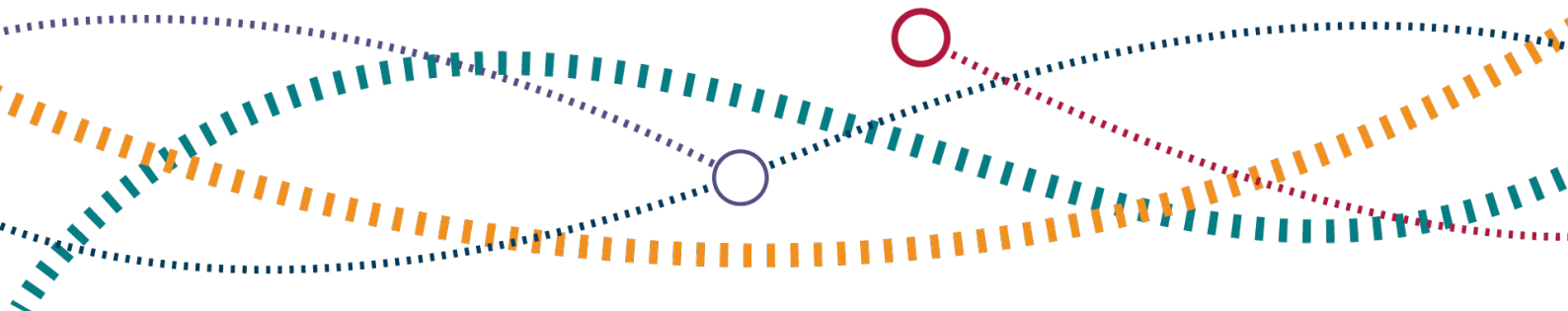




# PR23 final determination:

## Supporting document - outcomes

31 October 2023



# About this document

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This technical assessment of outcomes is one of five supporting documents of our final determination for the 2023 periodic review (PR23).

PR23 determines what the infrastructure manager for the national rail network, Network Rail, is expected to deliver with respect to its operation, support, maintenance and renewal (OSMR) of the network during control period 7 (CP7), which will run from 1 April 2024 to 31 March 2029, and how the available funding should be best used to support this.

This strongly influences:

- the service that passengers and freight customers receive and, together with taxpayers, ultimately pay for; and
- the charges that Network Rail's passenger, freight and charter train operator customers pay to access its track and stations during CP7.

Our final determination sets out:

- our decisions on Network Rail's outcome delivery and its planned expenditure to secure the condition and reliability of the network;
- changes to access charges and the incentives framework; and
- relevant policies on the financial framework, managing change and holding to account.

In addition to **this document**, we have also published as part of our final determination:

Document type	Details
<b>Summary of conclusions and overviews</b>	<p>Our decisions on what Network Rail will need to deliver and how funding should be allocated:</p> <ul style="list-style-type: none"><li>• Summary of conclusions and overview for England &amp; Wales</li><li>• Summary of conclusions and settlement for Scotland</li></ul>

Document type	Details
<b>Consolidated decisions</b>	A summary of our final decisions across Great Britain
<b>Introduction</b>	An overview of PR23 and background to our final determination
<b>Settlement documents</b>	<p>Detailed final decisions for the System Operator and each of Network Rail's regions in England &amp; Wales:</p> <ul style="list-style-type: none"><li>• Eastern region</li><li>• North West &amp; Central region</li><li>• Southern region</li><li>• Wales &amp; Western region</li></ul> <p>See our summary of conclusions and settlement document for detailed information for Scotland.</p>
<b>Supporting documents</b>	<p>Technical assessments of:</p> <ul style="list-style-type: none"><li>• Health and safety</li><li>• <b><u>Outcomes</u></b></li><li>• Sustainable and efficient costs</li><li>• National Functions</li><li>• Other income</li></ul>
<b>Policy positions</b>	<p>How we intend to regulate Network Rail during CP7 in relation to:</p> <ul style="list-style-type: none"><li>• Financial framework</li><li>• Access charges</li><li>• Schedules 4 and 8 incentives regimes</li><li>• Managing change</li><li>• Holding to account</li></ul> <p>With the exceptions of managing change and holding to account, our policy position documents include our assessment of stakeholder views on our proposals. Stakeholder views for managing change and holding to account are published in a separate document.</p>

Document type	Details
<b>Impact assessments</b>	A consolidated set of assessments of the impact of our final policies on access charges and contractual incentives on affected parties

## Next steps

We will now implement our final determination. Implementation is the process through which we amend operators' track and station access contracts to give effect to new access charges and incentives (such as Schedule 8 benchmarks and payment rates) determined through the periodic review. We expect to issue our review notices in December 2023 and, subject to Network Rail's acceptance, issue notices of agreement and review implementation notices in time for CP7 to commence from of 1 April 2024.

We expect Network Rail to publish a delivery plan for CP7 that is consistent with our final determination. We have published [a notice](#) alongside our final determination which sets out expectations for the scope and timing of the delivery plan.

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# Executive summary

The outcomes framework for control period 7 (CP7, which will run from 1 April 2024 to 31 March 2029) sets the expectations of what Network Rail needs to deliver for the funding it receives. It will also be one of our key tools for monitoring Network Rail's compliance with its licence, as set out in our [PR23 final determination: policy position on holding to account](#).

We consulted and subsequently [concluded on the CP7 outcomes framework](#) in December 2022. This framework includes a small number of top-tier 'success measures' that will be the headline indicators we will use to publicly hold Network Rail to account in CP7.

Our final list of success measures for CP7 is shown in Table 1. We are setting baseline trajectories for each success measure in this determination. The baseline trajectories quantify the performance levels that we expect Network Rail to deliver, in line with the UK Government, and Scottish Ministers' High Level Output Specifications (HLOSs) and available funding.

**Table 1. Success measures – CP7 outcomes framework**

Outcome area	Success measures
Train performance: passenger	On Time (England & Wales only) Scotland train performance measure (Scotland only) Cancellations
Train performance: freight	Freight Cancellations
Asset sustainability	Composite Sustainability Index (CSI)
Efficiency and financial performance	Financial Performance Measure (FPM) (opex/capex split) Efficiency (£)
Environmental sustainability	Carbon emissions scope 1 and 2 Biodiversity Units
Freight growth	Freight net tonne kilometres moved

We have not included success measures for health and safety in our CP7 outcomes framework. This is to avoid confusion between Network Rail's delivery of CP7 outcomes

and its obligation to comply with health and safety legislation. We have included safety supporting measures, such as Fatalities and Weighted Injuries (FWI). Our health and safety evaluation of Network Rail's CP7 plans is described in the [PR23 final determination: supporting document on health and safety](#).

Our baseline trajectories for each success measure are informed by the forecasts Network Rail provided in its strategic business plan (SBP) and our analysis, including: Independent Reporter reviews; comparison to historical data; evidence from our ongoing engagement and monitoring; and stakeholder responses to our draft determination.

Our final decisions seek to ensure that Network Rail is held to account against performance levels which are consistent with the aims set out in the UK Government's HLOS and, for Scotland, the Scottish Ministers' HLOS. Our success measure baseline trajectories for each year of CP7 are set out in Annex B and the settlement document for each of Network Rail's regions.

## Train performance

Passengers and freight customers expect trains to be reliable and run on time. 'Whole industry' punctuality and reliability are important to attract new users to the railway and to better satisfy those already using it. Train performance has been a continued focus for us during control period 6 (CP6, which runs from 1 April 2019 to 31 March 2024) and we will continue to hold Network Rail to account by setting:

- (a) ambitious yet realistic regional trajectories for CP7, consistent with the UK Government's HLOS; and
- (b) a 'Scotland train performance measure' (as described in Chapter 3 of this document) baseline trajectory in line with the targets specified in the Scottish Ministers' HLOS.

Our final determination sets train performance expectations that protect the interests of passengers and freight. These require Network Rail to work with operators to ensure that trains run more punctually in England & Wales and in Scotland and with fewer cancellations, than at the end of CP6.

## England & Wales

In our draft determination, we challenged Network Rail on the train performance trajectories it proposed in its SBP. We welcome that Network Rail has produced updated train performance forecasts that are more stretching than those implied in its original plans. Its revised plans are now based on point values for years 1 and 2, which are towards the top or higher than the ranges in its SBP for three out of four England & Wales

regions. We are now setting baseline trajectories for CP7 for each region which are aligned to these updated forecasts, which we have assessed as ambitious yet realistic, as required in the UK Government's HLOS.

During CP7 we recognise that there are likely to be pressures on train performance, from factors such as forecast increases in passenger demand, extreme weather events and constrained funding. Despite these potential challenges, Network Rail's plans and our final determination are ambitious in targeting improved train performance over CP7, while being realistically deliverable. We are setting baseline trajectories requiring the percentage of cancelled trains to reduce from 3.7% to 3.2% and the percentage of trains running on time to improve from 66.8% to 67.1%, both by the end of CP7.

### **Train performance forecasting uncertainty**

Our periodic review has highlighted uncertainty around whole network passenger performance expectations in future years. The business planning and budgeting cycles for Network Rail and the publicly contracted train operators in England & Wales are currently different which makes setting whole industry expectations challenging. It means we do not have committed, medium-term plans for the contribution of these passenger train operators to performance – and so do not have the evidence required to assume a stretching contribution from them in our train performance trajectories for CP7. In our final determination we call for greater coherence in these planning processes. A joined-up approach to longer-term business planning is vital to ensure that the network and those running services over it deliver for passengers.

As a result of this, performance levels beyond the first year are more uncertain, and operator targets often reflect historic delivery. In addition, whole industry performance is affected by external factors, such as changes in passenger demand following the Coronavirus (COVID-19) pandemic. Therefore, our final determination commits to reset passenger train performance measures and trajectories for England & Wales in advance of year 3 of CP7. We consider this two-year window provides an opportunity for Network Rail to work with operators and funders, to improve the industry processes for aligning longer term performance expectations. This reset will only apply to passenger train performance trajectories and not to freight train performance or other outcome measures from our final determination. We will start engaging with industry stakeholders regarding the reset of passenger train performance trajectories shortly to ensure that no time is wasted on addressing the challenges with forecasting and aligning targets set out above.

Given this uncertainty around passenger train performance trajectories in England & Wales, we consider that giving greater public visibility of key whole industry leading indicators would provide for greater overall confidence in the direction of the rail network. Sharing such information, with supporting analysis, should show that the rail industry is



collectively acting in ways that will improve medium and long-term outcomes for passengers and freight.

Therefore, working with industry and government, we will start publishing additional whole industry leading measures during CP7 that provide this insight.

For freight, commercial incentives to maintain good performance require greater certainty over the five-year period. After reviewing Network Rail's updated freight performance forecasts, we still consider there is room for additional improvement. We have maintained performance expectations at a similar level to our draft determination.

Recognising the importance of improving train performance and building on a similar scheme in CP6, we also conclude that £40 million should be reserved for a train performance improvement and innovation fund (PIIF). We consider that this can be funded through minor changes to Network Rail's strategic programmes of work. The fund is intended to kick-start collaborative, cross-industry solutions with the aim of improving train performance between train operators and Network Rail. We expect the fund to be available for use as early as possible in CP7 so that it delivers benefits for train performance during the control period.

## Scotland

The Scottish Ministers' HLOS includes a focus on performance and requires Network Rail Scotland to maintain the network in such a manner as to enable ScotRail to achieve a Scotland train performance measure target of 92.5% in each year of CP7. This represents the percentage of trains arriving at their final destination within five minutes after the scheduled time. However, it does not consider those that were late due to speed restrictions during severe weather or due to being held to allow for connecting train or ferry services. Recognising the importance of this target to Scottish Ministers, we have:

- (a) set the Scotland train performance measure as the primary success measure in the CP7 outcomes framework for Scotland; and
- (b) set a flat baseline trajectory for this measure at 92.5% for each year of CP7.

We will hold Network Rail Scotland to account for playing its part in delivering improved performance in CP7, including working effectively with train operators to deliver innovative cross-industry initiatives. The Scotland train performance measure will be the primary measure we use for monitoring and reporting on Network Rail Scotland's delivery of passenger train performance during CP7.

In its response to the draft determination, Network Rail Scotland reaffirmed its concerns, stating that it did not think the network would achieve the required 92.5% until later in CP7.

This is due to the level of stretch in comparison to current levels of performance requiring further time and network access to deliver Network Rail's necessary improvements, alongside ScotRail playing its part in delivering significant improvements for passengers.

We recognise that there are some significant risks to the delivery of this trajectory for each year of CP7. We will hold Network Rail Scotland to account against its licence obligations in maintaining and operating the network to enable ScotRail to deliver this trajectory. To support this, we are including a Scotland targeted performance fund of £50 million. This fund will only apply to Scotland. Network Rail Scotland will establish governance arrangements for the fund which must comply with its licence obligations. It will work with Transport Scotland, ORR and any other relevant stakeholders to agree the governance ahead of the start of CP7.

Our final determination also commits to holding Network Rail Scotland to account for the Freight Cancellations and Lateness target of 5.5% as required in the Scottish Ministers' HLOS.

We have changed the On Time measure in our CP7 outcomes framework from a success to a supporting measure, for Scotland only, in response to concerns raised by Transport Scotland that this measure is not aligned with its HLOS requirements. Our On Time forecast (aligned to Network Rail's forecast to deliver the Scotland train performance measure) will be used in setting the baseline for the incentives which encourage Network Rail Scotland and train operators to reduce the delays they cause to each other. The Scotland On Time forecast and Passenger Cancellations baseline will therefore both be subject to the reset ahead of year 3 of CP7.

We welcome the ambition in Network Rail Scotland's updated forecast for passenger cancellations and have set a flat trajectory at 2.3% for each year of CP7. Our forecast for On Time which is more stretching than Network Rail Scotland's forecast in response to our draft determination.

We consider Network Rail's Scotland's updated forecast for Freight Cancellations is not adequately stretching at 2.2%, when compared to historic performance. We have determined that a flat trajectory of 1.4% for each year of CP7 is ambitious yet realistic.

## Asset sustainability

Network Rail is proposing to conduct fewer renewals during CP7 in comparison to CP6. We are satisfied that the constrained funding does not need to result in undue concerns for asset safety or performance during CP7, if risks are fully assessed and managed. However, in our draft determination we identified that the needs of some key assets had

not been sufficiently prioritised. We therefore proposed a reallocation of expenditure towards core renewals, which was relatively modest in the context of Network Rail's plan.

Network Rail has assigned additional expenditure to core renewals in its latest plan and updated its CSI success measure forecasts to reflect these changes. After reviewing the mix of spend in Network Rail's proposal, we are content it addresses the concerns we raised in our draft determination. We are therefore setting baselines for CSI which are aligned with Network Rail's updated forecasts.

## Efficiency and financial performance

We considered Network Rail's proposed efficiencies of £3.20 billion for England & Wales were stretching yet deliverable in our draft determination. Network Rail has maintained its position in response and we are therefore setting baseline trajectories for each England & Wales region in line with its latest forecasts.

For Scotland, there has been a £19 million reduction in Network Rail's efficiency forecast to recognise the reclassification of some business improvements from efficiency to income. We have reflected this by reducing the efficiency baseline trajectory for Scotland to £410 million, from £429 million in our draft determination.

We expect Network Rail to include regional efficiency forecasts in its CP7 delivery plan, which are aligned with the baseline trajectories we set in the determination. We will monitor Network Rail's regions' delivery of efficiencies, against these baselines.

We are setting a Financial Performance Measure (FPM) flat baseline trajectory of zero for every year of CP7, for each region. This means Network Rail's net financial performance would be aligned to the assumptions in its delivery plan for income and controllable costs and after adjusting for delivery. This is the appropriate baseline to measure financial performance against during CP7 and we are setting this as the baseline trajectory.

## Success measures related to other HLOS priorities

Both UK Government and Scottish Ministers' HLOSs include requirements regarding freight growth, with the Scottish Government setting a target of 8.7% growth during CP7 and the UK Government setting an expectation that Network Rail's plans should include a stretching but realistic freight growth target. Network Rail's proposed freight growth forecasts meet each set of HLOS requirements and recognise the important role of rail freight in achieving broader economic and environmental outcomes. We will use these forecasts as the basis for our CP7 baseline trajectories. We expect Network Rail to publish

clear plans to describe the actions it is taking and how it will work with the industry to achieve the baseline trajectories for freight growth.

Both HLOSs also set requirements for Network Rail to improve environmental outcomes. We are setting the success measure baseline trajectories for Carbon emissions scope 1 and 2 using Network Rail's latest forecasts, which include increased stretch in Southern's forecast in response to our draft determination. For the Biodiversity Units measure, Network Rail has also aligned its latest forecasts with our draft determination, in which we adjusted Scotland and Southern's forecasts to align with other regions' forecasts, as these did not include adequate stretch compared to other regions.

## Outcome areas with no success measures

There are several other important outcome areas where Network Rail needs to deliver outcomes for the funding it receives, to meet the expectations of its customers and end users of the railway. However, these areas do not always lend themselves to Network Rail being held to account primarily using specified measures and forecasts, as this approach could incentivise the wrong behaviours. Therefore, we have set out details of our approach to holding Network Rail to account for these outcome areas as part of this document.

Network capability and availability are two areas where we have not specified measures. Instead, we are planning to increase the data we collect and our engagement with Network Rail, to take a more proactive approach to monitoring these areas.

# 1. Introduction

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1.1 The purpose of our final determination on outcomes is to:

- set clear expectations of what Network Rail should deliver in CP7;
- describe how we will monitor Network Rail's performance across a diverse, but connected, range of outcome areas; and
- provide our assessment of outcomes-related stakeholder responses to our [draft determination](#), which we published in June 2023.

1.2 Our final determination on outcomes is the product of:

- follow-on from our PR23 policy framework: [Conclusions on the measures in our CP7 outcomes framework](#), which we published in December 2022 ('December 2022 technical conclusions');
- review of outcomes requirements in both the [UK Government's High Level Output Specification \(HLOS\)](#) and [Scottish Ministers' HLOS](#), published in December 2022 and February 2023 respectively;
- assessment of the [Network Rail strategic business plans \(SBPs\)](#) and [Scotland's Railway SBP](#), published in May 2023 and July 2023 respectively;
- evaluation of alignment between the SBPs, our 'December 2022 technical conclusions' and outcomes requirements in both HLOSs;
- other development work that has taken place since we published our 'December 2022 technical conclusions'; and
- assessment of outcomes-related stakeholder responses to our draft determination.

1.3 Table 1.1 summarises the key outcomes decisions we are making as part of this final determination. All the decisions we have described in this document, such as setting baseline trajectories for success measures, are final decisions.

**Table 1.1 Final determination outcomes decisions**

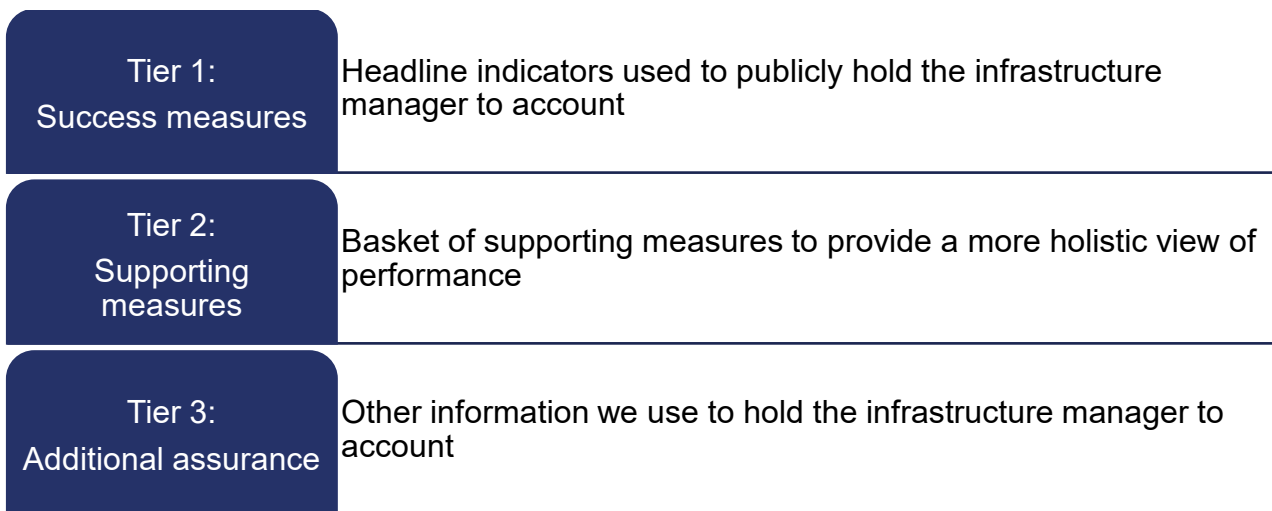
Decision area	Further information
1. Baseline trajectories for success measures	<p>The baseline trajectories quantify our expectations of what Network Rail is required to deliver in CP7.</p> <p>Our decisions on the level of each baseline trajectory are informed by our assessment of Network Rail’s regional forecasts, including the approach and methodology used, assumptions made and engagement with stakeholders including responses to the draft determination.</p>
2. Alignment with expectations and requirements in HLOSs	<p>We have assessed if Network Rail’s outcome forecasts are aligned with the expectations and requirements described in the UK Government and Scottish Ministers’ HLOSs.</p>
3. Changes to success and/or supporting measures in the outcomes framework	<p>Most of the measures in our outcomes framework were confirmed in our ‘December 2022 technical conclusions’. However, consideration has been given to other measures prominent in both HLOSs, the SBPs, stakeholder feedback, and development work which has taken place since our technical conclusions were published.</p>
4. Supporting measures in Network Rail’s CP7 delivery plan	<p>Whilst not determining supporting measure forecasts requirements in the final determination, we expect Network Rail to provide a forecast of each measure in its delivery plan.</p>
5. Additional assurance monitoring	<p>We are not specifying additional assurance measures as part of PR23. However, we have outlined areas of additional assurance monitoring to hold to account effectively.</p>

## Context

### CP7 outcomes framework

1.4 We described our CP7 outcomes framework in our ‘December 2022 technical conclusions’. The outcomes framework is a tiered approach comprising success measures, supporting measures and additional assurance which we will hold the infrastructure manager, Network Rail, to account for in CP7. This is summarised in Figure 1.1.

**Figure 1.1 CP7 outcomes framework**



1.5 A summary of how we will use the framework to set and monitor performance expectations is given in Table 1.2



**Table 1.2 Summary – how we will use the outcomes framework to monitor performance**

Framework measure	How we will use it to monitor performance
Tier 1: Success measures	<ul style="list-style-type: none"> <li>• We are setting a baseline trajectory in our determination, primarily by region, by assessing Network Rail’s annual forecasts for each success measure.</li> <li>• We will publicly report performance against the baseline trajectory for each measure to provide a reputational incentive.</li> <li>• A robust change control process will be applied to allow any changes to success measures or updates to baseline trajectories where there is a material change in circumstances. ORR will have a prior approval role.</li> </ul>
Tier 2: Supporting measures	<ul style="list-style-type: none"> <li>• Network Rail will publish its forecasts for each supporting measure in its annual delivery plans.</li> <li>• Network Rail will publicly report on performance against these forecasts and we will also use this information to support our public reporting.</li> <li>• Network Rail will have flexibility to change supporting measure forecasts using internal change control. ORR might choose to review Network Rail’s internal change control processes to determine if it is considering wider impacts, funder requirements and stakeholder views.</li> </ul>
Tier 3: Additional assurance	<ul style="list-style-type: none"> <li>• Additional assurance data and information requirements will be defined on an ongoing basis, including after the PR23 determination.</li> <li>• Depending on the type of information required, Network Rail may set forecasts for these measures.</li> <li>• ORR may use this information to facilitate its assessment of Network Rail’s licence compliance and public reporting.</li> </ul>

1.6 In our ‘December 2022 technical conclusions’ and then our draft determination we outlined the CP7 outcome areas and our position on these measures. As part of the final determination process, we have considered if we should make any changes to the measures in our CP7 outcomes framework, considering stakeholder feedback as well as development work that has taken place since the draft determination.

1.7 Our decisions regarding the success and supporting measures for each outcome area are described in the following chapters. The complete list of success measures in our CP7 outcomes framework is in Table 1, in the executive summary of this document.



## Related policy positions

- 1.8 We will hold Network Rail to account for its delivery of all outcome areas under our [PR23 final determination: policy position on holding to account](#). This policy sets out more information on how we will monitor against the measures and trajectories in CP7 and the approach we will take if we have concerns about Network Rail's performance. This includes a set of non-exhaustive indicative criteria which provides transparency around the types of factors we place weight on when considering whether to launch an investigation into Network Rail's performance.
- 1.9 During CP7 a robust change control process will be applied to facilitate potential changes to the measures in the CP7 outcomes framework or updates to baseline trajectories where there is a material change in circumstances. We expect these types of changes to be rare as we wish to maintain as much certainty as possible on our performance expectations over CP7. More information on this can be found in our [PR23 final determination: policy position on managing change](#).

## 2. Health and safety

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- 2.1 Health and safety monitoring and enforcement is one of the most important functions of ORR. The UK Government's HLOS for CP7, the requirements of which apply across the entire network in Great Britain, also emphasises the importance of strong health and safety performance.
- 2.2 This chapter focuses on the CP7 outcome measures and monitoring, not the health and safety evaluation of Network Rail's plans which is described in the [PR23 final determination: supporting document on health and safety](#).

### Our draft decisions

- 2.3 In our draft determination we restated the position from our 'December 2022 technical conclusions' that we would not have any success measures for health and safety in our CP7 outcomes framework. This was to avoid confusion between Network Rail's delivery of CP7 outcomes and its obligation to comply with health and safety legislation.
- 2.4 We set out our expectation that Network Rail forecast all supporting measures from our CP7 outcomes framework in its CP7 delivery plan: Fatalities and Weighted Injuries (FWI) for its workforce passengers and the wider public, which is a weighted measure of fatalities and non-fatal injuries; Train Accident Risk Reduction (TARR), which measures the achievement of key risk reduction activities planned in the year; and Personal Accountability for Safety (PAFS), which measures the number of breaches in 'life saving rules' and high potential events.
- 2.5 In line with what was indicated in the early forecasts in the SBPs, we outlined that health and safety outcomes should be at least maintained throughout CP7 from CP6. We set our expectation that these outcomes must be consistent with the delivery of a safe and legally compliant railway.

