



Independent
Review Office

**COMPLAINT
HANDLING
PROTOCOL**

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1. Introduction

This protocol outlines the procedures that the Office of the Independent Review Officer (IRO or Independent Review Office) has adopted for the purpose of dealing with enquiries and complaints.

2. Legislative Background

Schedule 5 to the *Personal Injury Commission Act 2020* (NSW) (PIC Act) provides for the Independent Review Officer to deal with complaints from people injured at work or in motor accidents (claimants) about any act or omission of an insurer that affects their entitlements, rights or obligations under workers compensation and motor accident legislation.

Schedule 5 to the PIC Act provides for the IRO to:

- require an insurer to provide specified information
- investigate and report on a complaint, including by making non-binding recommendations
- deal with complaints within 30 days unless a longer period is required
- decline to deal with complaints where there is a reason for so doing, and
- provide information to the State Insurance Regulatory Authority (SIRA) when requested.

3. IRO's complaint function

IRO's complaint handling function is based in law, under Schedule 5, Part 4 of the PIC Act.

In summary:

- A claimant may complain to IRO about any act or omission (including any decision or failure to decide) of an insurer that affects the entitlements, rights or obligations of the claimant under the enabling legislation.
- IRO deals with a complaint by making inquiries into the complaint and reporting to the claimant and the insurer on IRO's findings, including the reasons for those findings.
- IRO's findings can include non-binding recommendations for specified action to be taken by the insurer or the claimant.
- IRO deals with a complaint within a period of 30 days after the complaint is made unless IRO has notified the claimant and the insurer within that period that a specified longer period will be required to deal with the complaint.
- IRO may decline to deal with a complaint on the basis that it is frivolous or vexatious or should not be dealt with for such other reason as the Independent Review Officer considers relevant.

This protocol has been developed also having regard to the [Australian Standard Guidelines for complaint management in organizations \(AS 10002:2022\)](#) (the Standard) and the Australian Government's [Key Practices for Industry-based Customer Dispute Resolution](#) (the Practices, released in February 2015).

The Standard seeks to create an environment that encourages feedback and complaints, and sees complaints managed in a timely and fair manner.

The Practices set benchmarks for accessibility, independence, fairness, accountability, efficiency, and effectiveness in dispute resolution, including complaint handling.

4. Examples of complaints we can and cannot deal with

IRO aims to be accessible and provide assistance to those who contact us wherever possible.

Sometimes, we are not able to assist those who contact us and, where this is clear at the outset, we may decide not to deal with the complaint.

We may ask the person making the complaint if they have tried to resolve the complaint with the insurer. If there has been no attempt to resolve the complaint directly, the person making the complaint may be asked to do this if it is safe and practicable to do so before we take any action. However, this is at our discretion, and if our view is that the person making the complaint requires our assistance to pursue it, we will deal with their complaint.

The table below provides some examples of complaints that we can and cannot deal with.

Complaints we can deal with	Complaints we cannot deal with
Delay by the insurer making payments of weekly benefits, reimbursements, or benefit awards determined by the Personal Injury Commission	Complaints that would be more appropriately dealt with by another forum, for example, the Personal Injury Commission – in these matters we will provide full referral information to the person making the complaint
Delay by the insurer in determining liability or requests for care or treatment	Complaints that fall outside the jurisdiction of IRO (for example, a complaint made by an employer, a complaint made by an injured worker about their employer, or a complaint made by a claimant in an interstate compensation system) – in these matters we will provide full referral ¹ information wherever possible
Failure by the insurer to provide documents upon request by the claimant	Complaints that have been considered by IRO previously, unless new circumstances apply or new information is available
Concerns about insurer case management practices, including their internal complaint handling processes	Complaints where the claimant has not consented to another person making a complaint on their behalf – in these matters we will provide information about the consent we require before we can act on the complaint

¹ If we refer your matter to another agency because it is within that other agency's jurisdiction, we are not able to provide an update on the outcome. If part of the decision made by us on your complaint is referral, we will let you know about the referral.

Concerns about an insurer arranging and scheduling independent medical or other examinations/assessments	Complaints that are frivolous or vexatious ²
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5. Who can make a complaint to IRO?

A complaint can be made by a person who has been injured at work or in a motor accident (the claimant), or their representative (solicitor, union representative, spouse or other person acting on their behalf). The complaint must relate to the insurer. We may request information to demonstrate the person with an injury has given consent to the representative to make the complaint.

