately. For example, they may need to start a safeguarding enquiry.

Read our free guide **Staying in control when you're older** to find out more about abuse, how to prevent it and how to report it.

**Good to know**

If you wish to speak to someone in confidence about suspected abuse, you can contact Action on Elder Abuse (0808 808 8141, elderabuse.org.uk) or an independent advice service such as Independent Age (0800 319 6789, independentage.org).
You may also want to get support from an independent advocate (see section 4).
11. Taking it further

If you’ve made your complaint to a council, NHS or a care provider, but you’re not happy with the outcome, there are further steps you can take.

Contacting the Ombudsman

The Local Government and Social Care Ombudsman

The Local Government and Social Care Ombudsman (LGSCO) (0300 061 0614, lgo.org.uk) is independent and impartial, and can investigate complaints about local councils. This can include the work of social services departments. The LGSCO can also investigate complaints from people who arrange or pay for their own care, whether in their own home or in a care home, as long as the care home is registered with the Care Quality Commission (CQC).

You have to have used the council’s or the care provider’s own complaints procedure first, but if this is taking an unreasonable length of time it’s worth considering contacting the LGSCO about this delay. They may step in to help sort this out.
They can’t investigate a complaint if you’re taking other legal action relating to the issue.

You will have to persuade the LGSCO that, even though the council or care provider has looked into your complaint, they should also do so. They will only investigate where the issue has resulted in an injustice or harm to you. It’s useful to include any evidence you have to show this. They don’t have to take on your complaint if they have good reasons for not doing so.

You usually need to make your complaint within 12 months of the initial problem, unless there are special reasons for not doing so.

If the Ombudsman finds your complaint is justified, they will write a report recommending what the organisation should do to put things right.

**The Parliamentary and Health Service Ombudsman**

The Parliamentary and Health Service Ombudsman (0345 015 4033, ombudsman.org.uk) is independent of the NHS and government and can investigate complaints about NHS services. The ‘rules’ are basically the same as those that apply to the Local
Government and Social Care Ombudsman (see above). They can’t deal with complaints about private healthcare unless it was funded by the NHS.

**Getting others interested**

You may want to try to get support from a local voluntary organisation, your local councillor or your MP. You can find the contact details for your local MP on the They Work For You website ([theyworkforyou.com](http://theyworkforyou.com)).

You can also write to the government minister responsible for the public service you’re unhappy with. Find out which ministers are responsible for NHS care or social care by visiting [gov.uk/government/organisations/department-of-health](http://gov.uk/government/organisations/department-of-health).
12. Taking legal action

When you might want to consider legal action

You might want to consider taking legal action if:

- you’re unhappy with the way a decision about your care has been made – you may want to consider starting judicial review proceedings

- you’ve been injured as a result of a mistake made in your care or treatment – you may want to consider legal action to claim compensation (known as ‘damages’) for harm caused by negligence

- you’ve been discriminated against – contact the Equality Advisory and Support Service for advice (0808 800 0082, equalityhumanrights.com/en/contact-us/equality-advisory-and-support-service)

- your human rights have been breached – you may need to seek legal advice.

You do not need to have made a complaint before taking legal action.
If you want to explore the options available to you, call our Helpline on 0800 319 6789 to arrange to speak to an adviser.

**Judicial review**

A judicial review is a type of court proceeding where a judge looks at whether a public body, like a council or a hospital trust, has applied the law correctly and followed the right procedures when making its decision. In other words, it’s a challenge to the way a decision was made rather than the outcome.

For example, if the council decides it will only spend a fixed amount of money on your care, this could be unlawful because the Care Act says that the council must meet your eligible needs however much it costs. Similarly, it may be unlawful if your council has assessed you as needing support in a certain area of your life, but you do not have suitable support to meet your needs in that area.

A judicial review can be an effective way to get a public body to reconsider a decision or take action. However, it’s not appropriate in every case. You should get legal advice first to see if you have a good case or whether it might be a
good idea to use the complaints procedure instead.

**Good to know**

If you’re considering judicial review you need to act quickly. If court proceedings are necessary, they must be started within three months of the decision or action you wish to challenge. The court will sometimes give permission for you to bring a later claim.

**Getting legal advice**

You may be able to get free legal advice under the Legal Aid scheme. This is means-tested. The rules around who is eligible are complicated, so speak to a legal adviser who specialises in this area or contact Civil Legal Advice (0345 345 4345, gov.uk/civil-legal-advice).

You can search for a specialist legal adviser who does legal aid work at find-legal-advice.justice.gov.uk. Put in your postcode and select ‘community care’ as the category of law.

If you don’t qualify for legal aid, you might be able to get free initial legal advice through a Law Works legal advice clinic (lawworks.org.uk) or...
from the Disability Law Service (020 7791 9800, dls.org.uk).

**Getting started with a judicial review**

If you have grounds to start a judicial review claim, the first stage is to send a ‘letter before action’. This sets out the details of the decision or action that you want to challenge and the reason why you think it is unlawful. The public body should respond within a set time limit. In some cases, a letter before action is enough to sort it out.

If your case is urgent, you can apply to the court to fast track it. You can also ask the court to order the council to act (for example, to put services in place) while you are waiting for the case to go through the court process.

The Public Law Project has produced an Introduction to Judicial Review, which explains how the process works and can help you find a specialist solicitor (020 7843 1260, publiclawproject.org.uk/resources/6/an-introduction-to-judicial-review).
Negligence claims

Clinical negligence can occur when someone involved in your healthcare provides you with treatment that is below an acceptable standard, and this results in you suffering an injury. Examples of negligence could include:

- having your condition diagnosed incorrectly
- a delay or failing to treat your condition
- a mistake being made during an operation or treatment
- not getting your consent for a particular type of treatment.

It can be tricky to determine whether or not clinical negligence has happened, but you may be able to claim financial compensation if it appears that negligence occurred in your case. It is also possible to make a claim on behalf of someone who doesn’t have the mental capacity to do so themselves, or when someone has died.

Generally, you must take legal action within three years of the injury taking place (or when you realised), but the sooner you can get specialist advice, the better. The time limits vary
in different circumstances, for example when the claim is being made on behalf of someone who does not have the mental capacity to make a claim on their own.

**To do**

For advice about whether clinical negligence has taken place and what to do next, contact Action against Medical Accidents (AvMA) ([avma.org.uk](http://avma.org.uk), 0845 123 2352).

If you do decide to take legal action and need to find a solicitor specialising in clinical negligence, AvMA can help or you can contact the Law Society ([solicitors.lawsociety.org.uk](http://solicitors.lawsociety.org.uk), 020 7320 5650).

Sometimes it is possible to make a negligence claim against a council for the way it has carried out its social services responsibilities. Contact the Law Society to find specialist legal advice. As this type of claim is less common, it is particularly important you check whether a solicitor has experience of your kind of case.
Our publications cover England only. While we make every reasonable effort to ensure that our information is accurate at the time of publication, information can change over time. Our information should not be used as a substitute for professional advice. Independent Age does not accept any liability for any loss, however caused, arising from the use of the information within this publication. Please note that the inclusion of other organisations does not constitute an endorsement from us.

The sources used to create this publication are available on request. Contact us using the details below.

**Thank you**

Independent Age would like to thank those who shared their experiences as this information was being developed, and those who reviewed the information for us.
How did we do?

To tell us what you think of our information, contact us using the details below. We will use your feedback to help us plan future changes to our publications.

If you would like to be involved in helping us to develop our information products, you can join our Readers Panel. For more information visit independentage.org/readers-panel or call us.

Other formats

If you need this information in a different format (such as audio CD), please contact us.