### Summary of stakeholder responses

- 2.6 There was a very limited number of responses to outcomes-related issues for health and safety, with responses focusing more on our [PR23 draft determination: supporting document on health and safety](#).

- 2.7 Network Rail restated its commitment to the ‘point’ forecasts set out in the SBP. It stated it would update the forecasts for supporting measures in the CP7 delivery plan.
- 2.8 Network Rail restated its desire to improve safety and health management wherever possible. It committed to deliver a safe plan in CP7 to support its vision to get ‘everyone home safe, everyday’, and repeated its ambition to achieve improved outcomes for FWI and TARR.
- 2.9 Southeastern was supportive of the expectation that overall health and safety outcomes should not deteriorate during CP7. However, it also believed that there should be significant improvement in the Southern region because health and safety performance has been poor in CP6.

## Our final decisions

- 2.10 As we stated in our draft determination it is vital that in CP7 Network Rail continues to evidence rigorous safety standards and risk mitigation to keep rail workers, users and the general public safe. Safety is also an important part of funders’ HLOSs.
- 2.11 Network Rail is inspected and performance assessed each year through a wide range of ORR interventions. These are reported in our [Annual Report of Health and Safety on Britain’s Railways](#). [ORR’s Health and Safety Regulatory Strategy](#) also sets out how we robustly monitor and assess the performance of duty holders. This approach will continue into CP7.
- 2.12 As outlined by Network Rail in its response, forecasts for all three health and safety supporting measures, shown in Table 2.1, will be provided in the CP7 delivery plan. These forecasts will be provided for each region, England & Wales and Great Britain, and for each year of CP7. Whilst we expect overall health and safety outcomes to be maintained from CP6, this is a minimum requirement and we expect all regions to have ambitious plans for improvement.

**Table 2.1 Health and safety – CP7 outcomes framework**

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> <li>• None, as there are clear obligations under health and safety legislation</li> </ul>
2: Supporting measures	<ul style="list-style-type: none"> <li>• Fatalities and Weighted Injuries (FWI) for workforce, passengers and the public</li> <li>• Train Accident Risk Reduction (TARR)</li> <li>• Personal Accountability for Safety (PAFS)</li> </ul>

2.13 Consideration of the HLOSs, SBPs and previous consultation feedback suggests a need to also focus on the following additional areas in CP7:

- level crossing safety;
- signalling strategy implementation and security of train control systems;
- outcomes of Risk Management Maturity Model (RM3) assessments;
- rates of signals passed at danger (SPADs); and
- trends in the Rail Safety & Standards Board (RSSB) Precursor Indicator Model (PIM).

2.14 All these additional areas are already the subject of well-established performance indicators, used by Network Rail, ORR and RSSB. Further, ORR considers them when undertaking its annual review of safety and health risks in the rail sector. We will continue to pay close attention to outcomes and performance in these areas.

2.15 It is recognised that health and safety outcomes in CP7 will, in significant part, be shaped by risk-assessed investment in asset condition and mitigation measures. This is a priority for funders as well as other industry stakeholders, as evidenced through responses to the draft determination. This issue is discussed more broadly in the asset sustainability section of this document as well as both the [PR23 final determination: supporting document on health and safety](#), and the [PR23 final determination: supporting document on sustainable and efficient costs](#).

## 3. Train performance

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- 3.1 Passengers, freight operators and their customers expect trains to be reliable and run on time. Whole industry punctuality and reliability are important to attract new users to the railway and to better satisfy those already using the railway. Train performance is vital to the industry's passengers and freight customers. Research by Transport Focus has shown that, second only to value for money of train tickets, the reliability and punctuality of services matters most to rail passengers.
- 3.2 Train performance requirements are prominent in both the UK Government and Scottish Ministers' HLOSs.
- 3.3 We aim to incentivise and support the rail industry to deliver the best possible outcomes for passengers and freight customers during CP7. Network Rail is responsible for around half of all delay to passenger and freight services, and so has a key role in helping to deliver reliable and punctual services. We expect it to work with operators to ensure that trains run more punctually in England & Wales and in Scotland, with fewer cancellations than in CP6.
- 3.4 For CP7, we are adapting our CP6 approach to monitoring Network Rail's delivery of train performance. As far as possible, we are focusing on using existing whole industry measures that are simple and easy to understand. We are doing this to drive the industry to collaborate to deliver the best outcomes for passengers and freight users. We will focus our assessment of whole industry performance on a small number of train performance success measures and set baseline trajectories against which to monitor performance. In addition, we will monitor the performance of a range of supporting measures against Network Rail's own forecasts. We will retain our scrutiny of Network Rail attributed delays as a supporting measure. In CP6 we have used the consistent region measure for passenger services (CRM-P) to monitor train performance. CRM-P is a measure of Network Rail attributed delays per 100 train kilometres.
- 3.5 The business planning and budgeting cycles for Network Rail and the publicly contracted train operators in England & Wales are currently different which makes setting whole industry expectations beyond the current financial year challenging. It means we do not have committed medium-term plans for the contribution of these passenger train operators to performance and so do not have the evidence required to assume a stretching contribution from them in our train performance trajectories for CP7.

- 3.6 Whole industry performance is also affected by external factors, such as changes in passenger demand following the Coronavirus (COVID-19) pandemic. Therefore, we will reset passenger train performance measures and trajectories for passenger On Time and Cancellations in advance of year 3 of CP7. We describe this as the '2+3' approach for passenger performance trajectories. We consider this two-year window provides an opportunity for Network Rail to work with operators and funders, to improve the industry processes for aligning longer term performance expectations and to allow more time to gather data on the performance and usage of the network following the pandemic.
- 3.7 This mid-control period reset will only apply to passenger train performance measures and trajectories. It will not apply to train performance measures specified in the Scottish Ministers' HLOS, freight train performance or other outcome measures from our final determination.

## Passenger train performance: Our draft decisions

- 3.8 In our draft determination we set out that for passenger train performance, our monitoring in CP7 would focus on whole industry measures, with On Time and Cancellations for each region in England & Wales, and the Scotland train performance measure, an adjusted version of ScotRail Public Performance Measure (PPM), in Scotland. We also outlined that we would monitor Time to 15, Delay minutes per 1,000 miles train travel and Average Passenger Lateness.
- 3.9 We called for more stretch in Network Rail's plans for contributing to whole industry passenger train performance in CP7 in our draft determination. We set draft On Time baseline trajectories as points for each region in England & Wales and Scotland that required Network Rail to consider greater stretch in its committed trajectories. These were at the most challenging end of, or above Network Rail's SBP range forecasts. We also set Cancellations baseline trajectories that were more challenging than Network Rail's forecasts. We set a Scotland train performance measure flat baseline trajectory at the HLOS target of 92.5% for each year of CP7. We also undertook regression analysis to produce a Scotland On Time trajectory that had a consistent level of challenge with Network Rail Scotland's forecast of the Scotland train performance measure.
- 3.10 We stated that we expect Network Rail to clearly set out its assumptions about the contributions of operators to whole industry performance delivery to inform our final determination.

- 3.11 In our draft determination we proposed a performance improvement and innovation fund (PIIF) in England & Wales, similar to the fund established in CP6. We explained that this fund was to support Network Rail's delivery of the train performance baseline trajectories we set. We also proposed that a targeted performance fund is set up for Scotland and that this should be funded from any remaining unallocated funding once Network Rail Scotland has considered our other proposals to increase expenditure on core renewals and risk provision.

## Passenger train performance: Summary of stakeholder responses

- 3.12 In response to our draft determination, many respondents including Transport Scotland, Transport for the North, Transport Focus and Rail Partners agreed with our focus on and prioritisation of train performance outcomes. In addition, Disabled Persons Travel Advisory Committee (DPTAC) highlighted in its response that train performance is important to disabled people, who face additional barriers when trains are disrupted.

### Measures

- 3.13 Several respondents including Arriva Trains, Transport Focus and Transport for Greater Manchester expressed support for On Time as a success measure. Arriva Trains also expressed support for Cancellations as a success measure. However, Northern Trains proposed the use of Time to 3 as it felt On Time could drive perverse incentives and conflict with the Cancellations measure. Also, Network Rail requested that Time to 3 and Network Rail caused Cancellations should be supporting measures.
- 3.14 In Transport Scotland's response it expressed support for the use of PPM as the primary success measure for Scotland. It also stated that it opposed the use of On Time in Scotland as it considered the measure creates perverse incentives to extend journey times thus adversely affects capacity and rail's competitive position.
- 3.15 Network Rail called for ORR to be clear on how it will use On Time and Cancellations measures for Scotland and whether these measures will be used for holding to account or for comparison purposes only.



## Uncertainty

- 3.16 Some respondents including Transport for Greater Manchester and some train operators expressed support for ORR's use of 'points' to set train performance baseline trajectories rather than using ranges, as proposed by Network Rail.
- 3.17 Network Rail outlined in its response that it is critical it continues to engage with operators to consider how detailed train performance plans impact the assumptions and forecasts it submitted to ORR. It added that given plans will continue to evolve, it felt that flexibility is essential in CP7. It stated that this was wider than the Managing Change policy, adding that it is likely that it will need to trigger managing change as operator and external assumptions impacting performance forecasts evolve.
- 3.18 Network Rail's response stated that it is against five-year train performance trajectories. It added that it would prefer ORR to take a more flexible '2+3' approach that ORR had recommended.

## Baseline trajectories

- 3.19 Many respondents including DPTAC, Rail Partners, Transport Focus and several train operators supported the more challenging performance trajectories in our draft determination, compared to those Network Rail had proposed in its SBP, with some calling for more ambitious trajectories than those in the draft determination. However, some other respondents including ASLEF, Rail Partners, RMT, Scottish Association for Public Transport and some train operators felt that train performance trajectories were at risk of not being met because of reduced investment in maintaining asset condition and the use of speed restrictions.
- 3.20 In Network Rail's response to the draft determination it stated that ORR's approach must incentivise appropriate behaviours, including through the measures it uses and by setting realistic performance expectations. It raised a number of concerns with the level of challenge of the baseline trajectories in the draft determination. These concerns included that ORR had not justified its baseline trajectories with sufficient evidence and analysis, and had not set out the assumptions it had made on operator contributions or on external factors.
- 3.21 In response to the draft determination, Network Rail provided us with updated proposed regional baseline trajectories for On Time, Cancellations and the Scotland train performance measure. These updates are outlined in the final decisions section.



- 3.22 Transport Scotland's response supported ORR setting more ambitious baseline trajectories than the forecasts provided by Network Rail Scotland in its SBP, with no diminution of 92.5% for PPM. It requested reassurance on how Network Rail will deliver PPM within funding constraints. ScotRail and the Scottish Association for Public Transport also supported ORR's baseline trajectory for PPM.
- 3.23 In its response to the draft determination, Network Rail Scotland reaffirmed its concerns regarding the delivery of 92.5% for the Scotland train performance measure in each year of CP7. It stated that it did not think it was credible to commit to deliver 92.5% in every year of CP7 with any degree of confidence. It added that this would require a step change in Network Rail Scotland's contribution, alongside ScotRail playing its part in delivering significant improvements for passengers.
- 3.24 Network Rail's System Operator (SO) confirmed it will develop On Time and Cancellations point forecasts for each national passenger operator and include these in its CP7 delivery plan.

## Other areas

- 3.25 Many respondents, including passenger and freight operators, expressed support for the PIIF. Northern Trains and the Railway Industry Association stated that the funding envelope of £40 million, proposed by ORR in its draft determination, should be bigger.
- 3.26 Network Rail proposed a £20 million fund for PIIF in its response and took the view that it should not be sanctioned if it spends the funds but it does not deliver expected 'outputs'.
- 3.27 In its response to our draft determination, Transport Scotland strongly supported the targeted performance fund proposal and this was reiterated in a letter from the Scottish Transport Minister. It stated that the fund should be allocated in the most efficient manner to improve ScotRail performance, whether that is on a ScotRail train or Network Rail infrastructure in Scotland. ScotRail also supported the targeted performance fund and said that the total funding should be set by ORR in its final determination. Network Rail Scotland supported the principle of a targeted performance fund but said it did not have sufficient funding to afford this due to other cost pressures and to maintain its view of an acceptable risk fund.

## Passenger train performance: Our final decisions

### Measures

3.28 The passenger train performance success and supporting measures we will use to monitor and hold Network Rail to account in CP7 are presented in Table 3.1. Each of these measures is defined in Annex A.

**Table 3.1 Passenger train performance – CP7 outcomes framework**

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> <li>• On Time (England &amp; Wales only)</li> <li>• Scotland train performance measure (Scotland only)</li> <li>• Cancellations</li> </ul>
2: Supporting measures	<ul style="list-style-type: none"> <li>• Delay minutes per 1,000 miles train travel (track/train split)</li> <li>• Time to 15</li> <li>• Average Passenger Lateness</li> <li>• On Time (Scotland only)</li> </ul>

3.29 We have carefully considered all responses to the draft determination regarding the passenger train performance measures in our outcomes framework and we have concluded that we will use On Time and Cancellations as success measures in England & Wales and the Scotland train performance measure and Cancellations as success measures in Scotland.

3.30 We will also use Delay minutes per 1,000 miles train travel, Time to 15, Average Passenger Lateness and On Time (for Scotland only) as supporting measures.

3.31 As set out in the draft determination, given its prominence in the Scottish Ministers' HLOS, the Scotland train performance measure will be the primary focus of our passenger train performance monitoring in Scotland. The Scotland train performance measure is an adjusted version of ScotRail PPM that is referenced in the Scottish Ministers' HLOS. It is adjusted where delays are caused by the need for speed restrictions during periods of severe weather, or where trains have been delayed to permit connections from other late running trains or ferries. To clearly distinguish this measure from (non-adjusted) ScotRail PPM, we refer to it as the Scotland train performance measure.

- 3.32 Further engagement is needed with Network Rail Scotland and with Transport Scotland before the start of CP7 to clarify the exact definition of this measure and how it will be calculated.
- 3.33 For Scotland only, we have changed the On Time measure in our CP7 outcomes framework from a success to a supporting measure. This is in response to concerns raised by Transport Scotland that this measure is not aligned with Scottish Ministers' HLOS requirements. We have retained On Time as a supporting measure for Scotland as we will use it for holding to account purposes for Network Rail Scotland's delivery to passenger operators in Scotland other than ScotRail. We will also use it for comparison purposes as a benchmark for performance in England & Wales. In addition, a forecast is required to set benchmarks in the Schedule 8 incentive regime on a consistent basis with the approach taken for England & Wales regions.
- 3.34 As set out above, the Scotland train performance measure will be the primary focus for monitoring and holding Network Rail Scotland to account on passenger train performance. We will also use the Cancellations measure in Scotland (which is also a component of the Scotland train performance measure) to hold Network Rail Scotland to account on its delivery to all passenger operators.
- 3.35 We are not including the Time to 3 measure in our CP7 outcomes framework. Our use of the On Time measure for England & Wales supports our focus on delivery of an 'on time' railway for passengers. There is a strong correlation between the performance of On Time and Time to 3 measures which demonstrates that incentivising behaviours to deliver On Time performance will also support delivery of Time to 3 performance.
- 3.36 We have not included Network Rail Cancellations as a separate measure in our outcomes framework. Where we are using whole industry measures to monitor and hold Network Rail to account, we will do this on the basis of Network Rail's contribution to these measures. We will use Network Rail Cancellations, data on its contribution to On Time and the Scotland train performance measure and other sources of information to support this.
- 3.37 Whilst the focus of our CP7 train performance monitoring for holding Network Rail to account will be on the measures in the table above, we will also use a range of other information to help understand train performance. We will focus on Network Rail's delivery of train performance at a region level, but we will also make use of joint performance strategies and train performance data by operator, including open access operators, to support our wider monitoring. This will allow us to make

informed decisions on any action we should take to improve a region's delivery of train performance to all operators and will ensure poor performance for individual operators cannot be masked by wider performance of the region.

## Uncertainty

- 3.38 We have set the baseline trajectories for all success measures as point values (rather than ranges) for each year of CP7 to provide clarity of the performance levels we will monitor Network Rail against.
- 3.39 The periodic review process has highlighted current uncertainty around whole network passenger performance expectations in future years.
- 3.40 Operators and Network Rail are required to work together to create five-year joint performance strategies, and individual operators will plan ahead to meet their business requirements. However, budgets and targets for many operators are currently being set on a year-by-year basis. As a result of this, operator performance levels beyond the first year are more uncertain and are often assumed to reflect historic delivery. In addition, whole industry performance is affected by external factors, such as changes in passenger demand following the pandemic.
- 3.41 In addition to the flexibility of our regulatory approach afforded by the continued use of our Holding to Account and Managing Change policies, we are committing to reset On Time and Cancellations baseline trajectories for England & Wales and Scotland in advance of year 3 of CP7. We consider this two-year window provides the opportunity for Network Rail to work with operators and funders, to improve the industry processes for aligning longer term performance expectations. Therefore, we are setting firm requirements for On Time and Cancellations baseline trajectories for the first two years of CP7, and indicative figures for the last three years which will be subject to a reset after year 2.
- 3.42 This reset will only apply to passenger train performance trajectories for On Time and Cancellations. It will not apply to the Scotland train performance measure to ensure continued alignment with Scottish Ministers' HLOS. Also, it will not apply to freight train performance or other outcome measures from our final determination. For freight, commercial incentives for Network Rail to maintain good performance require greater certainty over the five-year period.
- 3.43 We will start engaging with industry stakeholders regarding the reset of passenger train performance trajectories shortly to ensure that no time is wasted on addressing the challenges with forecasting and aligning targets set out above. The

reset will take effect from the start of year 3 of CP7 (1 April 2026). We expect Network Rail to provide updated passenger train performance forecasts to inform our draft decisions on trajectories which we will consult on with stakeholders before reaching our final decisions.

- 3.44 The Schedule 8 passenger incentives regime will be recalibrated at the same time as the reset to On Time and Cancellations baseline trajectories. Network Rail benchmarks in the passenger regime will be updated to reflect changes in performance trajectories. In addition, we expect to update operator benchmarks, Network Rail payment rates and operator payment rates, based on a review of the latest evidence. This is explained further in our [PR23 final determination: policy position on the Schedule 4 and 8 incentives regimes](#).
- 3.45 Given this uncertainty around passenger train performance trajectories in England & Wales, we consider that giving greater public visibility of key whole industry leading indicators will provide greater overall confidence in the direction of the rail network. Sharing this information, with supporting analysis, should demonstrate that the rail industry is collectively acting in ways that will improve medium and long-term outcomes for passengers and freight.
- 3.46 Therefore, working with industry and government, we will start publishing additional whole industry leading measures during CP7 that provide this insight.
- 3.47 We expect updates to baseline trajectories during the control period to be rare as we wish to maintain as much certainty as possible on our performance expectations over CP7. Our Holding to Account policy supports a flexible approach to the use of baseline trajectories to monitor train performance. We expect that our use of the '2+3' approach in CP7 means that the use of the Managing Change policy to update baseline trajectories will be less likely.

### Our approach to setting baseline trajectories

- 3.48 We recognise that there is likely to be pressures on train performance during CP7, from factors such as forecast increases in passenger demand, extreme weather events as a result of climate change and constrained funding. Despite these pressures, Network Rail's plans and our final determination are ambitious in targeting improved train performance, while being realistically deliverable.
- 3.49 We welcome that, in response to the draft determination, Network Rail has proposed updated train performance trajectories that are more stretching than those in its SBP (for example, On Time trajectories for three of the four England & Wales regions being towards the top or above the ranges presented in the SBP). It

has also provided more information and a greater level of detail on the assumptions it has used to produce these, in particular regarding the contributions of Network Rail and operators to whole industry performance delivery.

3.50 As part of our assessment of Network Rail's train performance forecasts we have analysed a range of evidence. We have:

- reviewed and challenged Network Rail's SBP and its draft determination response to assess if it includes adequate stretch, clear assumptions on challenges and improvements built into the plan, and reasonable assessment of risks;
- held listening and challenge sessions, including with the Network Rail regions in England & Wales and Scotland, to help understand the reasoning behind its forecasts;
- analysed current performance (including changes since our draft determination), Network Rail's CP6 improvement plans and projected CP6 exit, historic data and trends, external drivers of historic performance and CP7 outcomes, including 'network busyness'; and
- drawn on Independent Reporter (Arup, supported by Winder Phillips Associates) findings from its detailed assessment of Network Rail's train performance forecasts, including its review of assumptions, models and outputs.

3.51 We have assessed the revised plans for each of Network Rail's regions in England & Wales and consider that they are now appropriately ambitious and realistic. Our final passenger train performance baseline trajectories are aligned with these plans in the first two years of the control period and, in most cases, the indicative trajectories for years 3 to 5 sit within Network Rail's proposed ranges for those years. The trajectories set a clear baseline against which we can monitor and report on train performance.

3.52 The Independent Reporter work to assess Network Rail's CP7 regional train performance plans commenced in October 2022. Its focus was to assess Network Rail's forecasts of train performance success measures and in particular the degree to which these forecasts were ambitious yet realistic. The Independent Reporter's assessment included a detailed review of Network Rail's regional plans, considering the risks and opportunities for each region. Network Rail's level of engagement with train operators was also considered. The findings from this work are summarised alongside our decisions on the baseline trajectories for each



success measure below. The Independent Reporter assessed Network Rail’s forecasts using a five-point scale which ranged from 1, realistic/deliverable to 5, stretching/ambitious.

- 3.53 For the On Time and Cancellations measures we have presented the CP7 year 2 point of the trajectory only for each region in the tables below. In addition to our final determination baselines, we have included our draft determination baselines and Network Rail’s proposed baselines and its previous SBP forecasts for comparison.
- 3.54 The full trajectories and Network Rail proposals (i.e. performance levels for each year of the control period) for each success measure are set out in Annex B of this document.
- 3.55 Network Rail’s Schedule 8 benchmarks are being calibrated to be consistent with the train performance baseline trajectories summarised below and set out in full in Annex B. This helps to ensure consistency between benchmarks and our regulatory expectations of Network Rail.

### Baseline trajectories - On Time

**Table 3.2 On Time final determination baselines compared with Network Rail proposed baselines and draft determination baselines, CP7 year 2**

Baseline	Eastern	North West & Central	Southern	Wales & Western	England & Wales
<b>Final determination baseline, CP7 year 2</b>	<b>70.4%</b>	<b>62.9%</b>	<b>68.3%</b>	<b>60.4%</b>	<b>66.9%</b>
Network Rail proposed baseline, CP7 year 2	70.4%	62.9%	68.3%	60.4%	66.9%
Draft determination baseline, CP7 year 2	70.6%	63.2%	68.9%	64.8%	67.7%
Network Rail SBP forecast range, CP7 year 2	68.5% to 70.0%	59.2% to 61.0%	66.4% to 68.8%	62.2% to 63.8%	Not provided

- 3.56 Table 3.2 includes the regional On Time baselines for year 2, ahead of the ‘2+3’ reset. The final determination baselines for years 1 and 2 are the same for all

regions except Southern where the year 1 baseline is 68.2% (0.1 percentage point lower than year 2). The full five-year baseline trajectories for each region are set out in Annex B.

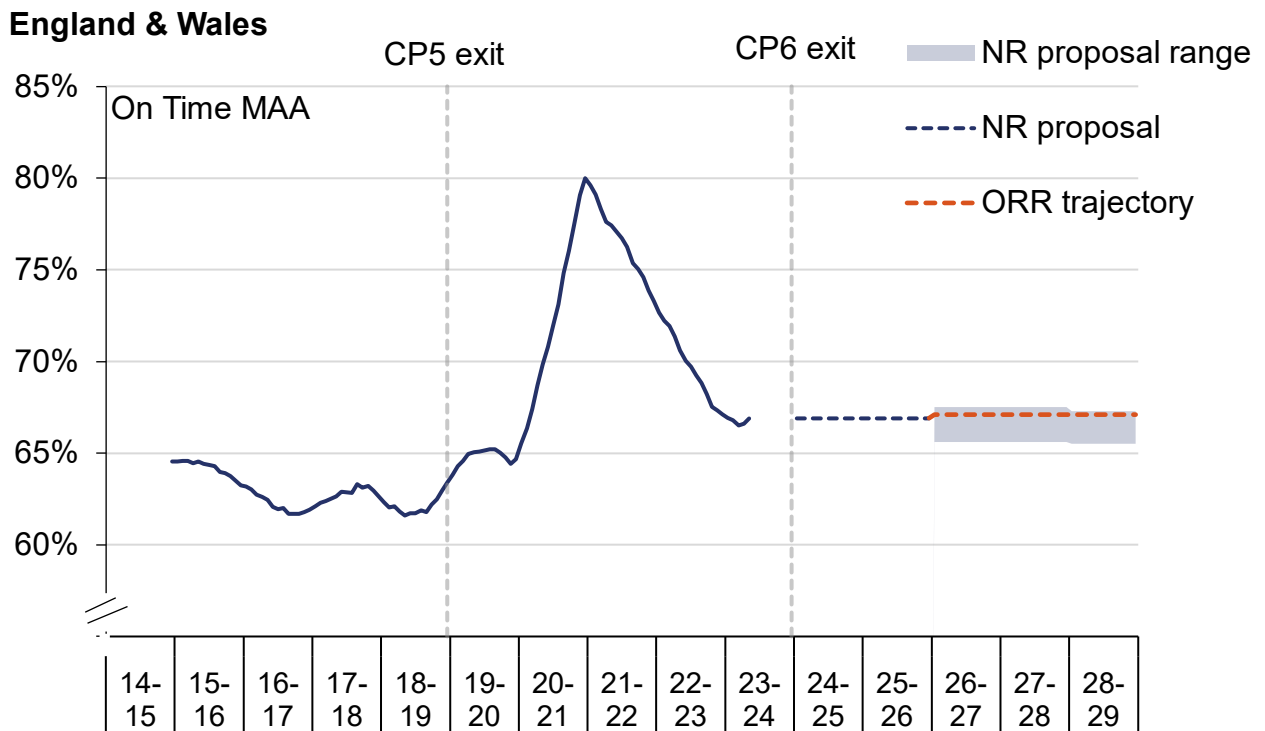
- 3.57 In response to our draft determination, Network Rail provided us with further information including updated proposed baseline trajectories for On Time in England & Wales. Its revised plans are now based on point values for years 1 and 2 which are towards the top or higher than the ranges in its SBP for three out of four England & Wales regions. It has provided better evidence to support its proposed baseline trajectory in the fourth region. Network Rail provided more detailed evidence to support these proposed trajectories including more information on its expected contribution to them.
- 3.58 For Wales & Western, Network Rail responded to our draft determination with a proposed On Time baseline trajectory lower than its SBP forecast range. Its updated trajectory was supported by refreshed bottom-up modelling and more detailed evidence about factors driving performance in the region. This included changes to reflect latest performance and additional information setting out the impact of factors such as High Speed 2 work at Old Oak Common, operational constraints of the Elizabeth Line and future service pattern changes (for example in South Wales). It also set out clearer timeframes for realising the performance benefits of asset interventions.
- 3.59 The Independent Reporter's assessment of Network Rail's On Time proposed baseline trajectories was in the middle (point 3) on its realistic/deliverable to stretching/ambitious scale for Southern region and just below the middle (point 2) for all other regions in England & Wales. Whilst these assessments relate to a whole industry view i.e. considering Network Rail and train operator contributions, it should be noted that our focus was on the level of ambition in Network Rail's plans.
- 3.60 Our final On Time baseline trajectories are aligned with Network Rail's updated proposals in the first two years of the control period. We have scrutinised the additional evidence provided by Network Rail, in particular the information and modelling provided by the Wales & Western region and have accepted Network Rail's proposals for years 1 and 2. The indicative baseline trajectories for years 3 to 5 sit within Network Rail's proposed ranges for those years. The indicative trajectories for years 3 to 5 have been derived by taking the higher value of the centre of Network Rail's proposed range in each year or the year 2 baseline. We made an adjustment to the Wales & Western year 3 baseline to ensure a realistic



trajectory of improvement over CP7. We have assessed that these trajectories are ambitious yet realistic.