6. How to make a complaint to IRO

A person with an injury can make a complaint by telephone, in writing (including by email or post), and using our online form.

In addition to providing identifying information, we will generally ask the person with an injury to:

- provide a summary of their complaint
- outline the steps they have taken to resolve the complaint with the insurer
- provide information about solution(s) they are seeking for their complaint, and
- provide any documents relevant to the complaint.

As noted, where the person with an injury has not taken steps to solve a complaint with the insurer, we will generally ask that the person contact the insurer before we deal with their complaint. However, this is at our discretion, and if our view is that the person with an injury requires our assistance to pursue it, we will deal with their complaint.

When making a complaint, let us know if you require reasonable adjustments so we can assist you.

7. How IRO deals with complaints

After receipt of a complaint, we will make an assessment of the appropriate method for dealing with the complaint. We will acknowledge the complaint within two (2) business days.

We aim to complete the assessment within two (2) business days of receipt. In many matters (for example, where we received a complaint over the telephone), we are able to assess the complaint immediately.

When we can deal with a complaint, we have two (2) primary methods:

- **Fast and Fair Solutions Method**, where the IRO works quickly to reach a fair and reasonable solution to the complaint by exchanging information between the person with

² The terms frivolous and vexatious are not defined in the PIC Act and are therefore given their ordinary meaning (as per the *Macquarie Online Dictionary*, Macquarie Dictionary Publishers, 2022).

Frivolous — of little or no weight, worth or importance or characterised by lack of seriousness or sense.

Vexatious — instituted without sufficient grounds, and serving only to cause annoyance.

an injury and the insurer, and assisting in developing options to solve the complaint, and

- **IRO Investigation Method**, a more formal model, where IRO requests information, documents, and/or statements from the person with an injury and/or the insurer, and makes findings (including reasons) and non-binding recommendations for a fair and reasonable solution.

We may use either or both methods if that will assist in achieving a fair and reasonable solution to the complaint.

We will provide you with regular updates on the progress of your matter.

8. Fast and Fair Solutions

The Fast and Fair Solutions Method includes the following steps:

- the receipt and assessment of a complaint (see above)
- the request for a response from the insurer, and
- the assessment as to whether a fair and reasonable solution has been reached or whether further escalation is required before finalising the complaint.

Request to insurer – Notice of Complaint

Where a complaint has been assessed to be handled under our Fast and Fair Solutions Method, we will email a [Notice of Complaint](#) to the insurer.

A Notice of Complaint will generally contain:

- a summary of the complaint and information about the solution the person with an injury is seeking
- a request for information from the insurer to respond to the complaint, including questions that will assist us to consider the complaint, and
- a request that the insurer consider a fair and reasonable solution to the complaint.

The insurer will be required to provide a response to the Notice of Complaint within two (2) business days. If a Notice of Complaint is sent after 5:00pm, it will be deemed to have been received the following business day.

From time to time, IRO may receive complaints that require an urgent response. We may request that an insurer respond sooner than two (2) business days in these matters.

Some Notices of Complaint will request information that an insurer may not be able to obtain within two (2) business days (examples may include where there is a staff member absent, or a response requires liaison with an employer). If an insurer cannot respond to the entirety of a Notice of Complaint within two (2) business days, the insurer will be required to provide an interim response setting out the information at hand, and a suggested plan of action to respond to the balance of the Notice of Complaint.

Assessing the response

When we receive a response to a Notice of Complaint, we will examine the response to ensure all matters have been addressed and assess whether the response and proposed solution are fair and reasonable.

Common solutions proposed by insurers include:

- agreeing to provide a payment that the person with an injury is entitled to (for example, agreeing to recalculate weekly payments)
- agreeing to provide another benefit that the person with an injury is entitled to (for example, approving medical treatment)
- taking other action that responds to the complaint (for example, rearranging a medical examination), and
- providing additional information to explain the insurer's actions and response to the complaint.

We will also discuss the response with the person with an injury to assess whether it responds to their concerns and provides a solution that is accepted by them.

In considering whether the response is fair and reasonable, we will consider any relevant matter, including whether the response:

- is consistent with the law
- is consistent with relevant Guidelines and Standards
- properly considers the individual circumstances of the complaint and the person with an injury, and
- proposes an outcome which is consistent with similar matters, including consistency with views expressed previously by IRO, and is consistent with good insurer practice.

Sometimes, we may require additional information from the insurer at this stage to clarify matters that may remain outstanding.

Escalation of Complaint

We may issue an Escalation of Complaint in any of the following circumstances:

- there has been no response to the Notice of Complaint after five (5) business days since the notice was issued (we will follow up our Notice of Complaint with the insurer if there has been no response and before issuing an Escalation), and
- the response to the Notice of Complaint is assessed as not fair and reasonable.

An Escalation of Complaint will generally contain:

- if the escalation relates only to a complaint where there has been no response, a summary of the steps taken to obtain a response and a further request for response, and
- where the escalation relates to a response which has been assessed as not fair and reasonable:
 - a summary of the information obtained about the complaint to date
 - a statement about the reasons why the response has been assessed as not fair and reasonable, and
 - a request for a further response to the complaint (which may include providing additional information to justify any solution proposed by the insurer and reasons, where the insurer does not agree with our assessment, as to why the insurer's

response is fair and reasonable).

Where we issue an Escalation of Complaint, it is expected that, wherever possible, the response will be provided by a representative of the insurer who is senior to, and independent of, the original person who responded to the Notice of Complaint.

The insurer will be required to respond to the Escalation of Complaint within two (2) business days.

Where necessary, we may require additional information from the insurer to clarify matters that may remain outstanding.

Finalising a Complaint dealt with under the Fast and Fair Solutions Method

We will finalise a complaint dealt with under the Fast and Fair Solutions Method as promptly as possible, and, in any event, within 30 days. In the rare case that a longer period is required to deal with a complaint, we will notify the person with an injury and the insurer of the additional time required.

Common complaint solutions include:

- the person with an injury and the insurer agreeing on a solution, and
- the insurer providing additional information to substantiate that their decision or conduct is fair and reasonable.

Where a solution cannot be agreed, and there is no other information or action that will assist, a complaint may be finalised by providing information about our inquiries and any options for the person with an injury. In workers compensation matters, this may include referring the person with an injury to the Independent Legal Assistance and Review Service (ILARS) to obtain independent legal assistance in investigating a claim and lodging a dispute with the Personal Injury Commission.

Where a solution cannot be agreed, and we are concerned that the insurer's response is incomplete or not fair and reasonable, we may undertake an investigation to make findings and recommendations to solve the complaint.

We will provide advice to the person with an injury and the insurer about the finalisation of the complaint, including information confirming any agreed solution.

Seeking review of a decision to close a complaint³

We are committed to providing a verbal or written outcome on all complaints, where the reasons are clear and transparent.

The person with an injury may request a review:

- if they disagree with IRO's decision to decline to deal with their complaint, or
- if they believe that the IRO's decision to finalise their complaint is wrong.

³ Reference was had to the *SIRA Complaint Handling Policy* accessed at: <https://www.sira.nsw.gov.au/corporate-information/complaint-handling-policy> and the Ombudsman NSW *Review of Ombudsman Decisions about Complaints Policy*, accessed at https://www.ombo.nsw.gov.au/data/assets/pdf_file/0003/136992/Request-for-a-review-of-a-decision-policy.pdf

A request for review can be made in writing or over the telephone and must set out the reasons for the request to have the outcome reviewed. A request will not be accepted if it does not provide sufficient reasons for why the person with an injury believes that the original decision was wrong.

Before requesting a review of a decision, the person with an injury should contact the IRO officer who advised them of the decision, to discuss the basis of the decision. If, following this discussion, the person with an injury is still not satisfied with the decision, they may request a review.

A request for review must be made within 30 calendar days of the person with an injury being notified of IRO's decision.

We will acknowledge the request for review within two (2) business days and may follow up with further information about the process and timeframe for the review. We will finalise a review within 30 days. If a longer period is required to complete the review, we will notify the person with an injury of the additional time required.

If we determine that a review is not warranted, the person with an injury will be advised that their review request has been declined and given brief reasons why the request has been declined.

How a decision is reviewed

A review will be conducted by a different member of the team, who was not involved in making the original complaint decision, and who is no less senior than the original decision maker.

In carrying out the review, the reviewer must consider:

- the information already recorded on the complaint file, and
- any additional material provided by the person with an injury in the review request.

The reviewer must consider whether:

- the decision was reasonable, having regard to the information reasonably available at the time the decision was made, and any new and relevant information provided with the request for review
- the process used to assess the complaint and make the decision was fair and appropriate, and
- the decision was adequately explained to the person with an injury.

After reviewing the decision, the reviewer can:

- affirm IRO's original complaint decision
- add to or change the original decision, or
- arrange for a new complaint process to be undertaken by .