3.61 We have included an On Time trajectory for England & Wales to provide an overview of our performance expectations and to inform any future changes to regional trajectories (e.g. due to changes in geographical boundaries). This trajectory is for Network Rail managed infrastructure only.

**Figure 3.1 On Time performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectories and Network Rail proposed baseline trajectories – England & Wales**



3.62 We will hold Network Rail to account on its contribution relative to our final determination baseline trajectories.

3.63 As On Time is no longer a success measure for Scotland, we have not included Scotland or Great Britain in Table 3.2 above. We have produced a forecast of On Time for Scotland which has a consistent level of challenge with Network Rail Scotland’s latest forecast of the Scotland train performance measure. This will be used to set the baseline for the financial incentives which encourage Network Rail Scotland and train operators to reduce the delays they cause each other. For further information regarding incentives, refer to our [PR23 final determination](#):

[policy position on the Schedules 4 and 8 incentives regimes](#). Our On Time forecast for Scotland can be found in Annex B.

### Performance Improvement and Innovation Fund

- 3.64 To support Network Rail's delivery of the train performance baseline trajectories we have set a PIIF in England & Wales, similar to the fund established in CP6. The fund is intended to kick-start collaborative, cross-industry solutions with the aim of improving train performance. Considering consultation responses, we determine that, due to its potential range of uses and the large number of parties who may benefit from improved performance (freight and passenger), a minimum of £40 million should be provided for this initiative in CP7 in England & Wales.
- 3.65 We are content with Network Rail's proposal that this fund be held by alongside the Research, Development and Innovation budget in the Technical Authority, with the SO chairing the allocating panel.
- 3.66 PIIF should be focussed on kick-starting collaborative, cross-industry solutions with the aim of improving train performance between train operators and Network Rail.
- 3.67 The fund should be used to fund projects that deliver a measurable improvement in performance. We propose that innovative projects should be prioritised over improvements delivered only through existing methodologies. Our proposal recognises:
- (a) the need to urgently improve train performance during CP7; and
  - (b) historical barriers to funding for approaches which were innovative.
- 3.68 Moving forward we expect Network Rail to work with wider industry to prepare for the PIIF in CP7, including:
- (a) updating CP6 PIF criteria;
  - (b) updating governance of the fund which we expect to operate in a similar manner to the PIF; and
  - (c) ensuring knowledge gained from projects funded in CP6 can be acted upon, including through implementation via the PIIF.

## Baseline trajectories - Scotland train performance measure

**Table 3.3** Scotland train performance measure final determination baselines compared with Network Rail proposed baselines and draft determination baselines, CP7 years 1 to 5

Baseline	Scotland
Final determination baselines, years 1 to 5	92.5% in each year
Network Rail proposed baselines, years 1 to 5	91.0% improving to 92.5%
Draft determination baselines, years 1 to 5	92.5% in each year
Network Rail SBP forecast, years 1 to 5	91.5% improving to 92.5%

- 3.69 Network Rail Scotland's latest proposed baseline for the Scotland train performance measure was 91.0% in year 1, followed by 91.5% in year 2, 91.9% in year 3 and 92.5% in years 4 and 5. The Independent Reporter's assessment of this proposed baseline was at the top (point 5) on its realistic/deliverable to stretching/ambitious scale.
- 3.70 Whilst we recognise that there are some significant risks, our decision is to set the Scotland train performance measure baseline at the HLOS target of 92.5% for each year of CP7. We will hold Network Rail Scotland to account against its licence obligations in maintaining and operating the network to enable ScotRail to deliver this flat trajectory. ScotRail will need to work with Network Rail and deliver its contribution if this whole industry target is to be achieved.
- 3.71 We include a targeted performance fund for Scotland of £50 million for CP7. We expect that the fund will realise performance benefits (financial or operational) for Network Rail Scotland in CP7.
- 3.72 Network Rail Scotland will be responsible for designing and implementing the governance arrangements for this fund. The governance arrangements must be compliant with all applicable legislation and the network licence. Network Rail Scotland shared its draft governance proposals with ORR and Transport Scotland ahead of our final determination. We expect Network Rail Scotland to work with ORR and Transport Scotland on finalising the governance arrangements ahead of the start of CP7.

## Baseline trajectories - Cancellations

**Table 3.4 Cancellations final determination baselines compared with Network Rail proposed baselines and draft determination baselines, CP7 year 2**

Baseline	Eastern	North West & Central	Southern	Wales & Western	England & Wales	Scotland	Great Britain
Final determination baseline, CP7 year 2	3.3%	3.5%	3.5%	3.8%	3.5%	2.3%	3.3%
Network Rail proposed baseline, CP7 year 2	3.3%	3.5%	3.5%	3.8%	3.5%	2.3%	3.3%
Draft determination baseline, CP7 year 2	2.3%	2.3%	2.3%	2.3%	2.3%	2.3%	2.3%
Network Rail SBP forecast range, year 2	2.7% to 3.8%	3.2% to 4.5%	3.1% to 4.3%	2.8% to 3.8%	Not provided	3.2%	Not provided

3.73 Table 3.4 includes the regional Cancellations baselines for year 2, ahead of the '2+3' reset. The final determination baselines for years 1 and 2 are the same for all regions except:

- (a) Eastern where the year 1 baseline is 3.4% (0.1 percentage points higher than year 2); and
- (b) North West & Central where the year 1 baseline is 3.7% (0.2 percentage points higher than year 2).

3.74 The full five-year baseline trajectories for each region are set out in Annex B.

3.75 In response to our draft determination, Network Rail provided us with more information on Cancellations performance including updated proposed trajectories. Its revised plans are now based on point values for years 1 and 2. It also provided better evidence for England & Wales including its expected contribution to the trajectories.

- 3.76 The Independent Reporter's assessment of Network Rail's Cancellations trajectories for regions in England & Wales was just below the middle (point 2) on its realistic/deliverable to stretching/ambitious scale. Whilst these assessments related to a whole industry view i.e. considering Network Rail and train operator contributions, it should be noted that the focus of our assessment was more on the level of ambition in Network Rail's plans.
- 3.77 Our final Cancellations baseline trajectories are aligned with Network Rail's proposals in the first two years of the control period. The indicative trajectories for years 3 to 5 sit within Network Rail's proposed ranges for those years with the exception of one region where our indicative trajectories sit just below Network Rail's proposed ranges in years 3 and 4. The indicative trajectories for years 3 to 5 have been derived by taking the bottom (most challenging end) of Network Rail's ranges in year 5 and for years 3 and 4 applying equal steps between years 2 and 5. The baseline trajectories for England & Wales and Great Britain are for Network Rail managed infrastructure only. Having scrutinised the additional evidence provided by Network Rail to support its proposed trajectories, we consider that these are ambitious yet realistic. In forming this view, we have considered Network Rail's forecast of its attributed cancellations, and the views of the Independent Reporter. We will use this evidence to support our monitoring and holding to account in CP7.

## Other areas

- 3.78 We expect to see forecasts in Network Rail's delivery plan for each of the following passenger train performance supporting measures: Delay minutes per 1,000 miles train travel (track/train split); and Time to 15 for each region, England & Wales and Great Britain, and for each year of CP7. For the Average Passenger Lateness supporting measure, we expect to see forecasts for Great Britain for each year of CP7. We expect Network Rail to monitor and report on these measures during CP7.

## Freight train performance: Our draft decisions

- 3.79 In our draft determination we stated that our monitoring of freight train performance would focus on levels of Freight Cancellations in each region. Previous feedback from stakeholders considered the reliability of freight services to be the most important element of freight train performance. We also decided to use Freight Cancellations and Lateness (FCaL), and Arrivals to 15 measures to support our monitoring in this area.

- 3.80 We set ambitious yet realistic draft Freight Cancellations flat baseline trajectories as points for each region in England & Wales and Scotland. These were more challenging than the bottom (i.e. most challenging end) of Network Rail's ranges.
- 3.81 We also stated that we expect Network Rail to deliver FCaL performance of 5.5% or less in Scotland in each year of the control period, in line with the Scottish Ministers' HLOS.

## Freight train performance: Summary of stakeholder responses

### Measures

- 3.82 In response to our draft determination DB Cargo, Freightliner, Rail Freight Group and Rail Partners all expressed support for Freight Cancellations as a CP7 success measure. However, Network Rail outlined that it was opposed to using Freight Cancellations as the only success measure in this area. It highlighted that it believes the measure is overly sensitive to unpredictable events. It added that a lack of emergency timetables (like those used for passenger services) and changing volumes of freight traffic, may result in potentially unfair judgements of performance.
- 3.83 Network Rail outlined its view that FCaL would be a more appropriate success measure. It noted that this measure includes Freight Cancellations. It stated that it would be more appropriate to split the measure into its constituent parts and measure each of these separately.
- 3.84 Network Rail Scotland proposed that Freight Cancellations is replaced with FCaL as the success measure in this outcome area given Scottish Ministers' HLOS requirements and the need to deliver improvements across all three failure types that make up the measure (delay event failures, service variations and freight cancellations). It considered that this would be in line with the rationale to hold Network Rail Scotland to account using PPM rather than On Time for passenger performance.
- 3.85 Transport Scotland reiterated its expectation of a revised forecast from Network Rail to clearly demonstrate how it will deliver the Scottish Ministers' HLOS target for FCaL, with Network Rail's contribution to freight reliability crucial in making rail an attractive option.
- 3.86 GB Railfreight expressed concern with only having one success measure in this area and stating that delays to freight services are as important to operators as

cancellations. It highlighted this would be even more important when measures such as speed restrictions to mitigate reduced renewals become more commonplace as set out in Network Rail's plans for CP7. It stated that there was a risk that freight services become so unreliable that freight end-customers may switch from rail to road. To address this, GB Railfreight proposed that Arrivals to 15 should also be a success measure.

- 3.87 Network Rail outlined in its response the importance of splitting out Network Rail's contribution to Arrivals to 15 ahead of the delivery plan.

## Uncertainty

- 3.88 Despite its concerns over the success measure itself, if implemented, Network Rail stated that setting a point trajectory for Freight Cancellations was not the best approach, and a range would be a more effective way of forecasting due to the volatility of the Freight Cancellations measure, especially when disaggregated to regional level. However, DB Cargo, Freightliner and Transport for Greater Manchester all expressed support for the use of point trajectories over ranges and the position taken by ORR on this in the draft determination.

## Baseline trajectories

- 3.89 Network Rail stated it believes that due to the uncertain nature of the freight market it is unfeasible to set trajectories throughout CP7 at this stage.
- 3.90 Freightliner, DB Cargo, GB Railfreight, Rail Freight Group and Rail Partners all supported ORR setting more ambitious trajectories in the draft determination than the forecasts presented in Network Rail's SBP. Freightliner and DB Cargo believed that even more ambition could be shown. Rail Freight Group (Scotland) and Transport for Greater Manchester expressed support for the baseline trajectories. However, ASLEF considered that the more challenging baseline trajectories for freight train performance may be unrealistic.

## Other areas

- 3.91 Network Rail Scotland acknowledged ORR's position on the FCaL trajectory being in line with the HLOS requirement that 5.5% is not exceeded in any year across CP7. However, it outlined that it can only deliver its HLOS FCaL requirement from CP7 year 2, as there will be a lag in the realisation of benefits from performance improvement programmes. In addition, this trajectory will be achievable under the assumption that there is no further industrial action in CP7, there are no unexpected external events disrupting the railway, and that maintenance and renewals volumes are delivered as planned.



- 3.92 Transport Scotland stated that it wanted to see an increase in the average speed of freight trains including timetabling exercises and programmes, and through collaboration with passenger and freight operators and customers. As an HLOS requirement it set out the expectation that either ORR through its final determination, or Network Rail through its delivery plan, will confirm how milestones, and progress against this requirement will be reported and measured.
- 3.93 GB Railfreight agreed with ORR’s position that the impact of growth on performance was not evidenced in Network Rail’s plans.
- 3.94 There was concern among freight industry respondents that the Schedule 8 performance regime does not align itself with ambitions for the freight sector.

## Freight train performance: Our final decisions

- 3.95 In CP7 we expect Network Rail to deliver the level of reliability, as measured by Freight Cancellations, that we set out in this determination. This will support the attraction of new freight customers to achieve growth on the national rail network. Network Rail’s contribution to freight train performance should be an important part of its freight growth plans we expect it to develop. Further information on our expectations for freight growth can be found in Chapter 9.

### Measures

- 3.96 The freight train performance success and supporting measures we will use to monitor and hold Network Rail to account in CP7 are presented in Table 3.5. Each of these measures is defined in Annex A.

**Table 3.5 Freight train performance – CP7 outcomes framework**

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> <li>Freight Cancellations</li> </ul>
2: Supporting measures	<ul style="list-style-type: none"> <li>Freight Cancellations and Lateness (FCaL)</li> <li>Arrivals to Fifteen</li> </ul>

- 3.97 Previous feedback we have received has highlighted the importance and impact of freight cancellations on the industry. However, we also recognise that we cannot lose focus on delays caused to freight services. As a result, our monitoring in this area will use our supporting measures (FCaL and Arrivals to 15) to ensure that



levels of delays to freight services are tracked alongside cancellations. We will hold Network Rail to account for delays it causes to freight operators and their customers in line with our Holding to Account policy.

3.98 As set out in our draft determination, the Freight Cancellations measure we are using in CP7 is consistent with the measure currently used in CP6 at a national (Great Britain) level. However, the CP7 measure will be disaggregated to a regional (and route) level using train kilometres rather than train count. We expect Network Rail to monitor and report the Freight Cancellations measure to us on this basis during CP7.

## Uncertainty

3.99 For the same reason we have set out in the passenger train performance section above, we have set baseline trajectories for Freight Cancellations as points in each year of CP7 rather than using ranges.

## Our approach to setting baseline trajectories

3.100 As with our assessment of Network Rail's updated proposed baseline trajectories for passenger train performance, we undertook a number of steps in our assessment of Network Rail's updated proposed trajectories for Freight Cancellations. We have:

- reviewed and challenged Network Rail's SBP and its draft determination response, held listening and challenge sessions including with the Network Rail regions in England & Wales and Scotland to help understand the reasoning behind its forecasts;
- reviewed current performance and analysed historical data and trends to inform our view on how ambitious yet realistic Network Rail's plans are; and
- drawn on Independent Reporter findings from its detailed assessment of Network Rail's train performance forecasts.

## Baseline trajectories – Freight Cancellations

3.101 Table 3.6 below presents our decisions on the baseline trajectories (CP7 years 1 to 5) for the Freight Cancellations measure. We will monitor and hold Network Rail to account against these trajectories during CP7.

**Table 3.6 Freight Cancellations final determination baselines compared with Network Rail proposed baselines and draft determination baselines, CP7 years 1 to 5**

Baseline	Eastern	North West & Central	Southern	Wales & Western	England & Wales	Scotland	Great Britain
<b>Final determination baseline, CP7 years 1 to 5</b>	<b>1.3%</b>	<b>1.0%</b>	<b>2.1%</b>	<b>1.6%</b>	<b>1.3%</b>	<b>1.4%</b>	<b>1.3%</b>
Network Rail proposed baseline, CP7 years 1 to 5	1.3%	1.2%	2.5%	1.9%	1.5%	2.2% improving to 2.0%	1.5%
Draft determination baseline, CP7 years 1 to 5	1.3%	1.0%	2.0%	1.5%	1.2%	1.3%	1.2%
Network Rail SBP forecast range, CP7 years 1 to 5	1.5% to 2.8%	1.0% to 1.9%	2.2% to 4.0%	1.6% to 3.3%	1.4% to 2.6%	2.2% improving to 2.0%	Not provided

3.102 Network Rail Scotland's latest proposed trajectory was 2.2% in year 1, improving to 2.0% in each of the remaining years of CP7.

3.103 We will hold the SO to account against the Freight Cancellations baseline for Great Britain given its strategic role in overseeing freight activity on the network.

3.104 Network Rail's revised plans included point values for each year of CP7. For regions in England & Wales these are towards the bottom or below the ranges in its SBP. Network Rail calculated its proposed flat trajectories for Eastern, Southern and Wales & Western using forecasts of performance for this year (2023-24) for each region. The forecasts for 2023-24 were calculated by taking performance this year to date (at the time, railway periods 1 to 5) and combining with a four-year historical average of performance for the remainder of the year (railway periods 6 to 13). The proposed trajectories for each of these regions for each year in CP7 was aligned with 2023-24 forecasts.

3.105 The Independent Reporter's assessment of Network Rail's Freight Cancellations proposed baseline trajectories for all regions in England & Wales and Scotland

was the middle (point 3) on its realistic/deliverable to stretching/ambitious scale. However, it did raise some concerns with the approach taken by Network Rail to produce its proposed trajectories and in particular that performance in the current year may be worse than average and that this would pass through to each year of CP7 under Network Rail's methodology.

- 3.106 From our own review of Network Rail's proposed trajectories and the approach it took in these regions we concluded that its proposed trajectories 'baked in' poor performance experienced in some regions this year to date. To address this, our final decisions for these regions have been calculated using the same four-year historical average used by Network Rail (to forecast performance during the remainder of this year) for each year of CP7.
- 3.107 We have calculated our final decisions for North West & Central, England & Wales, Scotland and Great Britain using the same approach for other regions as outlined above. We consider the flat trajectories we have set for all regions are ambitious yet realistic.

## Other areas

- 3.108 In line with the Scottish Ministers' HLOS, we expect Network Rail to deliver FCaL performance of 5.5% or less in each year of the control period. The obligation on Network Rail is to achieve the target to the greatest extent reasonably practicable having regard to all relevant circumstances. Given this HLOS requirement, we will place more focus on FCaL performance in Scotland as part of our monitoring and holding to account approach. We will also use the Freight Cancellations measure in Scotland (which is also a component of FCaL) to hold Network Rail Scotland to account on its delivery to all freight operators.
- 3.109 Regarding the requirements in the Scottish Ministers' HLOS to increase average freight train speeds during CP7, we expect Network Rail Scotland to deliver this to the greatest extent reasonably practicable having regard to all relevant circumstances. We expect Network Rail to develop an HLOS tracker for CP7 to monitor the progress against the requirements set out in our final determination, ensuring the tracker is jointly agreed with ORR and Transport Scotland. This is similar to the approach taken for CP6.
- 3.110 Concerns regarding alignment of the Schedule 8 performance regime with ambitions for the freight sector, are discussed more broadly in our [PR23 final determination: policy position on the Schedules 4 and 8 incentives regimes](#).

3.111 For freight train performance we expect to see forecasts in Network Rail's delivery plan for each supporting measure. For FCaL, we expect to see forecasts for each region, England & Wales and Great Britain, and for each year of CP7. For the Arrivals to 15 supporting measure, we expect to see forecasts for Great Britain for each year of CP7. We expect Network Rail to monitor and report on these measures during CP7.

## 4. Asset sustainability

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- 4.1 Network Rail's planning and management of its infrastructure assets is essential to the delivery of the greatest value over the course of their operational lives. Maximising asset sustainability with the available funding is also a clear requirement for funders evidenced through HLOSs.
- 4.2 This chapter should be read alongside our [PR23 final determination: supporting document on sustainable and efficient costs](#). This reviews whether the projected expenditure in Network Rail's plans is appropriate to manage the infrastructure in line with its obligations under its licence and the requirements described in the UK Government's and Scottish Ministers' HLOSs.

### Our draft decisions

- 4.3 In our draft determination, we stated that we would use Network Rail's Composite Sustainability Index (CSI) as our success measure for asset sustainability in CP7. CSI measures the percentage change in asset remaining life. A negative value for CSI means a loss in asset condition and a positive value indicates improved asset condition.
- 4.4 We proposed an increase to Network Rail's core renewals expenditure, as part of our draft determination, to mitigate potential risks to asset performance during CP7 and future control periods. We adjusted Network Rail's regional CSI forecasts for our CP7 baselines, reflecting this proposed increase in renewals expenditure. We used a relatively simple calculation, outlined in our final decisions, to adjust CSI and set an expectation that Network Rail respond with a more accurate forecast. We also decided it was appropriate to reset the baseline to the exit of CP6 for the next control period.
- 4.5 We complemented CSI with a selection of supporting measures. These give a broader view of Network Rail's performance, allowing us to monitor if it is effectively managing the sustainability of its assets in line with its obligations under the network licence and HLOSs. These supporting measures include indicators of asset reliability, such as Composite Reliability Index (CRI) and Service Affecting Failures (SAFs) as well as delivery against key activities, including examinations of structures.
- 4.6 Maintaining accurate asset data is essential to the effective planning and management of the long-term sustainability of the network. We outlined an

expectation that Network Rail sets out a clear asset data strategy in its response to our draft determination.

## Summary of stakeholder responses

- 4.7 There was general support for the asset sustainability measures proposed in our outcomes framework. Arriva Trains, DB Cargo, Freightliner and Rail Partners expressed support for the inclusion of an asset sustainability success measure. MTR UK expressed explicit support for CSI as the asset sustainability success measure. Transport for Greater Manchester supported our asset sustainability CP7 outcomes framework.
- 4.8 Network Rail expressed support for our addition of Service Affecting Failures (SAFs) as a supporting measure. ASLEF and RMT were also in favour of monitoring this measure.
- 4.9 Transport Scotland supported our position of monitoring key activities in Network Rail's Weather Resilience and Climate Change Adaptation (WRCCA) plan.
- 4.10 Network Rail updated its CSI forecasts for each region, considering its reallocation of core renewals in its response to our draft determination. It also based its updated CSI forecasts on recent updates to the information in the models. These updates are described in our final decisions below, including Network Rail regions' updated CSI forecasts, as shown in Table 4.2.
- 4.11 Network Rail included an asset data strategy in its response, as requested in our draft determination. Network Rail considered that the appropriate way to measure success in this outcome area is to take a two-fold approach, where delivery against milestone commitments is measured alongside a data quality measure. The need for high quality asset data was also raised by the Railway Industry Association. It requested that in the final determination ORR provide an assessment of the current state of asset information, and requirements to address any weaknesses.

## Our final decisions

- 4.12 We are not making material changes to the CP7 outcomes framework for asset sustainability as there was general support for the success and supporting measures we specified in the draft determination.
- 4.13 We support Network Rail's proposed approach to asset data quality set out in its response to our draft determination. Reflecting this, we will monitor it against both

milestone commitments (from its plan to improve data quality) and data quality obligations, that it should include in its CP7 delivery plan.

4.14 The complete list of success and supporting measures for asset sustainability is given in Table 4.1.

**Table 4.1 Asset sustainability – CP7 outcomes framework**

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> <li>• Composite Sustainability Index (CSI)</li> </ul>
2: Supporting measures	<ul style="list-style-type: none"> <li>• Composite Reliability Index (CRI)</li> <li>• Effective volumes</li> <li>• Service Affecting Failures (SAFs)</li> <li>• Delivery against high priority areas:                             <ul style="list-style-type: none"> <li>○ Lineside vegetation – compliance</li> <li>○ Structures examinations – site examination and reporting compliance</li> <li>○ Earthworks examinations – non-compliance</li> <li>○ Buildings examinations – detailed and visual examinations</li> <li>○ Drainage examinations – compliance</li> <li>○ Maintenance – planned vs. actual volume hours</li> <li>○ Resilience and adaptation – key Weather Resilience and Climate Change Adaptation (WRCCA) activities</li> </ul> </li> <li>• Asset data quality – timebound obligations to meet asset data standards</li> </ul>

4.15 In our draft determination, our wider assessment identified that the needs of some core assets in each of Network Rail’s regions had not been sufficiently prioritised. We considered more expenditure on core renewals was required. Network Rail has assigned additional spend on core renewals in its latest plan and updated its CSI forecasts to reflect these changes. After reviewing the mix of expenditure in Network Rail’s proposal, we are content it addresses the concerns we raised in our draft determination.

4.16 Network Rail has also updated its suite of models used to forecast CSI out to the end of CP7. We have reviewed and discussed these updates with Network Rail



and consider they are reasonable. These updates to Network Rail’s models account for:

- (a) latest asset inventories and condition data;
- (b) updated forecast work to the end of CP6;
- (c) recalibration of model parameters, in the light of recent data; and
- (d) updated unit costs.

4.17 Following our assessment, we have set the CSI baselines at the same level as Network Rail proposed in its response to our draft determination for each region. Table 4.2 summarises the CSI baselines we expect Network Rail to deliver in CP7, relative to the end of CP6, alongside our draft determination and Network Rail’s latest forecast.

**Table 4.2 CSI (change in CP7) final determination baselines compared with Network Rail proposed baselines and draft determination baselines, CP7 year 5**

Baseline	Eastern	North West & Central	Southern	Wales & Western	England & Wales	Scotland	Great Britain
Final determination baseline, CP7 year 5	-2.0pp	-3.2pp	-3.0pp	-2.0pp	-2.5pp	-2.1pp	-2.5pp
Network Rail proposed baseline, CP7 year 5	-2.0pp	-3.2pp	-3.0pp	-2.0pp	-2.5pp	-2.1pp	-2.5pp
Draft determination baseline, CP7 year 5	-2.9pp	-3.5pp	-2.7pp	-2.5pp	-3.0pp	-3.4pp	Not Produced

## 5. Efficiency and financial performance

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5.1 Network Rail's delivery of efficiency and financial performance is essential to minimise the cost of the railway to end users and taxpayers while delivering required outcomes. The importance of this area is emphasised in both the UK Government's and Scottish Ministers' HLOSs. This chapter should be read alongside our [PR23 final determination: supporting document on sustainable and efficient costs](#).

### Our draft decisions

- 5.2 In our draft determination, we proposed that the Financial Performance Measure (FPM) and efficiency would be the success measures for this outcome area. FPM compares Network Rail's income and expenditure to its CP7 delivery plan. Our [CP6 Regulatory accounting guidelines](#) explain further how FPM is calculated.
- 5.3 These measures would be supported by Fishbone analysis of cost drivers (as currently reported in CP6) and three leading indicators of efficiency delivery: booking of disruptive access; workbank planning; and efficiency plan quality.
- 5.4 Network Rail included an FPM forecast of zero for every year of CP7, for each region in its SBP. This means its net financial performance would be aligned to the assumptions in its delivery plan for income and controllable costs and after making adjustments for delivery. We agreed this was the appropriate baseline to measure FPM against during CP7 and set this as the FPM flat baseline trajectory.
- 5.5 We proposed to maintain Network Rail's overall efficiency challenge of at least £3.2 billion in England & Wales (for the risk-adjusted plan) and £429 million for Scotland (of which £380 million is attributable to regionally incurred expenditure). Therefore, we set efficiency baseline trajectories for each region in line with Network Rail's forecasts. We set an expectation that Network Rail align the regional forecasts in its CP7 delivery plan with the trajectories in our determination.

### Summary of stakeholder responses

- 5.6 Respondents generally agreed with our draft determination view that Network Rail should be able to achieve substantial further efficiency savings in CP7. However,

RMT raised concerns about the efficiency challenge in the context of constrained funding for core assets and GB Railfreight was keen to understand the impact of the challenging Scotland efficiency forecast on operation of the railway in Scotland.

- 5.7 Network Rail's response to our draft determination did not include any material changes to our proposed efficiency challenge for Great Britain in CP7. There were some slight variations to each region's efficiency forecasts, which reflected updates to each region's plan following Network Rail's SBP. It also included a £19 million reclassification from efficiencies to income generating schemes for Scotland.
- 5.8 Transport Scotland agreed with our assessment that Network Rail needs to undertake more work to develop its CP7 efficiency plans, noting its concern about the achievability of what Network Rail described as transformational efficiencies. Transport Scotland also sought assurances that the final determination efficiencies are being benchmarked accurately against best practice in the rail industry and other comparable industries and utilities, including international benchmarking. Transport Scotland stated that our assessment must be carried out on the basis of unit cost comparators.

## Our final decisions

- 5.9 We are not making material changes to the CP7 outcomes framework of measures for efficiency and financial performance, as there was general support for our proposals in the draft determination.
- 5.10 We consider that the framework for this outcome area provides the right set of measures to effectively monitor Network Rail's performance against the requirements of both HLOSs. The balance of headline measures, focused on funders' priorities, and supporting measures (including leading indicators), has proved successful in monitoring Network Rail's financial performance and delivery of efficiencies in CP6.

**Table 5.1 Efficiency and financial performance – CP7 outcomes framework**

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> <li>Financial Performance Measure (FPM) (opex/capex split)</li> <li>Efficiency (£)</li> </ul>
2: Supporting measures	<ul style="list-style-type: none"> <li>Fishbone analysis of cost drivers</li> <li>Leading indicators of efficient delivery: <ul style="list-style-type: none"> <li>Booking of disruptive access</li> <li>Workbank planning</li> <li>Efficiency plan quality</li> </ul> </li> </ul>

5.11 We are setting the FPM flat baseline trajectory as zero for every year of CP7, shown in Table 5.2, which is no change from our draft determination. In summary, this means Network Rail's net financial performance would be aligned to the assumptions in its CP7 delivery plan, for income and controllable costs and after making adjustments for delivery.

**Table 5.2 FPM final determination baselines (£ million, 2023-24 prices) compared with Network Rail proposed baselines and draft determination baselines, CP7 years 1 to 5**

Baseline	Eastern	North West & Central	Southern	Wales & Western	England & Wales	Scotland	Great Britain
<b>Final determination baseline, CP7 years 1 to 5</b>	0	0	0	0	0	0	0
Network Rail proposed baseline, CP7 years 1 to 5	0	0	0	0	0	0	0
Draft determination baseline, CP7 years 1 to 5	0	0	0	0	0	0	0

5.12 We are setting the efficiency requirements at broadly the same level as Network Rail proposed in its response to our draft determination for each England & Wales region and its Scotland plan. Our assessment was informed by a range of

information, such as targeted assurance reviews, benchmarking, evidence from our ongoing CP6 monitoring and comparisons with other regulated network industries We are also satisfied that the reclassification of £19 million efficiencies to additional income in the latest Scotland plan is reasonable.

- 5.13 Cost benchmarking, as described by Transport Scotland in its response, was an important (though not the only) component of the analysis underpinning the efficiency challenge that we are requiring Network Rail to deliver in CP7 through our PR23 determination (see [PR23 final determination: supporting document on sustainable and efficient costs](#)).
- 5.14 We expect Network Rail to include regional efficiency forecasts in its CP7 delivery plan, which are aligned to the total efficiencies to be delivered by each region (Table 5.3). We will monitor Network Rail’s regions’ delivery of efficiencies against the forecasts in its CP7 delivery plan.

**Table 5.3 Efficiency final determination baselines (£ million, 2023-24 prices) compared with Network Rail proposed baselines and draft determination baselines, CP7 year 5**

Baseline	Eastern	North West & Central	Southern	Wales & Western	England & Wales	Scotland	Great Britain
Final determination baseline, CP7 year 5	995	902	773	575	3,245	410	3,655
Network Rail proposed baseline, CP7 year 5	995	902	773	575	3,245	410	3,655
Draft determination baseline, CP7 year 5	992	890	781	569	3,232	429	3,661

- 5.15 The efficiency baseline for each region includes an allocation of the efficiencies to be delivered by National Functions and the System Operator during CP7. We have included the assumed profile of efficiencies based on Network Rail’s response to our draft determination, in annex B. These profiles may change in the CP7 delivery plan.

## 6. Environmental sustainability

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- 6.1 We support an increased focus on environmental sustainability for the operation, support, maintenance and renewal of the national rail network, and are setting environmental success measures as part of our CP7 outcomes framework.
- 6.2 There are clear legislative requirements relating to climate change and more specifically to deliver net zero carbon emissions in Scotland by 2045 and in England & Wales by 2050. Both the UK Government's and Scottish Ministers' HLOSs include several requirements relating to environmental sustainability. The railway in England & Wales is expected to conserve and enhance biodiversity in line with the Environment Act 2021, and to contribute to targets set out in the current UK Government's [Environmental Improvement Plan](#), and the [Rail Environment Policy Statement](#). These requirements represent a step-up in government expectations of delivery in this outcome area.
- 6.3 Our requirements relating to asset sustainability outcomes are included in Chapter 4 of this document. The chapter includes the measures we will use to monitor climate change resilience delivery and the expectations we have in this area for CP7. A more detailed assessment of Network Rail's plans relating to both asset and environmental sustainability and our related expectations can be found in the [PR23 final determination: supporting document on sustainable and efficient costs](#).

### Our draft decisions

- 6.4 In our draft determination we stated that Carbon emissions scope 1 and 2 and Biodiversity Units measures would be our success measures for environmental sustainability in CP7, with the One Planet Indicator (OPI), Carbon emissions scope 3 and Air quality at stations as our supporting measures.
- 6.5 The Carbon emissions scope 1 and 2 measure is as defined under the Greenhouse Gas Protocol. Scope 1 emissions are all direct emissions from the activities of Network Rail or under its control including fuel (oil, gas) combustion on site such as gas boilers for heating and fuel for fleet vehicles. Scope 2 emissions are all indirect emissions arising from the generation of electricity purchased and used by Network Rail.
- 6.6 The Biodiversity Units measure is defined by Natural England's Biodiversity Metric 3.0. The measure is a habitat-based approach used to assess an area's value to

wildlife. It uses habitat classification, condition and strategic importance to calculate a biodiversity unit value.

- 6.7 We set draft baseline trajectories for the Carbon emissions scope 1 and 2 and the Biodiversity Units measures. We increased the stretch of Southern's SBP forecasts for both measures in our draft determination. We also increased the stretch of Scotland's SBP forecast for Biodiversity Units. We did this to align these forecasts with other regions for each of these measures. We stated that these trajectories for each region in England & Wales and Scotland aligned with legislative requirements and government expectations.
- 6.8 We included several other expectations of Network Rail relating to decarbonisation in our draft determination, including more detail to be set out in its delivery plan on how it will also achieve scope 3 carbon emission reductions during CP7 aligned with legislative requirements and government expectations. We also stated that we had commissioned an Independent Reporter study reviewing Network Rail's forecasts for Carbon emissions scope 1 and 2.
- 6.9 We included an expectation that Network Rail should set out in its CP7 delivery plan how it will work with train operators and take account of any further requirements set out by government to improve air quality.
- 6.10 We also included expectations that Network Rail will start monitoring the OPI measure at the start of CP7 and include forecasts of OPI in its CP7 delivery plan. The OPI was a composite measure of the environmental footprint associated with resource consumption.
- 6.11 We set out that further clarity will be required from Network Rail on the details of its plans for external offsetting relating to decarbonisation and biodiversity. We set out that we expect regions to first look for opportunities regarding practices and designs within their own portfolio of works and asset base to achieve reductions before the use of offsetting.

## Summary of stakeholder responses

- 6.12 Our increased focus on environmental sustainability outcomes for CP7 was well received by many stakeholders and viewed as a positive approach in their responses. Network Rail Scotland commented that this was an area where it was broadly in agreement with ORR.



## Decarbonisation

- 6.13 Transport for Greater Manchester welcomed the increased awareness and implementation of sustainability measures. However, Transport for the North raised concerns regarding the level of ambition of our Carbon emissions scope 1 and 2 draft baseline trajectories, and whether they were compatible with the UK Government's or Transport for the North's goals of net zero by 2050 or 2045 respectively.
- 6.14 Transport Scotland's response included an expectation that a forecast for Carbon scope 3 emission reductions over the control period would be set out in Network Rail Scotland's delivery plan. It added that it expected these forecasts would be used by ORR to monitor Network Rail's performance in this area.
- 6.15 Network Rail agreed with our draft determination baseline trajectories for Carbon emissions scope 1 and 2. It added that the Independent Reporter reviewed its plans for carbon reduction and highlighted the need for more detail on the activity and initiatives that will contribute to delivery of its targets.
- 6.16 Network Rail Scotland's response to the draft determination provided some additional high-level information on its planned offsetting approach to make it 'carbon neutral' by the end of the control period.

## Biodiversity

- 6.17 Network Rail's response agreed with our draft determination baseline trajectories for the Biodiversity Units measure. However, it also included a recommendation that ORR uses the regional baselines for years 1 to 4, as well as supporting information, as indicative of the direction of travel rather than precise targets due to issues with the accuracy of the satellite data used for this measure. It added that it would also like to explore the use of qualitative evidence to support monitoring in this area.
- 6.18 Network Rail Scotland highlighted that the Biodiversity Units measure presents a number of challenges and limitations. It stated that the measure has a coarse resolution, it does not fully recognise offsetting schemes, it is not designed for use on linear infrastructure, and there is a risk it will disincentivise project level habitat creation initiatives.
- 6.19 The Network Rail responses stated it was exploring opportunities to increase the use of nature-based solutions when undertaking resilience improvements.

6.20 The response from North West & Central region indicated that it would always attempt to follow the biodiversity offsetting hierarchy where practicable.

## Other areas

6.21 Following publication of the draft determination, Network Rail recommended removing OPI as a supporting measure. Challenges with the reporting of datasets and wider corporate buy-in meant that it was no longer an appropriate measure to report against.

6.22 Network Rail Eastern region's response to the draft determination stated that the region was investigating the benefits of a circular economy approach in its design and procurement processes. It added that there would be an increased focus on waste management and recycling in CP7 and that case studies have been produced to embed circularity into future projects.

## Our final decisions

6.23 We expect Network Rail to deliver environmental sustainability outcomes in CP7 which include contributing to meeting legislative requirements and government priorities for England & Wales and Scotland. These include decarbonising the railway and its value chain, improving biodiversity on its estate, improving air quality, and reducing the consumption of resources. We expect this increased emphasis on environmental sustainability in CP7 to be supported by wider environmental performance measures, and robust monitoring and reporting.

6.24 Since the draft determination we have continued to work closely with Network Rail to confirm the most appropriate measures to monitor and report performance in this area.

6.25 The environmental sustainability success and supporting measures we will use to monitor and hold Network Rail to account in CP7 are presented in Table 6.1. Each of these measures is defined in Annex A.

**Table 6.1 Environmental sustainability – CP7 outcomes framework**

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> <li>• Carbon emissions scope 1 and 2</li> <li>• Biodiversity Units</li> </ul>
2: Supporting measures	<ul style="list-style-type: none"> <li>• Whole life infrastructure carbon emissions</li> <li>• Carbon emissions scope 3 (Scotland only)</li> <li>• Air quality at stations</li> </ul>

6.26 As outlined above, given Network Rail does not believe the OPI measure is appropriate to support its wider plans around environmental sustainability and is no longer producing or monitoring this measure, we have removed it from our CP7 outcomes framework.

6.27 We note that the Scottish Ministers' HLOS includes a direct reference to carbon emissions scope 3 monitoring, whilst the UK Government's HLOS focuses on whole life carbon monitoring. Since our draft determination, we have engaged further with Network Rail on its plans to monitor scope 3 carbon emissions during CP7. As a result of these discussions, we will retain carbon emissions scope 3 as a supporting measure for Scotland only. We will include whole life infrastructure carbon emissions as a supporting measure in England & Wales and Scotland. This measure captures all scope 3 emissions associated with infrastructure design, construction, maintenance and end of life and is consistent with the UK Government's HLOS.

## Decarbonisation

6.28 The regional baseline trajectories for the final year of CP7 that we will use to monitor Network Rail's performance of the Carbon emissions scope 1 and 2 measure during CP7 are presented in Table 6.2. These are unchanged on the regional trajectories we set in our draft determination that Network Rail agreed with in its response.

**Table 6.2 Carbon emissions scope 1 and 2 (change in CP7) final determination baselines compared with Network Rail proposed baselines and draft determination baselines, CP7 year 5**

Baseline	Eastern	North West & Central	Southern	Wales & Western	England & Wales	Scotland	Great Britain
Final determination baseline, CP7 year 5	-20.0pp	-21.0pp	-20.0pp	-20.0pp	-20.3pp	-21.2pp	-20.4pp
Network Rail proposed baseline, CP7 year 5	-20.0pp	-21.0pp	-20.0pp	-20.0pp	-20.3pp	-21.2pp	Not provided
Draft determination baseline, CP7 year 5	-20.0pp	-21.0pp	-20.0pp	-20.0pp	-20.3pp	-21.2pp	Not produced

- 6.29 We are including baseline trajectories for England & Wales and Great Britain to provide an overview of our performance expectations and to inform any future changes to trajectories (e.g. due to changes in geographical boundaries). We have calculated the trajectory for Great Britain by taking a simple average of the baselines in each year for regions in England & Wales and Scotland.
- 6.30 Shortly before the draft determination, we commissioned an Independent Reporter to review Network Rail's regional forecasts of the Carbon emissions scope 1 and 2 measure. This review is expected to be published later in 2023. Based on initial findings from this review, the Independent Reporter expects Network Rail to outperform its updated forecasts which are aligned with the trajectories we set in the draft determination. We will therefore treat the Carbon emissions scope 1 and 2 trajectories above as a minimum requirement for the levels of performance we expect in CP7. Once the review has been completed, we expect Network Rail to engage with us and to produce a plan to address the Independent Reporter's findings and recommendations.
- 6.31 We expect Network Rail to address initial findings by the Independent Reporter following a review of its zero-emission vehicle (ZEV) transition programme. We also expect Network Rail to set out more robust investment plans with greater focus on charging infrastructure.

- 6.32 Network Rail Scotland's response to the draft determination identified funding for offsetting additional emissions above its SBP forecast target to make it 'carbon neutral' by the end of CP7. We will continue to challenge Network Rail to firstly exhaust options for carbon reductions through better practices and designs, and where this is not possible, we expect Network Rail to pursue options for carbon offsetting within its own estate and supply chain (carbon 'insetting') before considering offsetting through external bodies. Although primarily aimed at Scottish public bodies, we recognise [Public sector leadership on the global climate emergency: guidance](#) from the Scottish Government as good practice.
- 6.33 We expect Network Rail to provide a regional baseline and forecasts for the Whole life infrastructure carbon emissions measure for the remaining years of CP7 in its year 2 delivery plan. We expect Network Rail to adopt a consistent approach to forecasting and monitoring this measure across regions.
- 6.34 We expect Network Rail Scotland to develop a baseline for the Carbon emissions scope 3 measure and include forecasts of this measure for each year of CP7 in its delivery plan. We expect reporting of this measure to commence at the start of the control period.
- 6.35 We expect the quality of data to support the Whole life infrastructure carbon emissions and Carbon emissions scope 3 measures to steadily improve through CP7, moving away from an approach based on 'expenditure data' to one based on 'bills of quantities' and material volumes data.

## Biodiversity

- 6.36 The regional baseline trajectories for the final year of CP7 that we will use to monitor Network Rail's performance of the Biodiversity Units measure during CP7 are presented in the Table 6.3. These are unchanged on the regional trajectories we set in our draft determination that Network Rail agreed with in its response to our draft determination.

**Table 6.3 Biodiversity Units (change in CP7) final determination baselines compared with Network Rail proposed baselines and draft determination baselines, CP7 year 5**

Baseline	Eastern	North West & Central	Southern	Wales & Western	England & Wales	Scotland	Great Britain
Final determination baseline, CP7 year 5	4.8pp	4.0pp	4.0pp	4.0pp	4.2pp	4.0pp	4.2pp
Network Rail proposed baseline, CP7 year 5	4.8pp	4.0pp	4.0pp	4.0pp	4.2pp	4.0pp	Not provided
Draft determination baseline, CP7 year 5	4.8pp	4.0pp	4.0pp	4.0pp	4.2pp	4.0pp	Not produced

- 6.37 We are including baseline trajectories for England & Wales and Great Britain to provide an overview of our performance expectations and to inform any future changes to trajectories (e.g. due to changes in geographical boundaries). We have calculated the trajectory for Great Britain by taking a simple average of the baselines in each year for regions in England & Wales and Scotland.
- 6.38 We are aware that Network Rail has worked with stakeholders to develop its monitoring of the Biodiversity Units measure, and that this measure has been the foundation of its state of nature reporting for all of its regions for the previous two years.
- 6.39 We consider that it is vital to use a consistent measure in this area to achieve and report biodiversity improvements across all Network Rail regions. As part of our holding to account role, we will continue to work with Network Rail through CP7 on this measure, as well as any additional complementary measures that may be developed to meet the requirements of the Welsh and Scottish governments, or to report habitat and biodiversity improvements at a project level.
- 6.40 We expect Network Rail to set out its approach to adopt and report performance on the implementation of nature-based solutions both within its estate and through collaborative working with partners. We expect this to include how delivery will meet targets set out in the UK Government's Environmental Improvement Plan. We expect Network Rail to focus on options for improving biodiversity through

better practices and designs within its estate, rather than offsetting. If Network Rail is to use projects outside the rail corridor for biodiversity offsetting, then we expect it to demonstrate to us that it has firstly exhausted options for biodiversity offsetting within its estate, that it has adopted established best practice and has clarity that long-term biodiversity net gain is assured through the long-term maintenance commitments of offsetting partners.

## Other areas

- 6.41 In its draft determination response Network Rail stated that it is no longer taking forward the OPI measure. Since progress on more sustainable procurement of goods, reducing resource use and improving the circularity of material use is a government priority for the next control period, we expect Network Rail to report performance in this area. We also see this as an important enabler to underpin strategies to reduce its scope 3 and whole life infrastructure carbon emissions. We require Network Rail to develop a circular economy measure before the start of CP7. We expect this measure will be used to report performance in the areas of circular design, circular operations and sustainable procurement.
- 6.42 We expect Network Rail to produce and submit Air Quality Improvement Plans (AQIPs) in line with guidance issued by the DfT. These plans will detail air quality improvement measures for Network Rail managed stations designated as priority locations by the DfT, which are covered by the Stations Air Quality Monitoring Network. We will hold Network Rail to account for delivering these plans and fulfilling its commitments. We expect Network Rail to review and update the AQIPs annually and report progress on the identified measures and their implementation.



## 7. Customer satisfaction

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- 7.1 The railway provides services for passengers and freight users and Network Rail contributes to their level of satisfaction with the service they receive. Understanding the views of passenger and freight users will help Network Rail to identify where it needs to target improvements and to understand the impact of its actions.
- 7.2 The Scottish Ministers' HLOS expects Network Rail to monitor customer satisfaction and deliver improvements to the customer experience. While there are no specific requirements in the UK Government's HLOS, customer satisfaction monitoring and stakeholder engagement is widely recognised as good practice and DfT is a key collaborator to the development of the new customer experience survey.
- 7.3 Our monitoring in CP7 will focus on outputs from a new industry-wide customer experience survey which is due to be launched in April 2024. We will monitor customer satisfaction with overall journeys and with experience at Network Rail managed stations as supporting measures. We will continue to assess Network Rail's stakeholder engagement, including with freight users.

### Our draft decisions

- 7.4 In our draft determination we stated that there would be no success measures for customer satisfaction in CP7.
- 7.5 We outlined that our monitoring would focus on outputs from a new industry-wide customer experience survey which Great British Railways Transition Team (GBRTT) are leading the development of, expected to go live during 2024. We set out our intention to use this survey to monitor customer satisfaction with overall journeys and experience at Network Rail managed stations as supporting measures.
- 7.6 We also outlined that we would continue to assess stakeholder engagement, including with freight users. We added that we would work with Network Rail to remove the duplication of any Network Rail and ORR stakeholder surveys and to agree the form and content of its stakeholder engagement assessment for CP7.

## Summary of stakeholder responses

- 7.7 In its response to our draft determination, Network Rail expressed support for our approach to monitoring customer satisfaction in CP7. It confirmed that it would include forecasts for customer satisfaction supporting measures in the CP7 delivery plan. It added that it was working with DfT, GBRTT and other stakeholders to develop the new customer experience survey.
- 7.8 Both Transport Focus and Transport for All welcomed the inclusion of two supporting measures of customer satisfaction for both journeys and stations. However, GB Railfreight expressed concern that there were no success or supporting measures of customer satisfaction specifically for the freight industry.
- 7.9 Transport Scotland highlighted that as the new survey is not yet in place, Network Rail should be measured against the current National Rail Passenger Satisfaction (NRPS) survey targets. It added that when the new survey is established, Network Rail should engage with Transport Scotland to reach agreement on new targets.
- 7.10 Disabled Persons Travel Advisory Committee's (DPTAC's) response stated that the new customer experience survey should be used to monitor the experience of disabled passengers, and that sample size should be sufficient to do that at larger stations.
- 7.11 DPTAC and Transport for All both highlighted accessibility as a key component of customer satisfaction and that this should be measured through the new customer experience survey. DPTAC also highlighted that the envisaged sample size should make some specific evaluation of the impact of larger station improvement schemes possible as well. It added that reference to the potential use of this new evidence source should be included in ORR's final determination.
- 7.12 Respondents raised a range of views and experiences of Network Rail's stakeholder engagement. The responses broadly supported ORR's draft determination, noting some strong engagement and other areas where it could be improved. Several responses highlighted concerns around a lack of consistency across Network Rail, and called for a more co-ordinated approach in future. Specific stakeholder groups also called for more focus from Network Rail in relation to the supply chain, and with aviation and high-speed rail stakeholders.

## Our final decisions

- 7.13 Network Rail needs a continued focus on customer satisfaction for both passengers and freight.
- 7.14 For passengers, we plan to monitor and hold Network Rail to account against two supporting measures: Customer satisfaction with the overall journey, and Customer satisfaction with the experience at infrastructure manager managed stations. These measures are shown in Table 7.1.

**Table 7.1 Customer satisfaction - CP7 outcomes framework**

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> <li>• None</li> </ul>
2: Supporting measures	<ul style="list-style-type: none"> <li>• Customer satisfaction with overall journey</li> <li>• Customer satisfaction with experience at infrastructure manager managed stations</li> </ul>

- 7.15 We will monitor these two supporting measures using the new ‘Rail customer experience survey’ which is due to be launched in April 2024. We expect this new survey to provide a robust and continuous source of data that will provide insight into Network Rail’s contribution to customer satisfaction. As it will be carried out using a different methodology to previous surveys, Network Rail will need to establish its baseline performance in the first year of the new survey, then set challenging yet deliverable forecasts for subsequent years. The new customer experience survey replaces the current data sources for measuring satisfaction – Wavelength survey (for satisfaction with overall journey) and in-station terminal data (for satisfaction with experience at managed stations). Our understanding is that these sources of information are unlikely to be available when the new survey is launched.
- 7.16 Based on the timescales outlined above we expect Network Rail to monitor these two supporting measures from the start of CP7 using data from the new customer experience survey and to include regional forecasts for each measure for each year of CP7 in its year 2 delivery plan update.
- 7.17 In response to Transport Scotland’s comments regarding the continued use of NRPS targets, we highlighted in our draft determination that NRPS is no longer

running, having been discontinued in 2020. The new customer experience survey has been developed to replace, and improve on, NRPS.