The person with an injury who is seeking review will be kept informed of the progress and provided with written notice of the review decision with reasons.

A decision to affirm, add to, or change the original complaint decision under review cannot be further reviewed.

IRO's decision to close an IRO complaint does not limit the rights of a person with an injury under other legislation or regulations, such as a decision with respect to their claim by the insurer.

9. IRO Investigation

We may deal with a complaint by undertaking an IRO Investigation. This includes rapid investigation of complaints that we think will not be solved using the Fast and Fair Solutions Method.

We will generally not deal with a complaint by way of IRO Investigation where there are issues of liability in dispute that would be best determined by the Personal Injury Commission. For example, we would not conduct an IRO Investigation into causation of a psychiatric injury. We will also generally not investigate a complaint that is the subject of a current investigation by another agency (for example, a complaint that is the subject of a current compliance investigation by SIRA).

Request to insurer - Notice of Investigation

Where a complaint has been assessed to be handled as an IRO Investigation, we will email a Notice of Investigation to the insurer.

A Notice of Investigation may contain:

- a summary of the complaint and any information or other material obtained to date
- a request for information (or further information) from the insurer to respond to the complaint including questions that will assist us to consider the complaint
- a request for evidence to substantiate the insurer's position, such as file notes, letters and other records and statements from persons with responsibility for handling the claim or complaint, and
- a request that the insurer consider a fair and reasonable solution to the complaint.

The insurer will be required to provide a response to the Notice of Investigation within five (5) business days. If a Notice of Investigation is sent after 5:00pm, it will be deemed to have been received the following business day.

Upon receipt of the response to the Notice of Investigation, we may ask supplementary questions and seek additional information. We may also seek to meet with the insurer to discuss the response.

Assessing the response

Where, during or at the completion of our investigation, the insurer offers a solution that is accepted by the person with an injury and is otherwise fair and reasonable, we may finalise the complaint without making a report. We will provide the person with an injury and the insurer with written advice, including to confirm any agreed solution.

Where, at the completion of our investigation the complaint remains unsolved, we will complete a preliminary investigation report summarising the complaint and issues of concern, the evidence provided by the person with an injury and the insurer, our findings (including the reasons for those findings) and our draft recommendations.

The preliminary investigation report will be shared with the insurer and the person with an injury simultaneously. Each party will be provided with an opportunity (generally five (5) business days) to comment on the preliminary investigation report.

Finalising a Complaint dealt with under the IRO Investigation Method

After providing each party with an opportunity to comment on the preliminary investigation report, we will complete the final investigation report as soon as practicable, considering any comments received. Where more than 30 days is required to deal with the complaint, we will notify the person with an injury and the insurer of the additional time required.

A copy of the final investigation report will be provided to both the person with an injury and the insurer.

When we make a recommendation for specified action to be taken by the insurer, we will request a response to the recommendation within 20 business days.

We may publish the final investigation report, including on our website. Matters we may consider in deciding whether to publish the report include:

- whether the complaint raises an issue of public interest
- whether the complaint raises a systemic issue, and
- whether the recommendations made have been agreed to by the parties.

Any public version of the report will not identify the person with an injury, the employer (where the employer is not the insurer) or any individual staff member of an insurer. We may also publish a de-identified copy of any comments received from parties in response to the preliminary report. We will advise each party before we publish the report.

Where an insurer fails to accept recommendations contained in a report of an investigation, we may report that fact in our Annual Report and/or on our website.

10. Enquiries

As an incidental consequence to dealing with complaints, we receive enquiries. An **enquiry** is defined as “the act of seeking information by questioning.”⁴

Generally, enquiries will be dealt with by responding to a query without the need to alert any insurer or other agency. Common outcomes include providing information about how to make a claim for compensation, or referring the person making the enquiry to the insurer or another agency.

However, where the enquiry concerns a specific claim, we may ask the insurer for information, to better inform how to deal with an enquiry. For example, a person with an injury may not know the date of a past claim for compensation. Where we request information to resolve an enquiry, we will send an email to or telephone the insurer to clarify the issue raised. We will not send a Notice of Complaint.

11. Complaints about Approved Lawyers

⁴ As per the *Macquarie Online Dictionary*, Macquarie Dictionary Publishers, 2022.

IRO has limited functions in handling complaints about lawyers.

The majority of the complaints that IRO receives about Approved Lawyers (ALs) are received from injured workers. There are, however, also a smaller number of complaints received from ALs about other ALs, or from a Commissioner or arbitrator.