- 7.18 Subject to decisions on sample size, the new customer experience survey has the potential to provide valuable insight into accessibility and the experiences of disabled passengers.
- 7.19 We note GB Railfreight's concern that there are no success or supporting measures of customer satisfaction specifically for the freight industry. We will continue to assess Network Rail's stakeholder engagement, including with freight users. We will explore with Network Rail how its own stakeholder surveys might be used to support our additional assurance monitoring in CP7. We may revise our assessment process during CP7 in response to its performance and any issues we identify.

## 8. System operation

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- 8.1 Good system operation means effective management of network capacity, access to the network and the production of reliable and efficient timetables.
- 8.2 This chapter is concerned with system operation undertaken by the System Operator (SO). The SO also undertakes wider functions in relation to delivering outcomes for freight and national passenger operators, such as train performance and freight growth. Our decisions for these outcome areas are described within other chapters. For a full description of what the SO will be held to account on in CP7 please see our [PR23 final determination: settlement document for the System Operator](#).

### Our draft decisions

- 8.3 In the draft determination we outlined that effective timetabling would be an important focus for system operation because of its impact on train performance and its importance to stakeholders evidenced through the HLOSs.
- 8.4 We categorised the delivery of projects under the Industry Timetable Technical Strategy (ITTS) as a supporting measure. ITTS was developed in response to a recommendation from ORR's independent inquiry into the timetable disruption in May 2018. This proposed the development of a strategy to address underlying technical issues which limited the industry's ability to plan effectively. At the point of the draft determination, the SO had allocated approximately £50 million capital expenditure to ITTS in CP7 (more than any other project) to deliver timetable technology improvements.
- 8.5 As part of our additional assurance, we set out how we would monitor the ongoing implementation of Better Timetables for Passengers and Freight (BTPF) and continue to monitor timetable delay and delivery metrics. We were also working with the SO to develop measures to monitor the processing of access applications.

### Summary of stakeholder responses

- 8.6 Arriva Trains, CrossCountry, First Trains, GB Railfreight, Transport Scotland and West Midlands Trains asked for clarity on ITTS and BTPF progress and timescales moving forward.

- 8.7 Network Rail outlined that the centralised technology-driven programme approach to ITTS would not deliver all the desired outcomes within the timescales needed. Therefore, the ITTS project had been discontinued and would be replaced by several smaller projects.
- 8.8 The BTPF project was also confirmed as being closed. Network Rail confirmed it would work to plans to recover Network Code timescales by December 2024.
- 8.9 Network Rail also confirmed that a new Access Planning System (APS) would be created. This system would aim to improve performance by supporting possession planning, and to reduce conflict and improve safety around possessions. Rail Freight Group outlined that it was supportive of this improved access planning, which it viewed as essential to the delivery of freight growth and to meeting the Freight Cancellations CP7 baseline trajectories.
- 8.10 There was recognition from several respondents of the general importance of timetabling and holding Network Rail to account for its development. East Midlands Railway agreed that ORR should continue monitoring timetable production and delays caused by the timetable, as lessons learnt from the [May 2018 network disruption](#).

## Our final decisions

- 8.11 As the ITTS workstream has been discontinued this will no longer be a supporting measure (strategic project) in our CP7 outcomes framework.
- 8.12 With the confirmation of a new APS, given concerns over past project delivery as well as the project’s potential impact on enhancing performance, increasing capacity, growing freight, and improving safety, we will look to monitor this development as a supporting measure (strategic project) in our CP7 outcomes framework. Therefore, Network Rail should include forecasts for delivery of milestones for APS within its CP7 delivery plan and publicly report on progress.

**Table 8.1 System operation – CP7 outcomes framework**

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> <li>None</li> </ul>
2: Supporting measures	<ul style="list-style-type: none"> <li>Strategic projects delivery – Access Planning System (APS)</li> </ul>

- 8.13 We will monitor the system operation activity in relation to access management and timetable production and impacts using specific measures set out in the [PR23 final determination: settlement document for the System Operator](#).



## 9. Freight growth

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- 9.1 Freight growth is an important outcome area given the context of changing industry demand as well as the need to decarbonise the economy. Reflecting this, both HLOSs set out a requirement for a freight growth target in CP7.

### Our draft decisions

- 9.2 In our draft determination we confirmed Freight net tonne kilometres moved as our headline success measure for freight growth in CP7. After assessing the regional freight growth forecasts and methodologies in the SBPs, including alignment with necessary enhancements and related policy areas such as freight access charging, we made the decision to use these forecasts as the basis for our CP7 baseline trajectories.
- 9.3 We set out that, in addition to freight growth baseline trajectories for each region and England & Wales as a whole, in the final determination we intended to include baseline trajectories for Great Britain. These would be aligned with regional baseline trajectories. This was to provide an overview of our performance expectations and to support any future changes to baseline trajectories (e.g. due to changes in geographical boundaries).
- 9.4 As part of our additional assurance monitoring we asked that all regions develop freight plans which align with long-term ambitions for freight growth. Within these plans we set an expectation for specific, prioritised plans for improving the capability of high priority structures by the System Operator (SO) to facilitate heavy axle weight (HAW) traffic.

### Summary of stakeholder responses

#### Measures

- 9.5 DB Cargo, Freightliner, GB Railfreight, Rail Freight Group, Rail Partners, Railway Industry Association, and Transport for Greater Manchester all expressed support for a freight growth success measure. Freightliner and Rail Partners explicitly supported Freight net tonne kilometres moved as the success measure for freight growth.
- 9.6 Transport for Greater Manchester proposed measuring the rail network's share of freight moved compared to the road network. The rationale for this measure was

that it would incentivise the shift of freight moved from road to rail and be a measure independent of wider economic trends.

## Growth ambitions

- 9.7 Network Rail did not propose any changes to baseline trajectories in response to our draft determination. It provided forecasts for Great Britain for each year of CP7 as requested.
- 9.8 Support was expressed for our CP7 baseline trajectories from Freightliner, Rail Freight Group, Transport for Greater Manchester and Transport Scotland. However, GB Railfreight stated that there should be more ambition in regions such as Southern, where it challenged the issue of capacity constraints.
- 9.9 Rail Freight Group expressed concern that Network Rail's proposals to prioritise expenditure to support high revenue passenger routes could be detrimental to the freight industry and undermine freight growth ambitions.

## Freight plans

- 9.10 Network Rail outlined that development work was ongoing between the SO, regions, GBRTT and industry to review freight capacity across the network, create further room for growth and develop detailed delivery plans. GB Railfreight and Transport Scotland emphasised the importance of detailed delivery plans in response to the draft determination.

## Heavy Axle Weight (HAW) capability

- 9.11 DB Cargo, Freightliner, GB Railfreight and Rail Freight Group all expressed strong support for £72 million of allocated funding outlined by Network Rail in its SBP to relieve HAW constraints. Freightliner supported monitoring of this spend by ORR in CP7, given what it viewed as ongoing uncertainty around the sale of new HAW access rights on certain routes.
- 9.12 DB Cargo expected to see a high weighting of the available HAW funding allocated to Network Rail's Southern region, given the high number of metallic underbridges, a significant volume of HAW movements and timebound dispensations. In its response to the draft determination, the Southern region confirmed the inclusion of £11 million for HAW restrictions, recognising the constraints placed on freight traffic.

## Charging and incentives

- 9.13 There was concern among freight industry respondents that the charging and incentives regime did not align itself with ambitions for freight growth. This issue is addressed in our [PR23 final determination: policy position on access charges](#) and [PR23 final determination: policy position on the Schedules 4 and 8 incentives regime](#).

## Our final decisions

- 9.14 Reduced passenger demand because of the pandemic, embedded new commuting habits, as well as potential for growth in the rail freight market, provides an opportunity for Network Rail to reconsider timetables and allow for more freight capacity. There is both an economic and environmental rationale for this as well as clear expectations in the HLOSs from both funders.
- 9.15 There is a range of factors which influence rail freight growth, but network capacity and capability is a critical enabler. Setting a challenging baseline trajectory for growth sends a clear signal to Network Rail, the industry and funders that we recognise the important role that the network can play in achieving broader economic and environmental outcomes from rail freight growth.

## CP7 outcomes framework

- 9.16 To ensure transparency of Network Rail's key activities to enable freight growth, we have decided that delivery of regional and SO freight growth plans will be a supporting measure in CP7. These plans will provide further reassurance to stakeholders that Network Rail is continuing to work closely with the freight industry to break down barriers and identify further opportunities for freight paths and growth.
- 9.17 As part of its CP7 delivery plan submission, Network Rail should evidence how these growth plans, for regions and the SO, have been developed in collaboration with the freight industry. Freight growth plans should align with the longer-term strategy being developed for freight growth. They should identify the crucial enabling actions necessary in areas such as network access, capability, capacity allocation, stakeholder engagement, performance, and safety in retaining and attracting new freight customers to achieve growth.
- 9.18 We have also decided that investment in removing HAW restrictions will be a supporting measure (strategic project) in our CP7 outcomes framework. Delivery of these targeted renewals is critical for safety, supporting freight growth and was strongly supported by stakeholders in response to the draft determination. As

such, Network Rail should include forecasts for delivery of milestones for this strategic project within its CP7 delivery plan and publicly report on progress. We expect this HAW funding envelope to be targeted at infrastructure with the greatest need and/or impact across the network.

9.19 Our CP7 outcomes framework for freight growth is confirmed in Table 9.1.

**Table 9.1 Freight growth – CP7 outcomes framework**

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> <li>Freight net tonne kilometres moved</li> </ul>
2: Supporting measures	<ul style="list-style-type: none"> <li>Freight growth plans – key enabling activities</li> <li>Strategic projects delivery – Heavy Axle Weight (HAW) project</li> </ul>

9.20 We agree with Transport for Greater Manchester that a measure focusing on the rail network’s share of freight moved compared to the road network is contextually very useful in assessing freight outcomes. Therefore, this measure will form part of our additional assurance monitoring in CP7.

9.21 We will work with the SO’s Freight and National Passenger Operator (FNPO) team to ensure a common approach between ORR and Network Rail as to how the Freight net tonne kilometres moved success measure is calculated and trains assigned to regions, ahead of CP7.

### Growth ambitions

9.22 We will use Network Rail’s CP7 freight growth forecasts as the basis of our baseline trajectories, including the updated Great Britain forecasts shown in Table 9.2.

**Table 9.2** Freight net tonne kilometres moved (growth in CP7) final determination baselines compared with Network Rail proposed baselines and draft determination baselines, CP7 year 5

Baseline	Eastern	North West & Central	Southern	Wales & Western	England & Wales	Scotland	Great Britain
Final determination baseline, CP7 year 5	7.5%	8.6%	2.9%	6.9%	7.5%	8.7%	7.5%
Network Rail proposed baseline, CP7 year 5	7.5%	8.6%	2.9%	6.9%	7.5%	8.7%	7.5%
Draft determination baseline, CP7 year 5	7.5%	8.6%	2.9%	6.9%	7.5%	8.7%	Not produced

9.23 Our baseline trajectories recognise that capacity constraints at Southcote and Latchmere Junctions, where freight routes exit the Southern region, will not be removed during CP7.

9.24 The freight growth trajectories are consistent with the charging policy explained in the [PR23 final determination: policy position on access charges](#). We do not believe that the incentives regime will adversely impact the delivery of freight growth ambitions, which is discussed in our [PR23 final determination: policy position on the Schedules 4 and 8 incentives regime](#).

9.25 Freight growth is an important priority in CP7, as signalled by the freight growth success measure. Whilst Network Rail must balance this with competing demands such as passenger revenue generation, we will nevertheless robustly hold it to account for its contribution to the CP7 baseline trajectories for freight growth and for delivering its wider plans to support freight traffic.

## Other areas

9.26 Our [PR23 final determination: settlement document for the System Operator](#) outlines more on how we will monitor Network Rail's actions to achieve freight growth and linked programmes such as the Freight Safety Improvement Portfolio (FSIP) and 21st Century Operations.

## 10. Network capability

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- 10.1 The capability of the network is central to what Network Rail delivers to passenger and freight operators, which use a range of rolling stock and respond to changing patterns of demand.
- 10.2 Maintaining network capability and quality is a requirement of Network Rail's network licence. The System Operator (SO) and the regions both have obligations to maintain appropriate information, including on capability, which are set out in the Network Code.

### Our draft decisions

- 10.3 In the draft determination, we outlined our expectation that Network Rail should protect and maintain the baseline capability of the network (including gauge). In addition, it should improve its management of network capability data, including better provision of accurate and timely data and information to operators.
- 10.4 We confirmed that we would not have any success or supporting measures for network capability.
- 10.5 Despite having no formal measures, as part of our enhanced monitoring approach and to reassure operators, we set out our intention to increase our monitoring of the management of network capability in CP7. This is part of a suite of recommendations from our [Independent Reporter review in June 2023](#).
- 10.6 We outlined our intention to work with Network Rail on the development of a range of indicators for CP7 linked to our Independent Reporter work to ensure the necessary processes are in place for the beginning of CP7, including for operator reporting of capability non-conformance.

### Summary of stakeholder responses

- 10.7 In response to our draft determination, Network Rail recognised that the way it manages network capability internally, with customers, and operators needed to be improved. It outlined its intention to work with ORR on the Independent Reporter recommendations in the lead up to CP7.
- 10.8 The SO outlined in its own response that it was taking a lead to address current and historical challenges with the co-ordination and management of network capability information via three separate workstreams:

- review and analysis of existing business processes and the standard associated with network capability, working with regions and operators, to identify issues and gaps, and development of new or refreshed processes as relevant;
- identification of short-term fixes for known issues, for example by digitising existing drawings held in the National Electronic Sectional Appendix (NESA); and
- Development and delivery of a longer-term strategy for collecting, storing, managing, publishing, and using infrastructure data in a way which is sustainable and delivers efficiencies.

10.9 Freightliner and GB Railfreight signalled support for our focus on network capability and our intention to include monitoring of capability non-conformance.

10.10 GB Railfreight and West Midlands Trains expressed support for network capability success or supporting measures.

10.11 DB Cargo, GB Railfreight and West Midlands Trains outlined that Network Rail needed to maintain baseline capability of the network and ensure that it could accommodate all necessary rolling stock.

10.12 Transport Scotland emphasised the gauging requirements in the Scottish Ministers' HLOS and it expected to see delivery against these requirements during CP7.

## Our final decisions

10.13 An understanding of the overall capability of the rail network is essential for meeting the requirements of Network Rail's network licence and to provide reliable and accurate information to operators. Network capability also underpins a number of specific HLOS requirements, for example the ability to improve performance and grow the volume of freight on the network.

10.14 Operators have expressed low confidence in the quality and accuracy of network capability information, which was a significant catalyst for our Independent Reporter review. Network Rail has committed to improvements in this area and we will monitor progress throughout CP7.

10.15 Whilst we are not stipulating any success or supporting measures for this outcome area, we will carry out enhanced monitoring in CP7, working with the SO to



develop measures as part of the business plan, as detailed in the [PR23 final determination: settlement document for the System Operator](#). This will include capability non-conformance reporting, which has been supported by operators.

- 10.16 The SO is accountable for co-ordination and management of network capability while the regions are accountable for the maintenance and accuracy of their data. We anticipate this will be the starting point for ensuring clearer responsibilities and accountabilities for network capability, supported by appropriate senior-level governance and oversight.
- 10.17 To ensure compliance with licence and HLOS requirements, as well as reassure operators, we will monitor and hold Network Rail to account for maintaining the baseline capability of the network (including gauge) in CP7.
- 10.18 We have set out how we will monitor progress on Network Rail Scotland's delivery of the gauge requirements in the Scottish Ministers' HLOS in our [PR23 final determination: Summary of conclusions and settlement for Scotland](#).

# 11. Network availability and possession management

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- 11.1 Planned engineering works on the railway cause disruption to both train operators and end users. However, Network Rail needs sufficient access to maintain, renew and enhance the infrastructure to fulfil its licence obligations.
- 11.2 If Network Rail seeks more disruptive access to undertake its engineering works, it must demonstrate that the possession is well planned and is being used efficiently. It is also important that the infrastructure manager plans these possessions within an appropriate timeframe to enable customers and end users to plan ahead.

## Our draft decisions

- 11.3 In our draft determination, we confirmed that, despite enhancing our monitoring in this outcome area, we would not have any success or supporting measures for network availability and possession management.
- 11.4 As a consequence of giving passenger and freight [operators the option of opting out of the Schedule 4 regime](#), which has the potential to reduce the financial incentives on Network Rail to plan possessions efficiently and minimise disruption to end users, and the subsequent findings from the [consultancy report on options for monitoring network availability and possession management in CP7](#), we outlined our intention to undertake enhanced monitoring and public reporting of:
- (a) late notice possession changes; and
  - (b) the number of access disputes escalated to the Access and Disputes Committee (ADC).
- 11.5 Despite a proposal for late notice possession changes to be part of our supporting measures, we outlined that it would not be appropriate to set a forecast for this measure. Therefore, both late notice possession changes and access disputes would form part of our additional assurance for CP7.

## Summary of stakeholder responses

- 11.6 There was a general request from Network Rail for flexibility in the decisions it would take around possession management in CP7.

- 11.7 Several respondents, including passenger operators, freight operators and industry representatives, sought reassurance on the incentive regime and monitoring that would be implemented to counterbalance the Schedule 4 opt-out mechanism and the robustness of any new approach.
- 11.8 DB Cargo, c2c and GB Railfreight also highlighted that there was evidence of an increase in late notice possession changes in CP6, adding further impetus for assurance on a robust monitoring approach for CP7.

## Our final decisions

- 11.9 Network Rail must balance the needs of necessary engineering work, efficiency, and minimising disruption to end users when undertaking possessions. This should continue to be a guiding principle throughout CP7.
- 11.10 We recognise that decision making around possessions is often complex and situationally dependent. However, we expect Network Rail to exercise sound judgment when using the flexibility it has.
- 11.11 We are supportive of the efficiency and innovation efforts outlined in Network Rail's SBP, which should be seen as an opportunity to share learning across regions. We expect timely and robust engagement and local agreement with stakeholders when trialling new initiatives, alongside honest and transparent review. In undertaking longer possessions with a focus on efficiency, the need to minimise the impact of disruption, highlighted in the UK Government's HLOS, should be factored into decision making.
- 11.12 With respect to the Schedule 4 opt-out mechanism, to compensate we will undertake enhanced monitoring and public reporting of:
- (a) late notice possession changes; and
  - (b) the number of access disputes escalated to the ADC.
- 11.13 With respect to the above, we will receive monthly monitoring reports from Network Rail, with regional and route information on possessions disputes and late notice possession changes. We plan to publicly report on Network Rail's performance in our annual assessment of Network Rail. We will also hold regular challenge meetings with Network Rail. If we have significant concerns, this could lead to investigation and ultimately enforcement action in line with our [PR23 final determination: policy position on holding to account](#).

11.14 We are also committed to the continued monitoring of recommendations in the [independent review of possession efficiency](#) completed in April 2021.

## 12. Accessibility

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12.1 The rail network should be open to everyone, irrespective of disability. Network Rail has an important role to play in delivering improvements to the accessibility of the network and providing assistance for people with reduced mobility or disabilities in using the railway.

### Our draft decisions

12.2 In our draft determination we stated that we would not have success or supporting measures for accessibility.

12.3 We proposed that the focus of our CP7 additional assurance monitoring would be on securing regulatory compliance with existing requirements for accessible design and commitments to improve accessibility with respect to:

- designing all new schemes in line with the ‘Design Standards for Accessible Railway Stations’ (known as the Code), and other accessibility requirements;
- staff training and provision for ‘turn-up-and-go’ services;
- plans to fit tactile paving on platforms by April 2025; and
- response times to address reliability issues with lifts and escalators.

12.4 The requirement to design infrastructure schemes in line with the Code sits under either the Railways (Interoperability) Regulations 2011 (RIR) or the Accessible Travel Policy (ATP) licence condition (depending on whether the station improvement works qualify as ‘major’). We set out that we would continue to hold Network Rail to account against these requirements through scrutiny of the management systems and assurance processes that it has in place to ensure compliance with the Code, and through the authorisation process for projects where the works are in scope of RIR 2011 and subject to the requirements of the National Technical Specification Notice for Persons with Reduced Mobility (NTSN: PRM).

12.5 Staff training and provision of ‘turn-up-and-go’ assistance are requirements under the ATP licence condition. We said that we would continue to monitor compliance as part of our existing regulatory activities, alongside other accessibility requirements including the provision of booked assistance.

- 12.6 The commitment to fit tactile paving on platform edges reflects the Rail Accident Investigation Branch (RAIB) recommendations following a fatality at Eden Park station. We said that we would continue to monitor Network Rail's progress in meeting its April 2025 commitment.
- 12.7 The England & Wales SBP includes a commitment to implement improved response times when there are faults with lifts and escalators, and commits £22 million for the renewal of lifts and escalators at Network Rail managed stations. We said that we would undertake assurance work within the final year of CP6 to assess Network Rail's asset knowledge and management systems and understand the metrics that it uses to measure asset reliability and response times.
- 12.8 The Scotland interim SBP did not include any information on accessibility. Our draft determination asked that information be provided.

## Summary of stakeholder responses

- 12.9 In response to our draft determination, Network Rail confirmed that it would conduct assurance to ensure compliance with accessibility standards, including RIR 2011 and the Code, aided by a new Diversity Impact Assessment (DIA) process. Network Rail said it would work with ORR to establish reporting for accessibility supporting information, including lift performance.
- 12.10 Network Rail Scotland's final SBP includes material on accessibility that was consistent with the wider SBP, including confirmation that it would use the new DIA process to support compliance with standards.
- 12.11 The Disabled Persons Transport Advisory Committee (DPTAC) welcomed the explicit consideration of disability as part of the draft determination process, which it viewed as recognition of the centrality of accessibility to many of Network Rail's activities. MTR Elizabeth Line, Southeastern, Transport Focus and Transport for London all expressed support for our broad approach to monitoring accessibility.

## Measures

- 12.12 Transport for All welcomed our plans to monitor Network Rail's commitments but expressed disappointment that we had not proposed accessibility success or supporting measures in the draft determination. Transport for All argued that measurement of accessibility is vital to ensuring that disabled passengers can access the railway. LNER also expressed support for a challenging target to increase accessibility of the network.

12.13 There were calls from some stakeholders for more detail on Network Rail's use of the step-free prioritisation tool, and measurement of passenger assistance within the context of station staffing changes.

### Accessibility by design

12.14 DPTAC raised questions about the regulatory framework for securing accessibility by design. It noted DfT's plans to review the Code, alongside other potential changes to the regulatory framework including development of a National Rail Accessibility Strategy (NRAS) and revision of NTSN:PRM. DPTAC was concerned that the draft determination did not cover the potential implications of such changes.

12.15 DPTAC also sought clarity about the scope of the Code, and other standards, including how it was applied, monitored and enforced. Some of these points were also echoed by other stakeholders, with Govia Thameslink Railway and Southeastern also seeking more clarity about the derogations process.

### Training, 'turn-up-and-go' assistance

12.16 DPTAC highlighted that Network Rail's commitment to provide 'turn-up-and-go' assistance at its stations was particularly welcome, given that Network Rail managed stations are the largest and best-staffed on the rail network.

12.17 Transport for All expressed concern that despite a commitment from Network Rail to training and provision of 'turn-up-and-go' services, ticket office closures would create challenges in this regard. They outlined that monitoring of this area would be very important.

### Fitment of tactile paving

12.18 DPTAC queried whether all platforms without platform-edge tactile paving would have them fitted by April 2025, or whether stations where installation was planned as part of later enhancements were out of scope. ASLEF asked whether the timescales for fitment of tactile paving could be accelerated, due to the proposed closure of ticket offices.

### Lifts and escalators

12.19 Several respondents welcomed the emphasis on the reliability of lifts.

12.20 Transport for Greater Manchester expressed concern that Network Rail's proposed renewal plan would not be able to address all lifts and escalators that are beyond design life, and that ORR should require Network Rail to keep



renewals under review during CP7. Southeastern also sought more information on the prioritisation of the £22 million that Network Rail had earmarked for lifts in managed stations.

## Our final decisions

12.21 We are satisfied that Network Rail has recognised its accessibility obligations in its SBP and response to the draft determination, and we summarise how we will monitor against these obligations in CP7 below.

### Measures

12.22 Although, we will not have any success or supporting measures for accessibility in CP7, we note the concerns on appropriate measures and targets. We have secured Network Rail's commitment to work with us on the reporting of additional information where necessary.

12.23 We will also work with Network Rail and the wider industry to ensure that best use is made of the data generated by the new database of station accessibility facilities. The ongoing development of this tool, managed by GBRTT, will improve industry knowledge of the percentage of journeys that are accessible, and help to prioritise investment. It also has the potential to facilitate passenger access to accurate information on station accessibility.

12.24 ORR measures specific aspects of accessibility under other regulatory frameworks, including a survey on provision of booked assistance, and focused work on accessibility information and website accessibility. We will continue to engage with Network Rail, as the single largest provider of passenger assistance, to ensure continuing improvement in these areas, in accordance with provisions of the ATP licence condition.

### Accessibility by design

12.25 We will continue to monitor compliance with the Code and other relevant requirements through 'bottom-up' monitoring of individual projects on the basis of specific concerns, and through 'top-down' assurance of the systems and processes that Network Rail has in place to promote awareness and ensure its own compliance. We expect Network Rail to apply its new step-free prioritisation tool intelligently, together with the results of the DfT led accessibility audit of stations, which will be available to Network Rail during CP7, to support its commitments on accessibility.

- 12.26 We note that there may be a change to standards within CP7. As with other areas, and other periodic reviews, there is scope for accessibility standards to be revised during CP7. We expect that any changes to the Code, RIR 2011 or other relevant standards would follow a consultative process, led by DfT, with the implications of any changes for CP7 addressed effectively.
- 12.27 We note queries about how the Code functions, including scope, derogations, monitoring and enforcement, and how it relates to NTSN:PRM. As these standards are separate to the outcome setting and performance monitoring of the periodic review, we will address these points separately through communication with DPTAC, and consider how to promote clarity and transparency for industry. We will share these issues with DfT for consideration as part of its forthcoming review of the Code, along with related points around the potential for consolidation of different accessibility standards.

### Training, ‘turn-up-and-go’ assistance

- 12.28 The England & Wales SBP commitments on training and provision of ‘turn-up-and-go’ assistance reflect existing regulatory requirements under the ATP licence condition. We will monitor compliance with these, including the requirement to provide refresher training for passenger-facing staff at least every two years, and to provide ‘turn-up-and-go’ assistance for passengers.
- 12.29 There is work ongoing to improve how we collect and publish data on the provision of booked assistance, which is not mentioned in the SBP.

### Fitment of tactile paving

- 12.30 We will monitor and hold Network Rail to account for delivery of the tactile paving programme across Great Britain through the Access for All programme board, ensuring timely completion of tactile installation at platforms within scope, to the relevant standards. We expect installation of tactile paving in Scotland to be included within the scope and timeline of the broader programme.
- 12.31 We expect to receive clarity from Network Rail about any platforms (for example, those at stations where major enhancement works are planned) that are not included within the Access for All programme reporting and the plans for those sites.
- 12.32 Given the timescales and resource for delivery of tactile installation, as well as the uncertainty about the timing, location and extent of any closure of ticket offices, we do not consider it proportionate to press Network Rail for a shorter timeline. We

continue to hold Network Rail to account to ensure its time-bound programme to install tactile platform-edge surfaces is on a risk prioritisation basis.

## Lifts and escalators

12.33 We are working with Network Rail to develop a proportionate framework for regular reporting to ORR on the condition of station lifts. This will include information on the frequency and duration of outages and will help us to monitor the effectiveness of Network Rail's management, and the progress on its plans to improve performance. This will also help us to understand how Network Rail prioritises resources in this area. We expect to have this reporting framework in place for CP7.

# Annex A: Description of success and supporting measures

**Table A.1** Description of success and supporting measures in our CP7 outcomes framework

Outcome area	Measure	Tier	Description	Monitoring focus
Health and safety	Fatalities and Weighted Injuries (FWI) for workforce, passengers and public	Supporting	A weighted measure of fatalities and non-fatal injuries.	Great Britain, region
Health and safety	Train Accident Risk Reduction (TARR)	Supporting	Achievement of the key risk reduction activities planned in the year. The measure is made up of milestone and volume targets, both of which have different achievement weightings.	Great Britain, region
Health and safety	Personal Accountability for Safety (PAFS)	Supporting	The number of breaches in 'life saving rules' and high potential events. It is a measure of how Network Rail is improving culture and behaviours to help keep staff safe.	Great Britain, region

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Outcome area	Measure	Tier	Description	Monitoring focus
Train performance: passenger	On Time	Success	The percentage of recorded station stops arrived at early or less than one minute after the scheduled arrival time.	Region (England & Wales only), national passenger operator
Train performance: passenger	Scotland train performance measure	Success	An adjusted version of the ScotRail Passenger Performance Measure (PPM) where delays caused by the need for speed restrictions during periods of severe weather, or where trains have been delayed in order to permit connections from other late running trains or ferries, have been removed. PPM is the percentage of planned trains arriving at their final scheduled destination early or less than five minutes after their scheduled arrival time having called at all their planned station stops.	ScotRail
Train performance: passenger	Cancellations	Success	The percentage of planned passenger trains which either did not run their full planned journey or did not call at all their planned station stops. The measure is a score which weights full cancellations as one and part cancellations as half.	Region, national passenger operator

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Outcome area	Measure	Tier	Description	Monitoring focus
Train performance: passenger	Delay minutes per 1,000 miles train travel (track/train split)	Supporting	The attributed delay minutes to in-service passenger trains from incidents occurring in each region per 1,000 train miles. This measure will also be disaggregated to present delays attributed to the infrastructure manager and delays attributed to train operators.	Region
Train performance: passenger	Time to 15	Supporting	The percentage of recorded station stops arrived at early or less than 15 minutes after the scheduled arrival time.	Region
Train performance: passenger	Average Passenger Lateness	Supporting	The average lateness of a passenger as they alight from their train. The measure reflects the impact of train punctuality and cancelled trains on passenger lateness and is weighted by the number of passengers expected to alight at stations.	Great Britain
Train performance: passenger	On Time	Supporting	The percentage of recorded station stops arrived at early or less than one minute after the scheduled arrival time.	Scotland
Train performance: freight	Freight Cancellations	Success	The percentage of commercial freight services that are cancelled by the infrastructure manager or another operator that is not a commercial freight operator.	Great Britain, region

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Outcome area	Measure	Tier	Description	Monitoring focus
Train performance: freight	Freight Cancellations and Lateness (FCaL)	Supporting	The percentage of commercial freight services that are either: <ul style="list-style-type: none"> <li>cancelled by the infrastructure manager or another operator that is not a commercial freight operator; or</li> <li>arrive at their planned destination 15 minutes or more after their booked arrival time with 15 minutes or more delay caused by the infrastructure manager or another operator that is not a commercial freight operator.</li> </ul>	Great Britain, region
Train performance: freight	Arrivals to Fifteen	Supporting	The percentage of commercial freight services ran that arrive at their planned destination within 15 minutes of their booked arrival time.	Great Britain
Asset sustainability	Composite Sustainability Index (CSI)	Success	The percentage improvement of asset sustainability compared to the end of control period 4. Depending on the asset type, asset sustainability is measured either by remaining life of the asset or by asset condition score and is weighted by the replacement value of the asset.	Region



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Outcome area	Measure	Tier	Description	Monitoring focus
Asset sustainability	Composite Reliability Index (CRI)	Supporting	An index providing an assessment of the short-term condition and performance of infrastructure assets (track, signalling, points, electrification, telecoms, buildings, structures and earthworks) by monitoring the overall improvement in reliability since the start of the control period. It measures the number of Service Affecting Failures (SAFs) relative to the end of the control period baseline and is weighted by route criticality from 1 to 5.	Region
Asset sustainability	Effective volumes	Supporting	A weighted aggregation of renewals volumes, where the weighting distinguishes between activity types and their different impact on asset life. Effective volumes of one asset type cannot be compared to another due to the different units and scales of measurements.	Region
Asset sustainability	Service Affecting Failures (SAFs)	Supporting	The number of unique TRUST reliability incidents causing delay attributed to track, points, signalling and electrification causes.	Region
Asset sustainability	Lineside vegetation – compliance	Supporting	Percentage of mile compliance with Network Rail vegetation standard.	Region

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Outcome area	Measure	Tier	Description	Monitoring focus
Asset sustainability	Structures examinations – site examination and reporting compliance	Supporting	Site examination stage and reporting stage: actuals versus forecast, and non-compliance recovery (backlog elimination) actual versus forecast.	Region
Asset sustainability	Earthworks examinations – non-compliance	Supporting	Non-compliances for all and high consequence sites (Earthwork asset criticality band 4&5)	Region
Asset sustainability	Buildings examinations – detailed and visual examinations	Supporting	Number of detailed and visual examinations versus plan	Region
Asset sustainability	Drainage examinations – compliance	Supporting	Number drainage examination versus plan	Region
Asset sustainability	Maintenance – plan versus actual volume hours	Supporting	Compares year-to-date planned modelled hours (based on base plan volumes x Activity Based Planning (ABP) norm times) to year-to-date actual modelled hours (based on actual volumes x ABP norm times)	Region

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Outcome area	Measure	Tier	Description	Monitoring focus
Asset sustainability	Resilience and adaptation – key Weather Resilience and Climate Change Adaptation (WRCCA) activities	Supporting	Delivery of key resilience and adaptation activities in Network Rail regions' Weather Resilience and Climate Change Adaptation (WRCCA) plans.	Region
Asset sustainability	Asset data quality	Supporting	Timebound obligations to meet asset data improvement plan milestones and data quality standards.	Region
Efficiency and financial performance	Financial Performance Measure (FPM) (opex/capex split)	Success	Compares actual income and expenditure to a 'post-efficient' baseline (such as budget), adjusted for delivery of outputs and covers more than just operations, support, maintenance and renewals. It covers most items of Network Rail's income and expenditure but excludes some that are not as controllable such as network grant, fixed track access charges, traction electricity income and costs, and business rates. All other things being equal, if the expected efficiency is achieved, the target FPM is equal to zero. Outperformance is achieved when more work is delivered for the agreed cost or the work is delivered at a lower cost than was agreed (underperformance implies the opposite scenario(s)).	Region

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Outcome area	Measure	Tier	Description	Monitoring focus
Efficiency and financial performance	Efficiency (£)	Success	A measure of efficiency savings against Network Rail's CP7 delivery plan.	Region
Efficiency and financial performance	Fishbone analysis of cost drivers	Supporting	Provides insight into the drivers of changes to costs over time including efficiencies, headwinds, tailwinds, and input price effects.	Region
Efficiency and financial performance	Booking of disruptive access	Supporting	Access booked as a percentage of access required.	Region
Efficiency and financial performance	Workbank planning	Supporting	Work authorised in the system, renewals remits issues, workbank stability.	Region
Efficiency and financial performance	Efficiency plan quality	Supporting	Red/amber/green rating of the quality of efficiency plans (one year in advance).	Region

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Outcome area	Measure	Tier	Description	Monitoring focus
Environmental sustainability	Carbon emissions scope 1 and 2	Success	All scope 1 and scope 2 carbon emissions as defined under the Greenhouse Gas Protocol. Scope 1 emissions are all direct emissions from the activities of the infrastructure manager or under its control including fuel (oil, gas) combustion on site such as gas boilers for heating and fuel for fleet vehicles. Scope 2 emissions are all indirect emissions arising from the generation of electricity purchased and used by the infrastructure manager.	Region
Environmental sustainability	Biodiversity Units	Success	As defined by Natural England’s Biodiversity Metric 3.0. The measure is a habitat-based approach used to assess an area’s value to wildlife. It uses habitat classification, condition and strategic importance to calculate a biodiversity unit value.	Region
Environmental sustainability	Whole life infrastructure carbon emissions	Supporting	Whole life infrastructure carbon emissions are those resulting from the materials, construction and the use of railway infrastructure assets over their entire life, including their demolition and disposal.	Region

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Outcome area	Measure	Tier	Description	Monitoring focus
Environmental sustainability	Carbon emissions scope 3	Supporting	Scope 3 emissions are all other indirect emissions (excluding emissions from electricity purchased) from sources that the infrastructure manager does not own or control, including business travel, production and supply of goods, products and materials in the supply chain, waste and water.	Scotland
Environmental sustainability	Air quality at stations	Supporting	Level of harmful pollutants at infrastructure manager managed stations such as nitrogen oxides (NO <sub>x</sub> ) and particulate matters (PM, including PM <sub>10</sub> and PM <sub>2.5</sub> ).	Region
Customer satisfaction	Customer satisfaction with overall journey	Supporting	The percentage of customers surveyed who were satisfied with their overall journey.	Great Britain, region
Customer satisfaction	Customer satisfaction with experience at infrastructure manager managed stations	Supporting	The percentage of customers surveyed who were satisfied with their experience at infrastructure manager managed stations.	Great Britain, region

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Outcome area	Measure	Tier	Description	Monitoring focus
System operation	Strategic projects delivery – Access Planning System (APS)	Supporting	Delivery of strategic project including detailed milestones, spend and benefit delivery.	System Operator
Freight growth	Freight net tonne kilometres moved	Success	The amount of freight moved on the railway network, taking into account the weight of the load and the distance carried.	Great Britain, region
Freight growth	Freight growth plans – key enabling activities	Supporting	Delivery of key freight growth enabling activities in Network Rail region and System Operator plans.	System Operator, region
Freight growth	Strategic projects delivery - Heavy Axle Weight (HAW) project	Supporting	Delivery of strategic project including detailed milestones, spend and benefit delivery.	System Operator, region



## Annex B: ORR baseline trajectories

### On Time: ORR baseline trajectories, final determination and draft determination (England & Wales) – tables and charts

**Table B.1 ORR On Time CP7 baseline trajectories by year, final determination**

Region	2023-24 P5 MAA	2023-24 (CP6 exit)	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	70.0%	70.6%	70.4%	70.4%	70.4%	70.4%	70.4%
North West & Central	63.6%	63.1%	62.9%	62.9%	63.1%	63.2%	63.3%
Southern	68.1%	68.1%	68.2%	68.3%	68.3%	68.3%	68.3%
Wales & Western	60.6%	58.7%	60.4%	60.4%	61.7%	61.7%	61.8%
England & Wales	66.9%	66.8%	66.9%	66.9%	67.1%	67.1%	67.1%

We are determining on CP7 years 1 to 5 only. 2023-24 (CP6 exit) figures were provided by Network Rail and included in the table above for reference.

**Table B.2 Network Rail On Time CP7 proposed baseline trajectories by year, draft determination response**

Region	2023-24 (CP6 exit)	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	70.6%	70.4%	70.4%	68.2% to 70.9%	68.1% to 70.9%	68.0% to 70.8%
North West & Central	63.1%	62.9%	62.9%	61.5% to 64.6%	61.6% to 64.7%	61.7% to 64.9%
Southern	68.1%	68.2%	68.3%	66.2% to 68.8%	66.2% to 68.9%	66.0% to 68.9%
Wales & Western	58.7%	60.4%	60.4%	58.9% to 65.3%	58.5% to 64.9%	58.6% to 65.0%
England & Wales	66.8%	66.9%	66.9%	65.6% to 67.5%	65.6% to 67.5%	65.5% to 67.3%

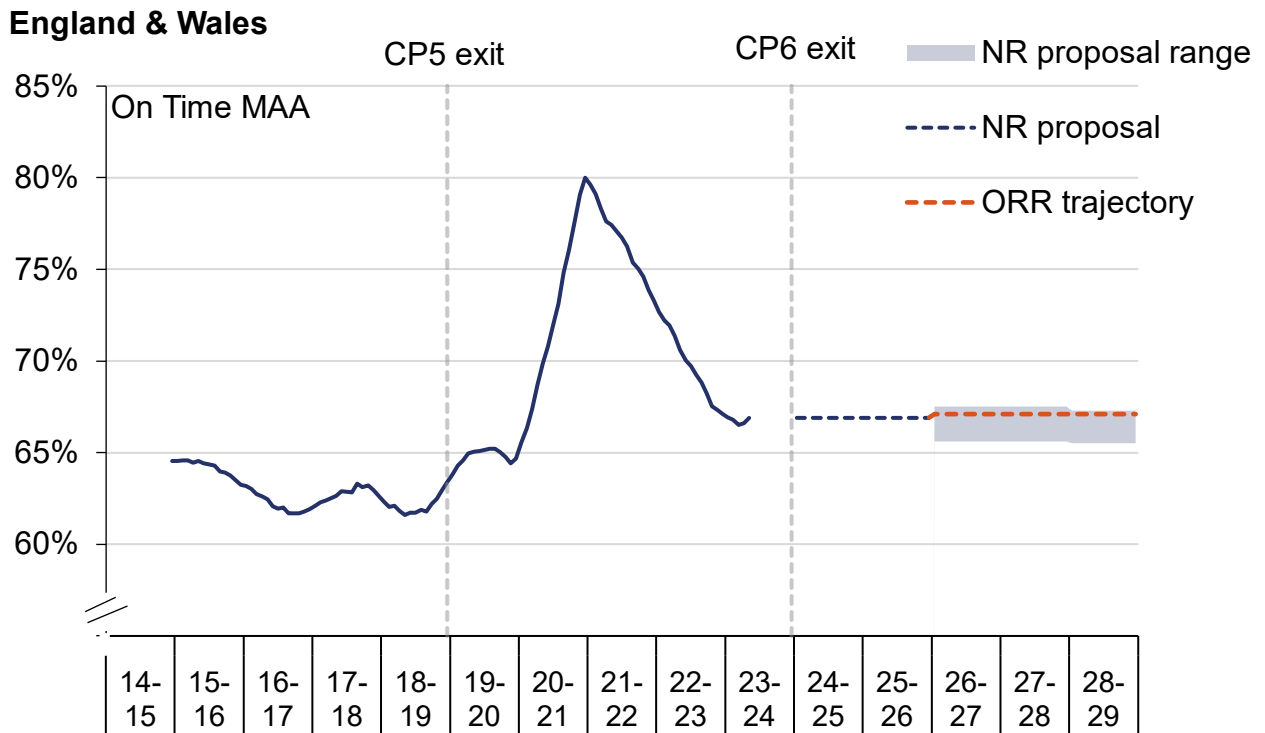
**Table B.3 ORR On Time CP7 baseline trajectories by year, draft determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	70.6%	70.6%	70.7%	70.7%	70.8%
North West & Central	63.2%	63.2%	63.2%	63.8%	63.9%
Southern	68.9%	68.9%	68.9%	68.9%	68.9%
Wales & Western	64.8%	64.8%	64.8%	64.8%	64.8%
England & Wales	67.7%	67.7%	67.7%	67.8%	67.9%

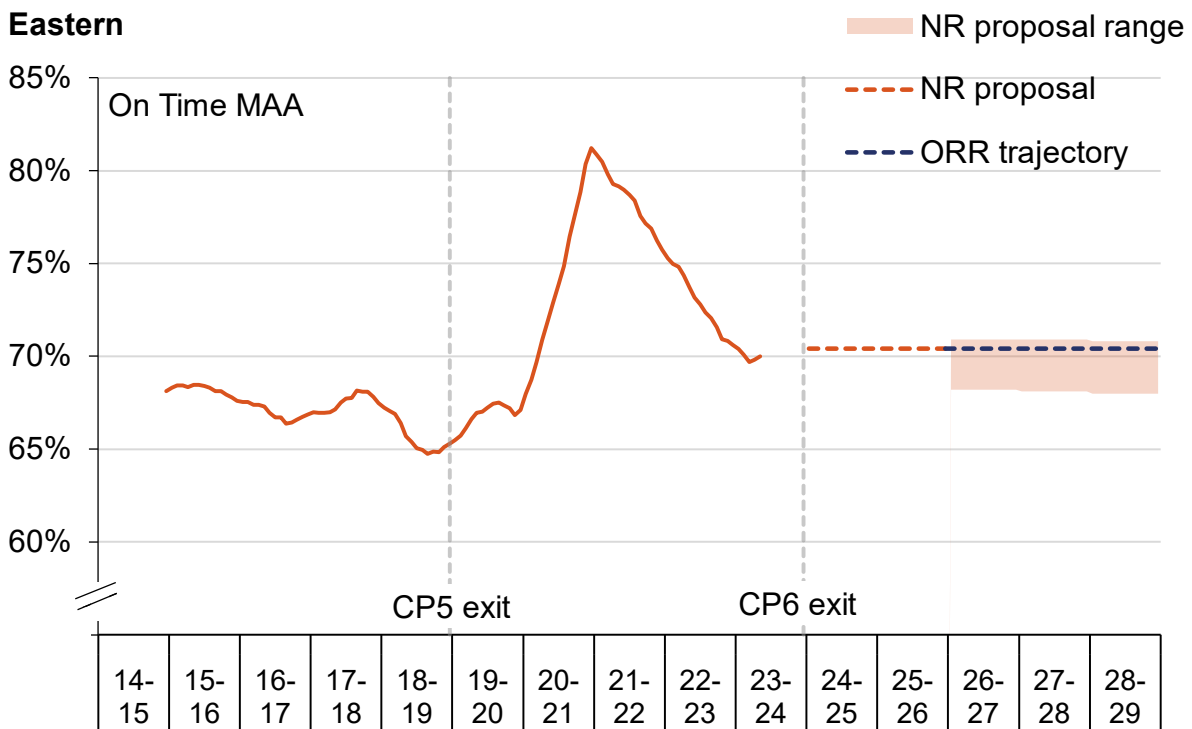
**Table B.4 Network Rail On Time CP7 SBP forecasts by year**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	68.5% to 69.8%	68.5% to 70.0%	69.1% to 70.7%	68.5% to 70.5%	68.4% to 70.8%
North West & Central	59.4% to 61.1%	59.2% to 61.0%	59.6% to 61.7%	59.8% to 62.4%	60.0% to 62.5%
Southern	66.5% to 68.9%	66.4% to 68.8%	66.2% to 68.8%	66.2% to 68.9%	66.0% to 68.9%
Wales & Western	62.3% to 64.0%	62.2% to 63.8%	63.2% to 64.8%	63.2% to 64.8%	63.2% to 64.7%
England & Wales	Not provided	Not provided	Not provided	Not provided	65.2% to 67.5%

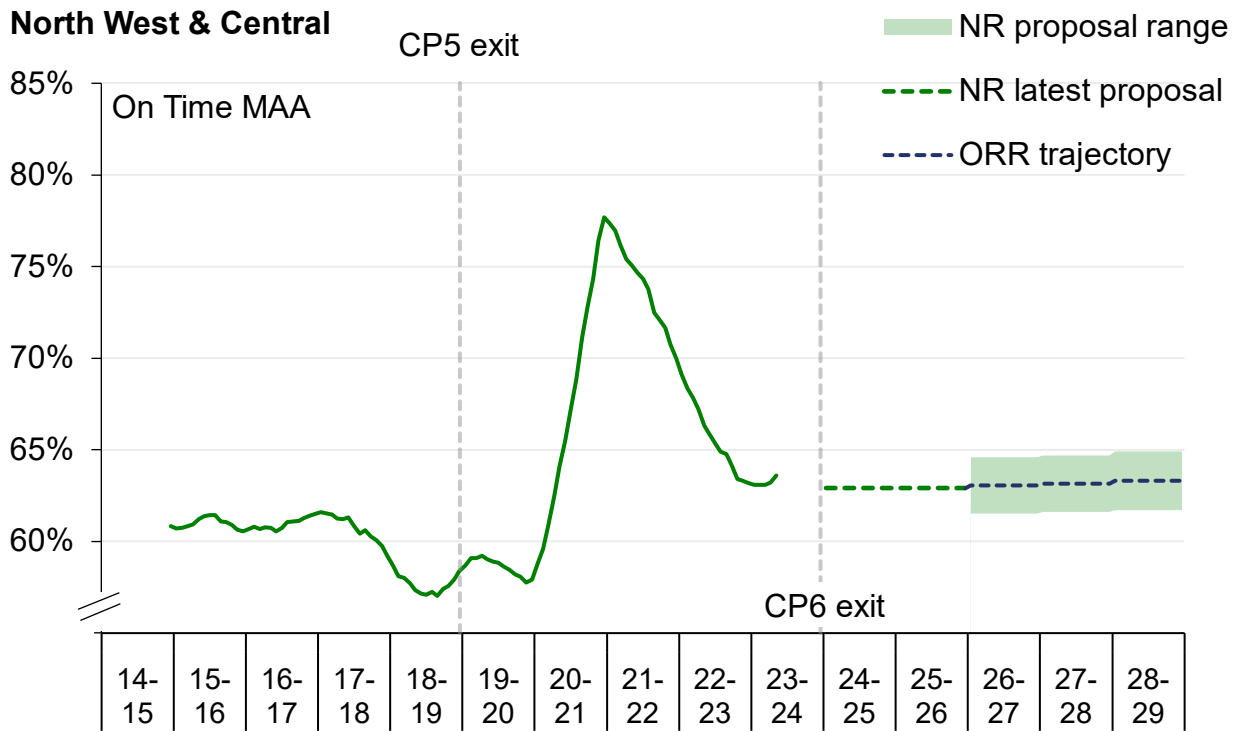
**Figure B.1 On Time performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectory and Network Rail proposed baseline trajectory – England & Wales**



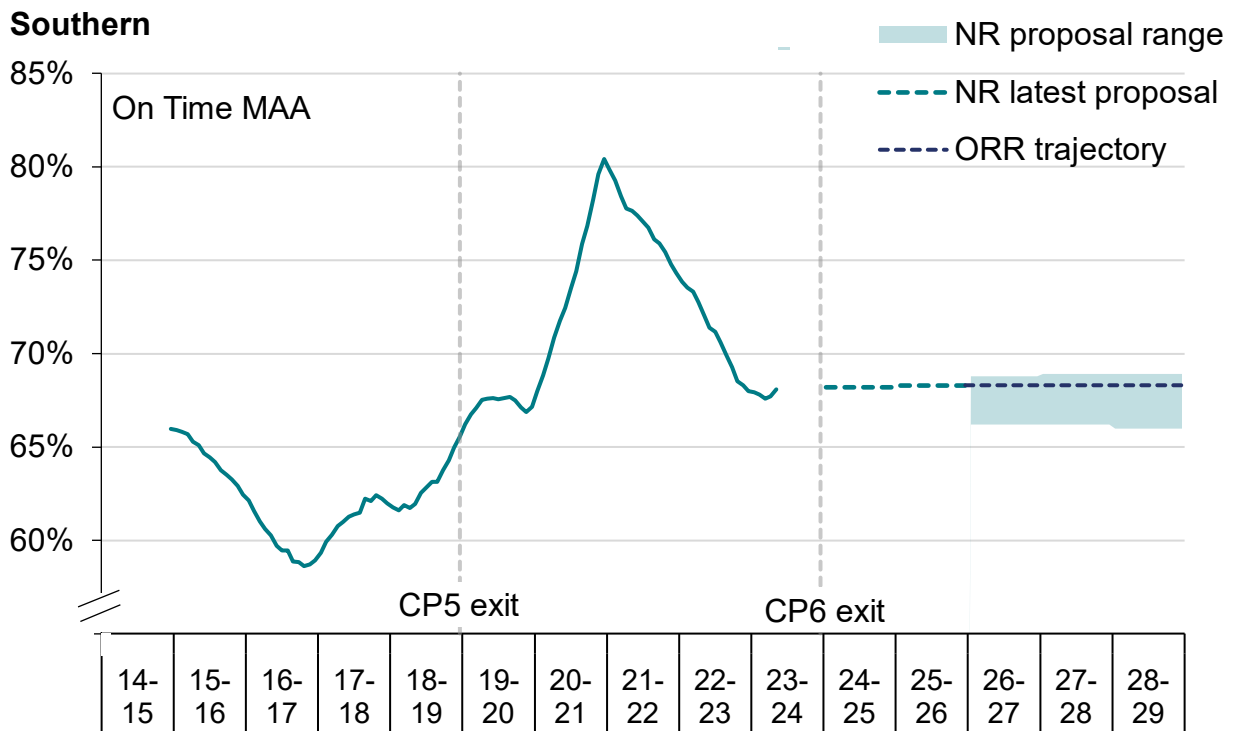
**Figure B.2 On Time performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR (flat) baseline trajectory and Network Rail proposed baseline trajectory – Eastern**



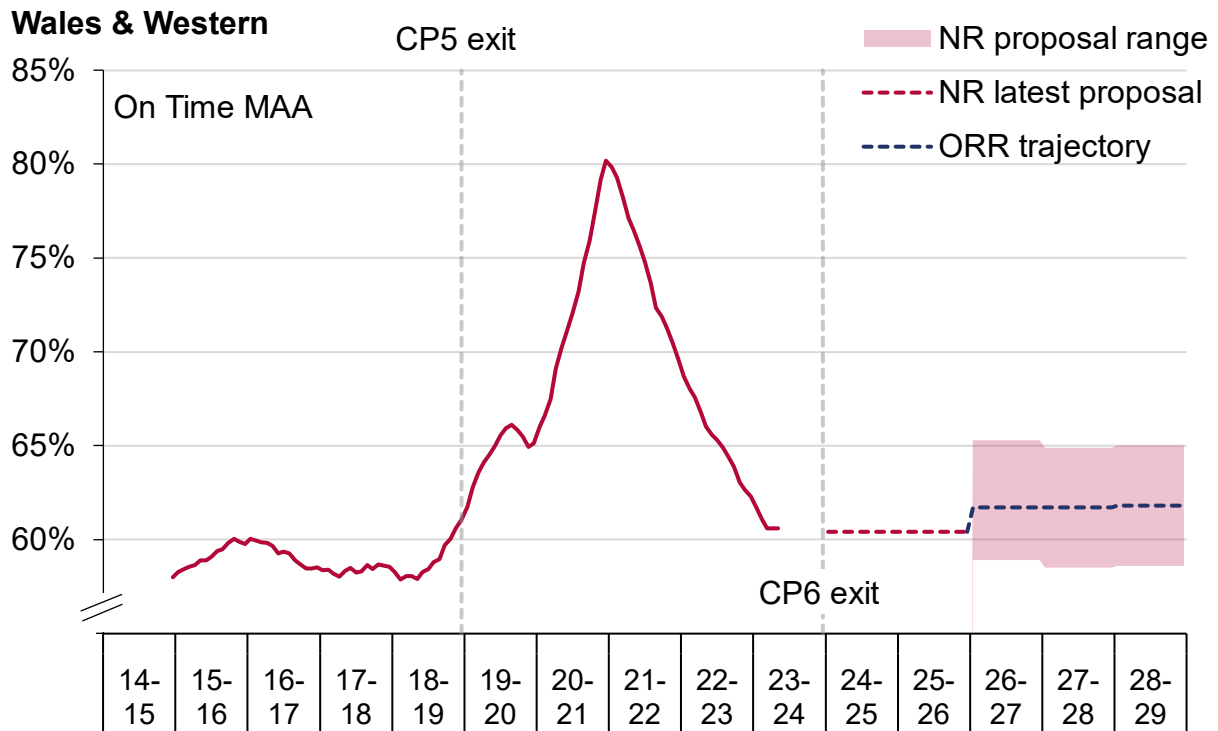
**Figure B.3 On Time performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectory and Network Rail proposed baseline trajectory – North West & Central**



**Figure B.4 On Time performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectory and Network Rail proposed baseline trajectory – Southern**



**Figure B.5 On Time performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectory and Network Rail proposed baseline trajectory – Wales & Western**



## On Time: ORR forecasts, final determination and draft determination (Scotland) – tables and charts

As On Time is a supporting measure in Scotland, we describe our future expectations, set out for this measure in Scotland below, as forecasts rather than baseline trajectories.