In line with IRO's [Complaints and Compliments Policy](#), IRO has only a limited complaint handling function with respect to ALs, namely, in relation to ILARS grants management.

This includes conduct that is inconsistent with:

- IRO ILARS Funding Guidelines
- Guidelines for approval as an IRO Approved Lawyer, and
- Practice Standards for IRO Approved Lawyers.

For example, IRO may deal with the following types of complaints about ALs:

- *Lawyer X made an application for an ILARS Grant without me giving my consent or providing instructions*
- *My lawyer has sent me a bill for assisting me with my workers compensation claim*
- *My lawyer is asking me to pay for medical reports to assist in my case*
- *I have instructed a new lawyer and my old lawyer will not transfer my file.*

When a grants management issue is raised

If a grants management issue is raised, this is referred to the Director Solutions at first instance, who will determine if it should be referred to the Director ILARS for further action.

When the IRO Solutions Group can assist

Situations may arise where the Solutions Group believes that the IRO can help with a customer service issue. In such situations, the Solutions Group may consider speaking with the ILARS Principal Lawyer/Paralegal who is managing the grant and ask them to contact the AL directly, in order to informally address the customer service issue.

Complaints about Approved Lawyers' conduct

IRO does not deal with complaints about the competence or professional conduct of lawyers. For example:

- *My lawyer ran my case incorrectly in the Commission and I should have got more*
- *My lawyer settled my case without asking me. I've got much less than I should have.*

In New South Wales, a complaint may be made about a lawyer or a law practice (law firm) to the Office of the Legal Services Commissioner (OLSC). The following types of complaints may be made to the OLSC:

- Consumer matters, including about:
 - Delays
 - Costs, and
 - Poor communication, and
- Disciplinary matters (unsatisfactory professional conduct or professional misconduct),

such as:

- Poor service, including poor advice and representation, and serious delays
- Conflicts of interest
- Poor service including poor advice, poor representation and serious delay
- Misleading or dishonest conduct
- Acting contrary to instructions, and
- Discourtesy.

IRO does not refer a complaint to the OLSC on a person's behalf. IRO can provide information about the OLSC (and contact information, such as the OLSC website). The person making the complaint about the competence or professional conduct of lawyers must refer their concerns directly to the OLSC.

12. Information Sharing and Confidentiality

Schedule 5 to the PIC Act requires IRO to provide SIRA with the information SIRA requires and requests for the purposes of exercising its functions.

IRO and SIRA have a Memorandum of Understanding,⁵ which sets out the information to be provided to meet this obligation.

IRO is also committed to providing regular periodic reports to insurers, when requested, summarising the number of complaints about the insurer that IRO has received and the outcomes of those complaints.

When making a complaint to IRO, the person with an injury (or representative making the complaint on their behalf) is consenting to us sharing that information for the purpose of fulfilling these legislative and related functions.

The IRO Privacy Statement⁶ provides a general overview of the ways that IRO collects and deals with information provided by persons who make complaints.

We will not generally report the substance of enquiries to external parties. However, we may provide high level and de-identified information about the nature of enquiries received.

13. Unreasonable Conduct

IRO is committed to being accessible and responsive to all people who use our services.

When people act unreasonably in their dealings with us, their conduct can significantly affect our performance. As a result, IRO will take proactive and decisive action to manage the conduct of any person that negatively and unreasonably affects the health and safety of our staff or the effective and equitable use of our resources.

Our policy, [IRO Unreasonable Conduct Policy and Procedure](#), provides more information about how we manage unreasonable conduct.

⁵ <https://iro.nsw.gov.au/memorandum-understanding-between-iro-and-sira>

⁶ <https://iro.nsw.gov.au/privacy-statement>

14. Feedback About Our Services

IRO is committed to maintaining and improving the quality of our services through feedback from the people who use them. We value all feedback, which can be in the form of complaints, enquiries, general comments or compliments.

If any party is not satisfied with how a complaint has been handled, they are encouraged to speak with the IRO officer who has conduct of the complaint about any concerns.

If any party to a matter has a complaint about the IRO service or conduct, and it cannot be resolved with the IRO officer, that party can escalate the complaint and ask to speak with the IRO officer's supervisor. Any party to a matter can request an internal review of a decision of the IRO.

Our policy, [IRO Complaints and Compliments Policy](#), provides more information about how we deal with complaints and compliments about our services.