Network Rail Scotland provided us with an updated forecast for On Time in its response to our draft determination. We carefully considered the methodology behind this forecast and how well the forecast is aligned with its Scotland train performance forecast. We concluded that although the latest forecast is more aligned than its previous interim SBP forecast, it is not credible that On Time performance will remain broadly flat in the first two years of CP7 whilst the Scotland train performance measure is forecast to increase.

Our final determination On Time forecast presented below has been produced using an update of the regression analysis we used for the draft determination. The updated regression analysis draws on more historical data to determine the relationship between On Time and the Scotland train performance measure. It also used Network Rail's updated Scotland train performance measure forecast.

**Table B.5 ORR On Time CP7 forecast by year, final determination**

Region	2023-24 P5 MAA	2023-24 (CP6 exit)	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Scotland	69.6%	69.4%	70.6%	71.4%	72.0%	73.0%	73.0%

**Table B.6 Network Rail On Time CP7 forecast by year, draft determination response**

Region	2023-24 (CP6 exit)	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Scotland	69.4%	69.6%	69.5%	69.7% to 71.7%	70.0% to 72.0%	70.0% to 72.0%

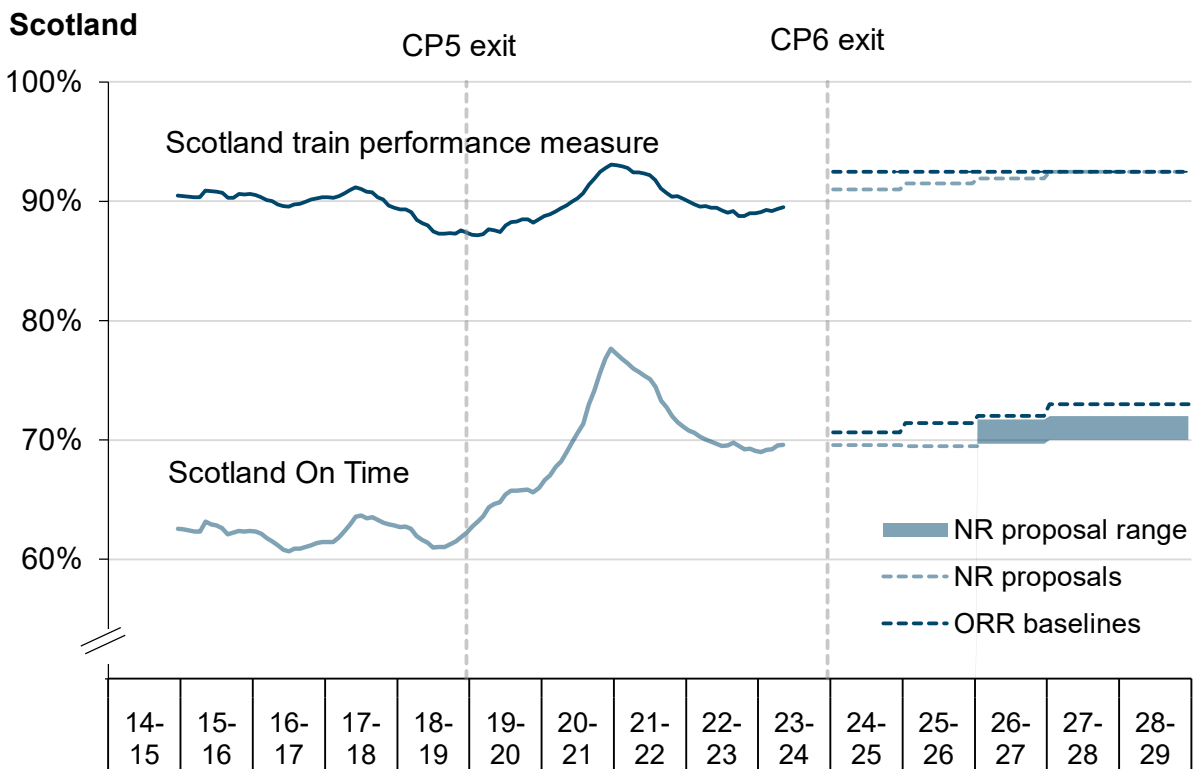
**Table B.7 ORR On Time CP7 forecast by year, draft determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Scotland	71.2%	71.9%	72.3%	72.6%	72.6%

**Table B.8 Network Rail On Time CP7 interim SBP forecast by year**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Scotland	67.5%	67.6%	67.7%	67.8%	68.0%

**Figure B.6 On Time performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR final determination forecast and Network Rail draft determination response forecast – Scotland**



Note: Historic data presented for the Scotland train performance measure is for ScotRail Public Performance Measure (PPM). Network Rail Scotland estimates that the Scotland train performance measure is typically around 0.5 percentage points above ScotRail PPM.

The Network Rail Scotland proposed trajectory for the Scotland train performance measure has been included in the chart above for comparison with the ORR On Time forecast.



## Scotland train performance measure: ORR baselines, final determination and draft determination – tables and charts

**Table B.9 ORR Scotland train performance measure CP7 baseline by year, final determination**

Region	2023-24 P5 MAA	2023-24 (CP6 exit)	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Scotland	89.9%	90.3%	92.5%	92.5%	92.5%	92.5%	92.5%

We are determining on CP7 years 1 to 5 only. The 2023-24 (CP6 exit) figure was provided by Network Rail and included in the table above for reference.

**Table B.10 Network Rail Scotland train performance measure CP7 proposed baseline by year, draft determination response**

Region	2023-24 (CP6 exit)	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Scotland	90.3%	91.0%	91.5%	91.9%	92.5%	92.5%

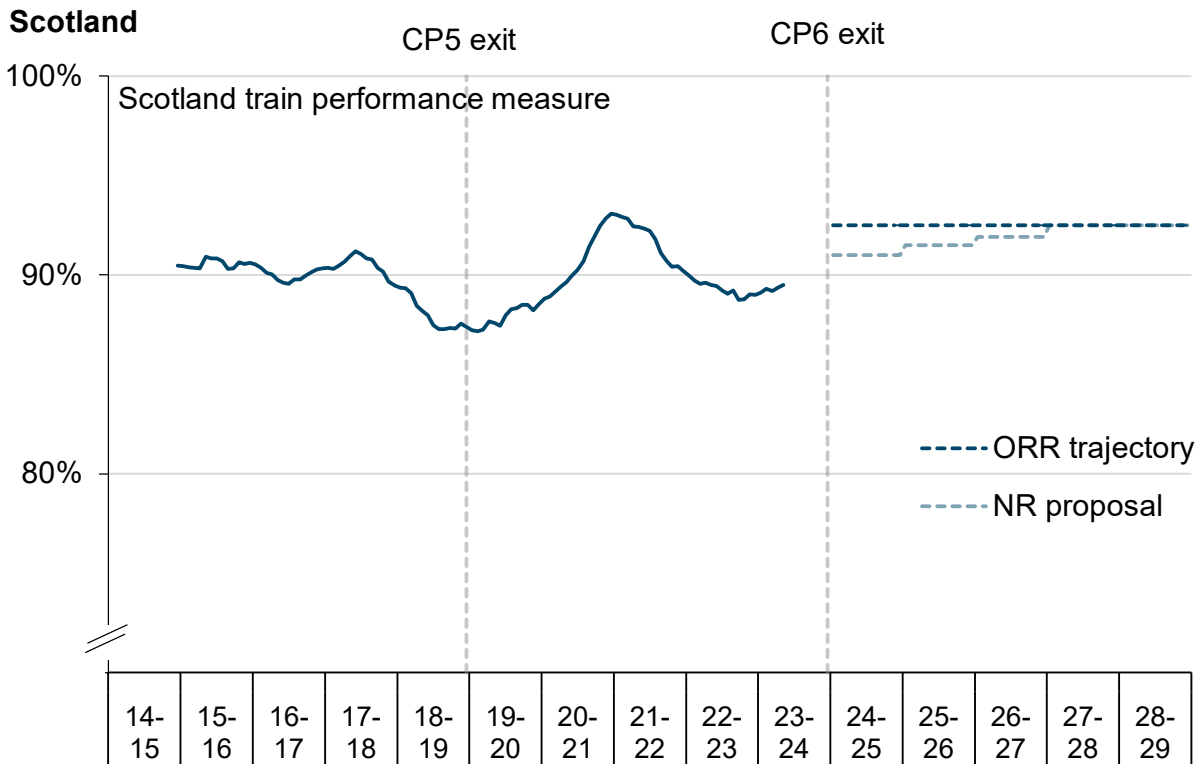
**Table B.11 ORR Scotland train performance measure CP7 baseline by year, draft determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Scotland	92.5%	92.5%	92.5%	92.5%	92.5%

**Table B.12 Network Rail Scotland train performance measure CP7 interim SBP forecast by year**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Scotland	91.5%	92.0%	92.3%	92.5%	92.5%

**Figure B.7 Scotland train performance measure from 2014-15 to 2022-23 moving annual average (MAA) with CP7 ORR baseline and Network Rail proposed baseline – Scotland**



Note: Historic data presented for the Scotland train performance measure is for ScotRail Public Performance Measure (PPM). Network Rail Scotland estimates that the Scotland train performance measure is typically around 0.5 percentage points above ScotRail PPM.

## Cancellations: ORR baseline trajectories, final determination and draft determination – tables and charts

The disaggregation of the Cancellations measure by region is currently in development. The historical data presented in the first table and charts below was provided to us by Network Rail and should be regarded as 'unofficial'.

**Table B.13 ORR Cancellations CP7 baseline trajectories by year, final determination**

Region	2023-24 P5 MAA	2023-24 (CP6 exit)	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	3.4%	3.4%	3.4%	3.3%	3.1%	2.9%	2.7%
North West & Central	3.9%	3.9%	3.7%	3.5%	3.3%	3.2%	3.0%
Southern	3.6%	3.6%	3.5%	3.5%	3.4%	3.2%	3.1%
Wales & Western	4.3%	4.2%	3.8%	3.8%	3.6%	3.5%	3.3%
England & Wales	3.7%	3.7%	3.6%	3.5%	3.4%	3.3%	3.2%
Scotland	2.7%	2.2%	2.3%	2.3%	2.3%	2.3%	2.3%
Great Britain	3.6%	3.6%	3.4%	3.3%	3.2%	3.2%	3.1%

We are determining on CP7 years 1 to 5 only. 2023-24 (CP6 exit) figures were provided by Network Rail and included in the table above for reference.

**Table B.14 Network Rail Cancellations CP7 proposed baseline trajectories by year, draft determination response**

Region	2023-24 (CP6 exit)	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	3.4%	3.4%	3.3%	3.2% to 3.8%	3.0% to 3.6%	2.7% to 3.3%
North West & Central	3.9%	3.7%	3.5%	3.0% to 4.5%	3.0% to 4.5%	3.0% to 4.5%
Southern	3.6%	3.5%	3.5%	3.1% to 4.3%	3.1% to 4.3%	3.1% to 4.3%
Wales & Western	4.2%	3.8%	3.8%	3.3% to 4.3%	3.3% to 4.3%	3.3% to 4.3%
England & Wales	3.7%	3.6%	3.5%	3.3% to 4.0%	3.3% to 3.9%	3.2% to 3.8%
Scotland	2.2%	2.3%	2.3%	2.3% to 3.0%	2.3% to 3.0%	2.3% to 3.0%
Great Britain	3.6%	3.4%	3.3%	3.2% to 3.9%	3.2% to 3.8%	3.1% to 3.7%

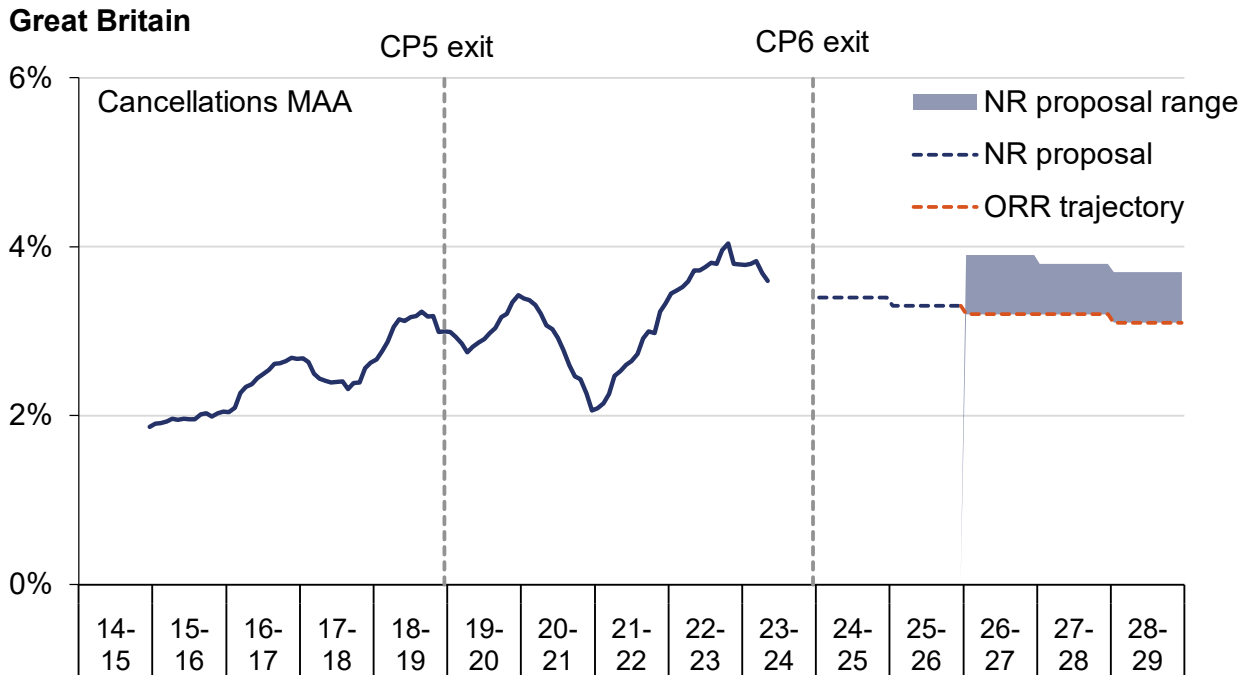
**Table B.15 ORR Cancellations CP7 baseline trajectories by year, draft determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	2.3%	2.3%	2.3%	2.3%	2.3%
North West & Central	2.3%	2.3%	2.3%	2.3%	2.3%
Southern	2.3%	2.3%	2.3%	2.3%	2.3%
Wales & Western	2.3%	2.3%	2.3%	2.3%	2.3%
England & Wales	2.3%	2.3%	2.3%	2.3%	2.3%
Scotland	2.3%	2.3%	2.3%	2.3%	2.3%
Great Britain	2.3%	2.3%	2.3%	2.3%	2.3%

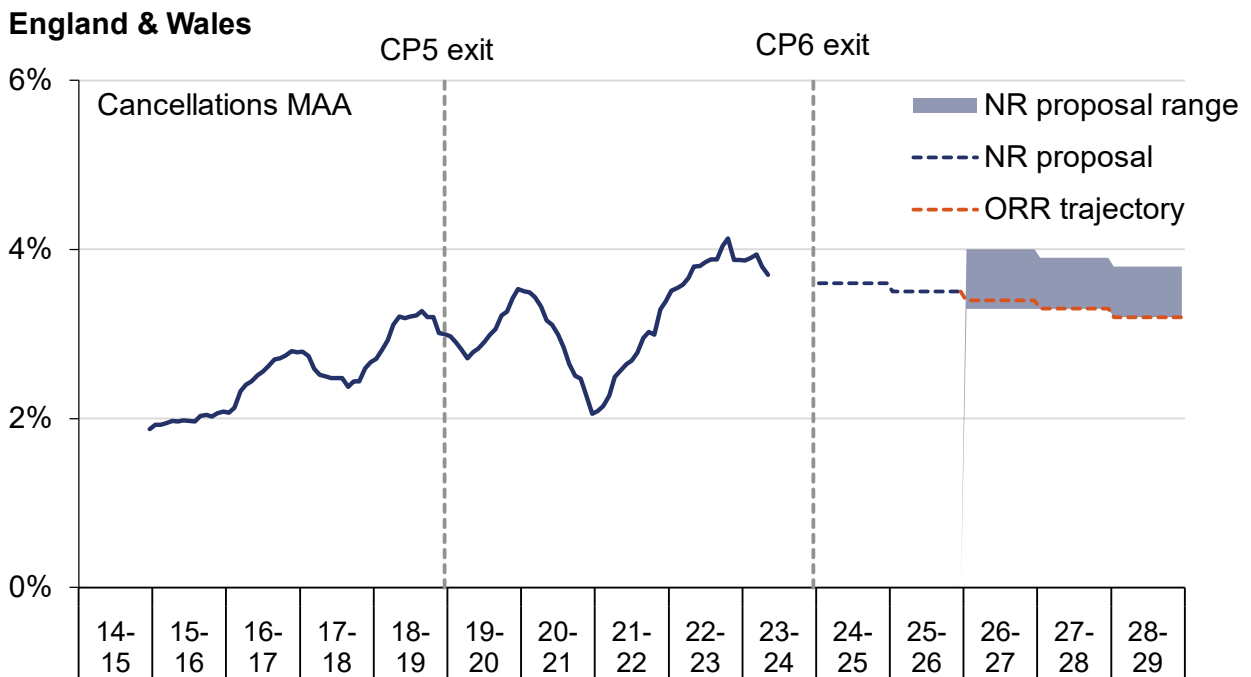
**Table B.16 Network Rail Cancellations CP7 SBP forecasts by year**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	2.7% to 3.8%	2.7% to 3.8%	2.7% to 3.8%	2.7% to 3.8%	2.7% to 3.8%
North West & Central	3.2% to 4.5%	3.2% to 4.5%	3.2% to 4.5%	3.2% to 4.5%	3.2% to 4.5%
Southern	3.1% to 4.3%	3.1% to 4.3%	3.1% to 4.3%	3.1% to 4.3%	3.1% to 4.3%
Wales & Western	2.8% to 3.8%	2.8% to 3.8%	2.8% to 3.8%	2.8% to 3.8%	2.8% to 3.8%
England & Wales	Not provided	Not provided	Not provided	Not provided	3.0% to 4.1%
Scotland	3.3%	3.2%	3.1%	3.0%	3.0%
Great Britain	Not provided	Not provided	Not provided	Not provided	Not provided

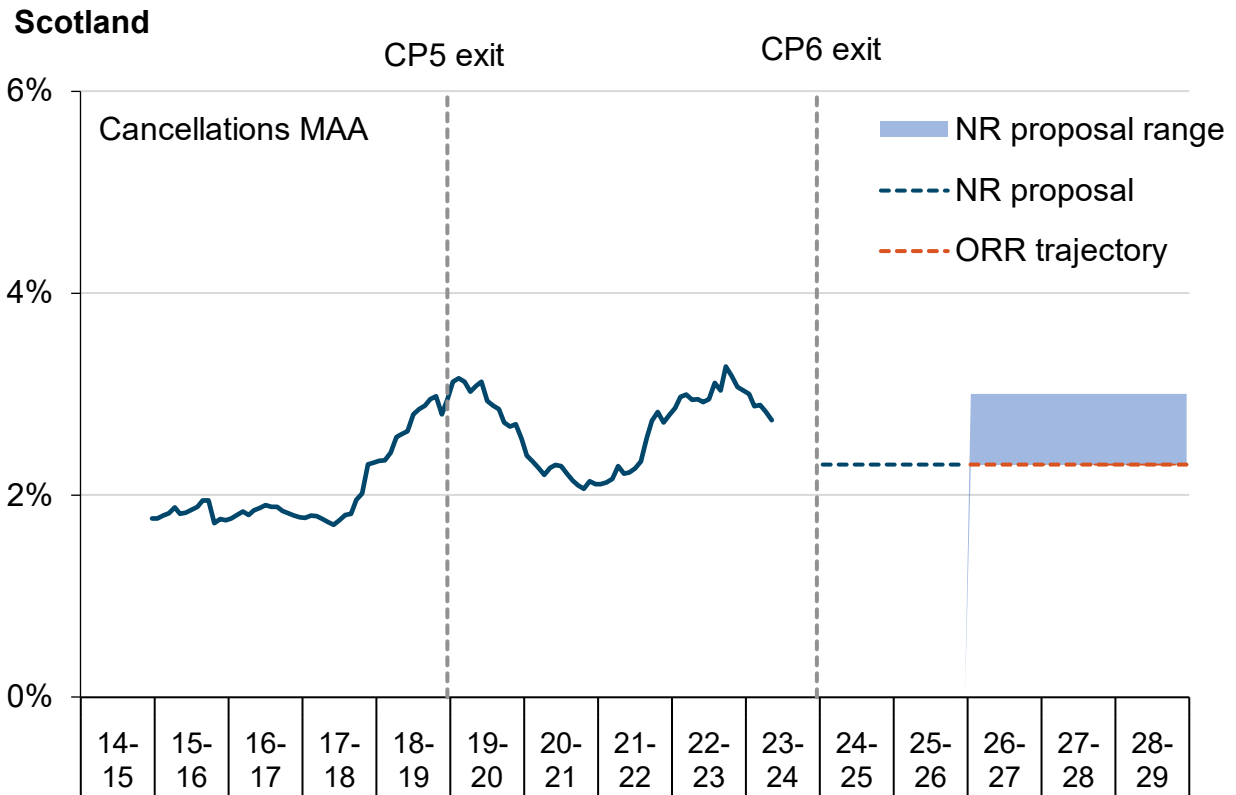
**Figure B.8 Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectory and Network Rail proposed baseline trajectory – Great Britain**



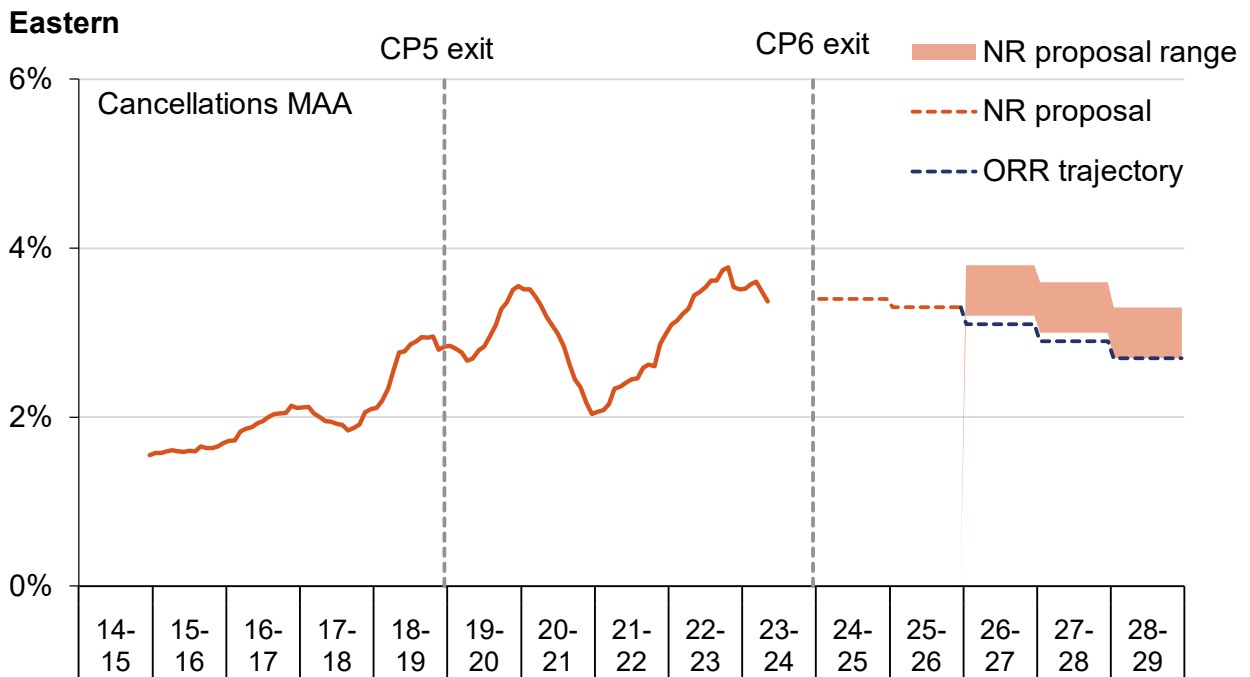
**Figure B.9 Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectory and Network Rail proposed baseline trajectory – England & Wales**



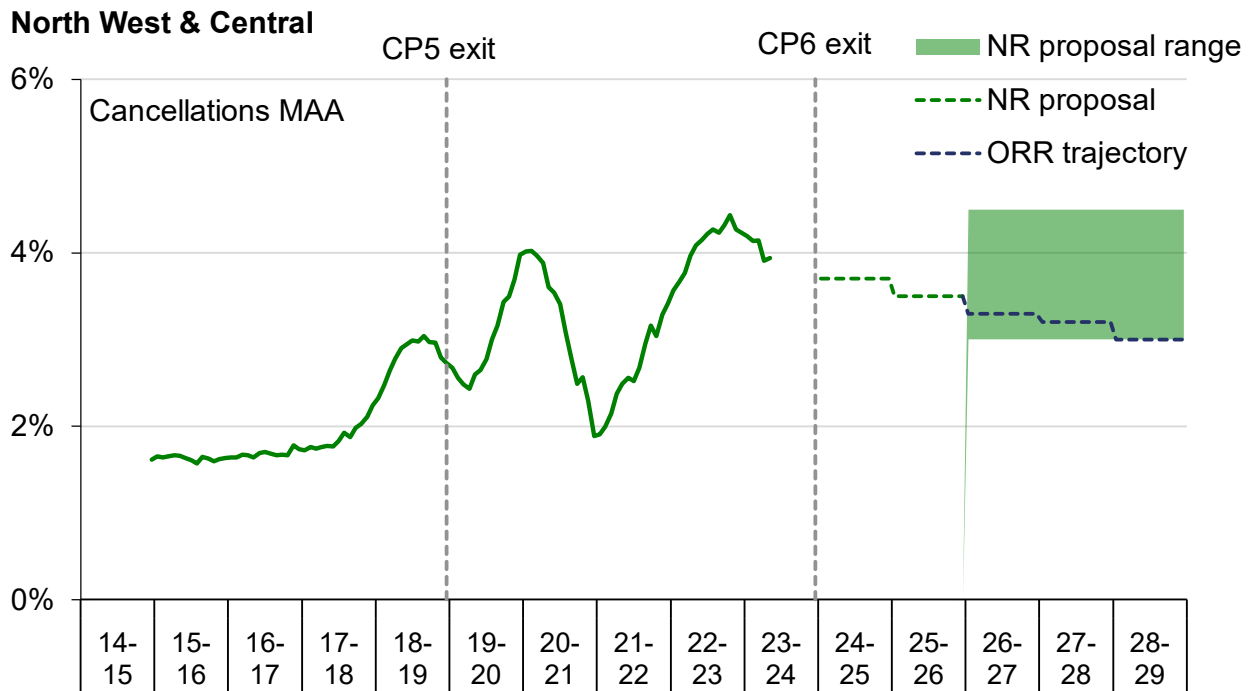
**Figure B.10 Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR (flat) baseline trajectory and Network Rail proposed baseline trajectory – Scotland**



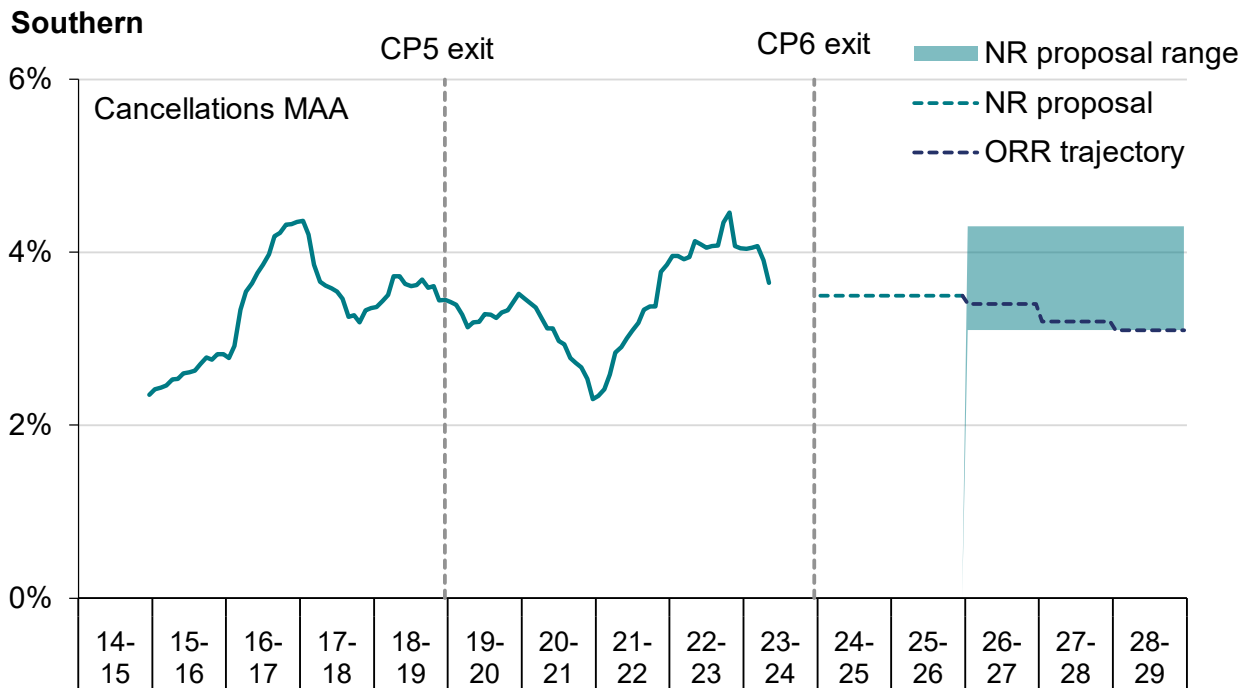
**Figure B.11 Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectory and Network Rail proposed baseline trajectory – Eastern**



**Figure B.12 Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectory and Network Rail proposed baseline trajectory – North West & Central**

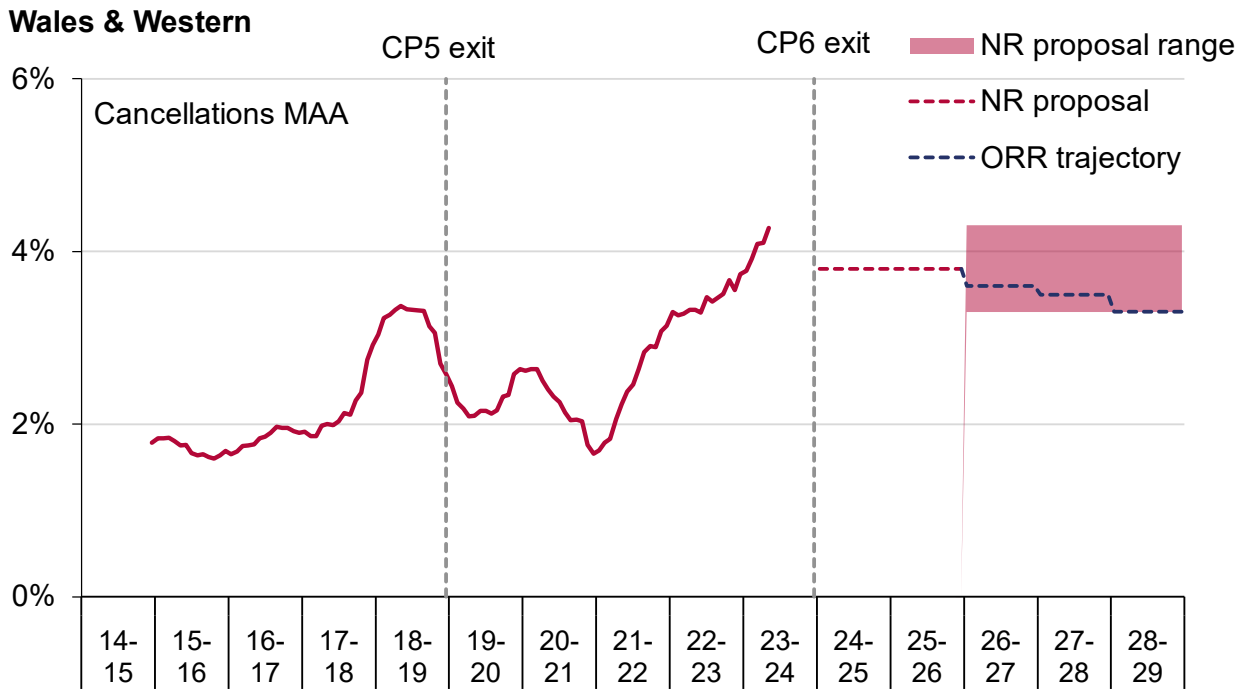


**Figure B.13 Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectory and Network Rail proposed baseline trajectory – Southern**





**Figure B.14 Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR baseline trajectory and Network Rail proposed baseline trajectory – Wales & Western**



## Freight Cancellations: ORR baseline trajectories, final determination and draft determination – tables and charts

**Table B.17 ORR Freight Cancellations CP7 (flat) baseline trajectories by year, final determination**

Region	2023-24 P5 MAA	2023-24 (CP6 exit)	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	1.0%	1.3%	1.3%	1.3%	1.3%	1.3%	1.3%
North West & Central	1.2%	1.3%	1.0%	1.0%	1.0%	1.0%	1.0%
Southern	2.5%	2.5%	2.1%	2.1%	2.1%	2.1%	2.1%
Wales & Western	3.1%	1.9%	1.6%	1.6%	1.6%	1.6%	1.6%
England & Wales	1.4%	1.6%	1.3%	1.3%	1.3%	1.3%	1.3%
Scotland	1.4%	2.4%	1.4%	1.4%	1.4%	1.4%	1.4%
Great Britain	1.4%	1.6%	1.3%	1.3%	1.3%	1.3%	1.3%

Note: The data for 2023-24 P5 moving annual average (MAA) has been adjusted to remove the estimated impact of industrial action.

We are determining on CP7 years 1 to 5 only. 2023-24 (CP6 exit) figures for England & Wales regions and Scotland were provided by Network Rail and included in the table above for reference. We have used these figures to estimate 2023-24 CP6 exit totals for England & Wales and Great Britain.

**Table B.18 Network Rail Freight Cancellations CP7 proposed baseline trajectories by year, draft determination response**

Region	2023-24 (CP6 exit)	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	1.3%	1.3%	1.3%	1.3%	1.3%	1.3%
North West & Central	1.3%	1.2%	1.2%	1.2%	1.2%	1.2%
Southern	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%
Wales & Western	1.9%	1.9%	1.9%	1.9%	1.9%	1.9%
England & Wales	1.6%	1.5%	1.5%	1.5%	1.5%	1.5%
Scotland	2.4%	2.2%	2.0%	2.0%	2.0%	2.0%
Great Britain	1.6%	1.5%	1.5%	1.5%	1.5%	1.5%

**Table B.19 ORR Freight Cancellations CP7 (flat) baseline trajectories by year, draft determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	1.3%	1.3%	1.3%	1.3%	1.3%
North West & Central	1.0%	1.0%	1.0%	1.0%	1.0%
Southern	2.0%	2.0%	2.0%	2.0%	2.0%
Wales & Western	1.5%	1.5%	1.5%	1.5%	1.5%
England & Wales	1.2%	1.2%	1.2%	1.2%	1.2%
Scotland	1.3%	1.3%	1.3%	1.3%	1.3%
Great Britain	1.2%	1.2%	1.2%	1.2%	1.2%

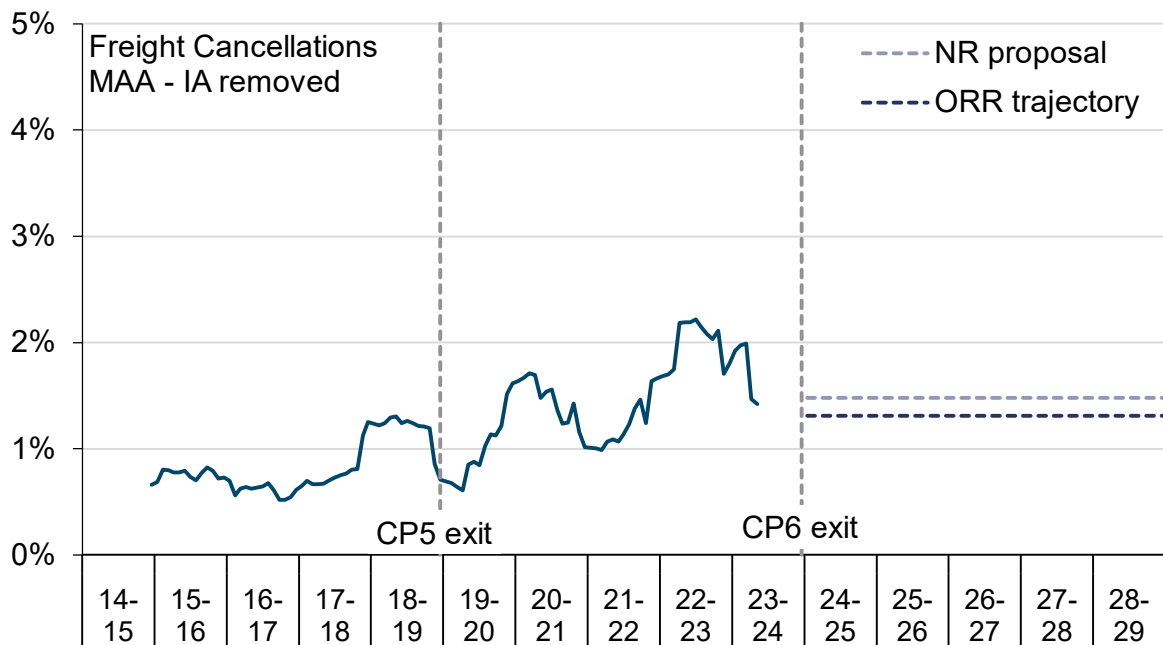
**Table B.20 Network Rail Freight Cancellations CP7 SBP forecasts by year**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	1.5% to 2.8%	1.5% to 2.8%	1.5% to 2.8%	1.5% to 2.8%	1.5% to 2.8%
North West & Central	1.0% to 1.9%	1.0% to 1.9%	1.0% to 1.9%	1.0% to 1.9%	1.0% to 1.9%
Southern	2.2% to 4.0%	2.2% to 4.0%	2.2% to 4.0%	2.2% to 4.0%	2.2% to 4.0%
Wales & Western	1.6% to 3.3%	1.6% to 3.3%	1.6% to 3.3%	1.6% to 3.3%	1.6% to 3.3%
England & Wales	1.4% to 2.6%	1.4% to 2.6%	1.4% to 2.6%	1.4% to 2.6%	1.4% to 2.6%
Scotland	2.2%	2.1%	2.0%	2.0%	2.0%
Great Britain	Not provided	Not provided	Not provided	Not provided	Not provided

In the following Freight Cancellations charts, historical data shown from 2022-23 has been adjusted so that the to remove the estimated impact of industrial action (IA).

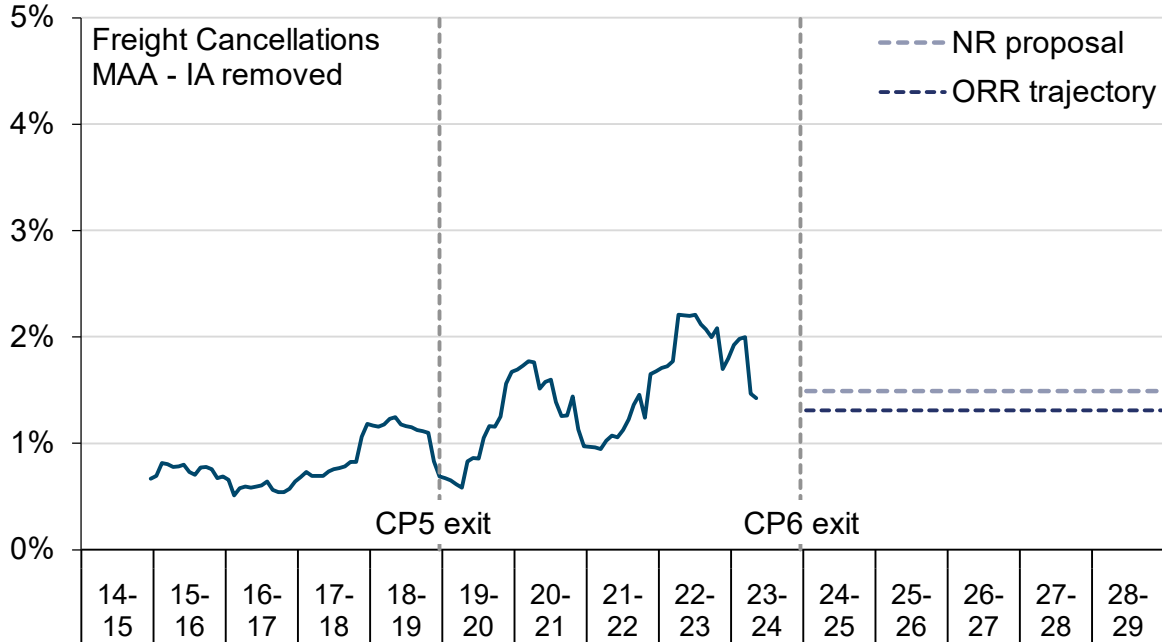
**Figure B.15 Freight Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR (flat) baseline trajectory and Network Rail proposed baseline trajectory – Great Britain**

**Great Britain**



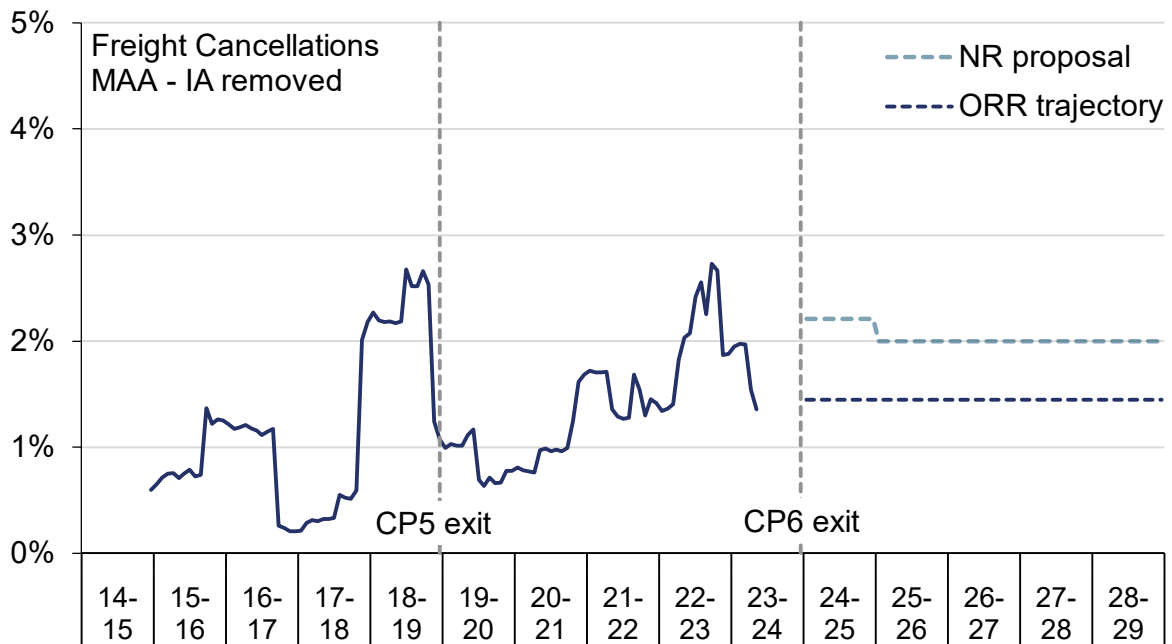
**Figure B.16 Freight Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR (flat) baseline trajectory and Network Rail proposed baseline trajectory – England & Wales**

**England and Wales**



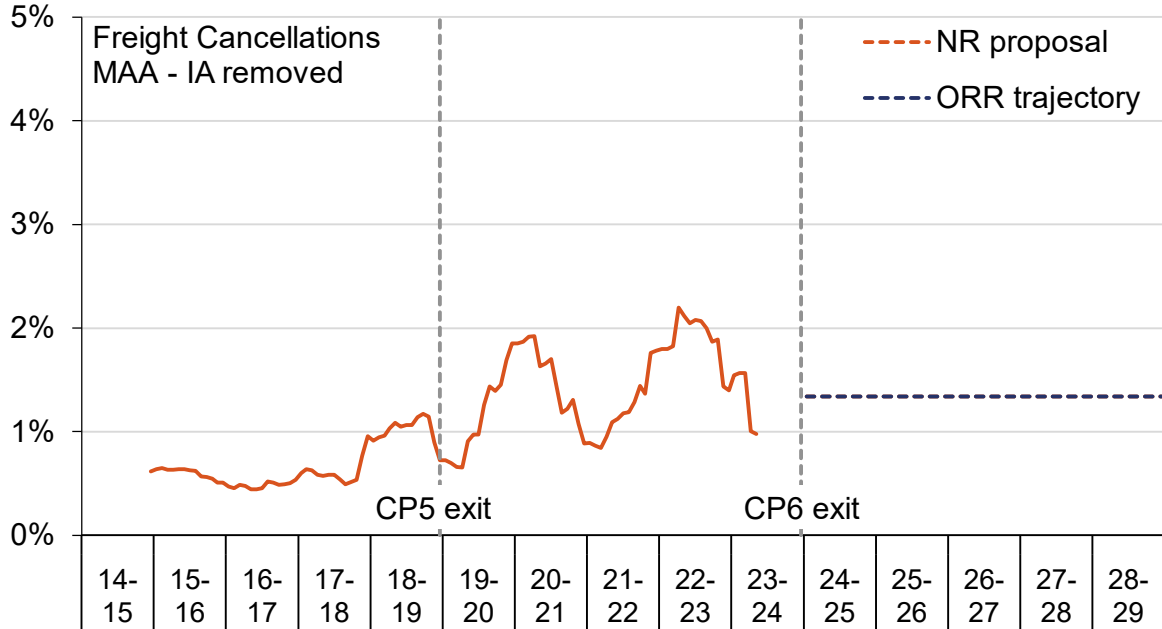
**Figure B.17 Freight Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR (flat) baseline trajectory and Network Rail proposed baseline trajectory – Scotland**

**Scotland**



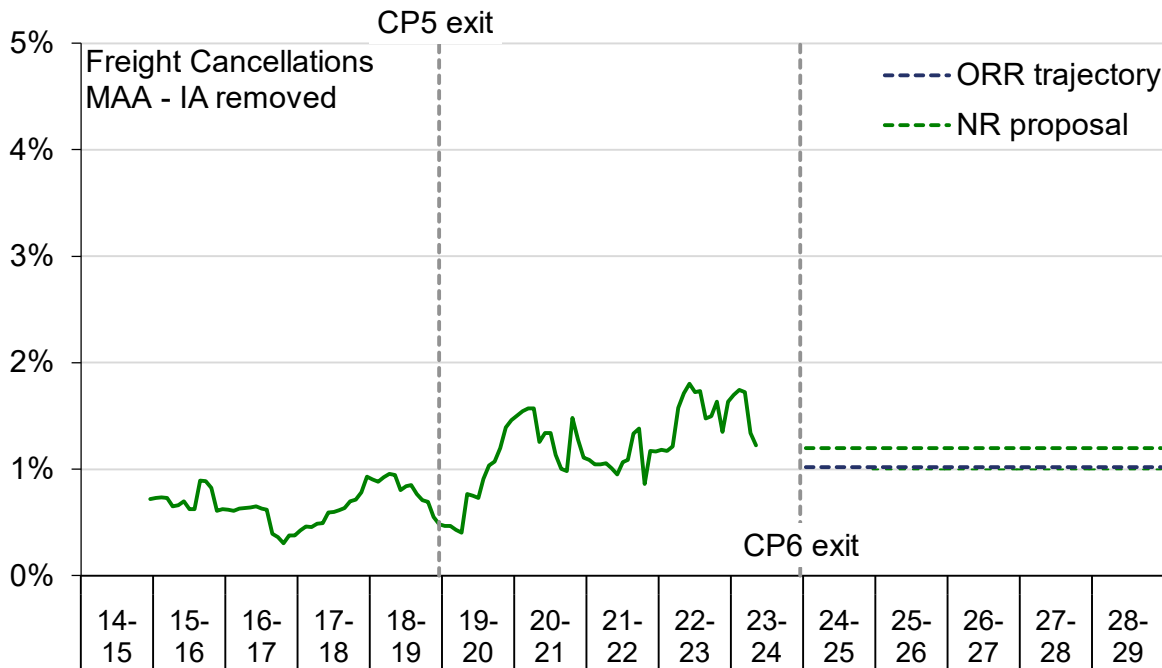
**Figure B.18 Freight Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR (flat) baseline trajectory and Network Rail proposed baseline trajectory – Eastern**

**Eastern**



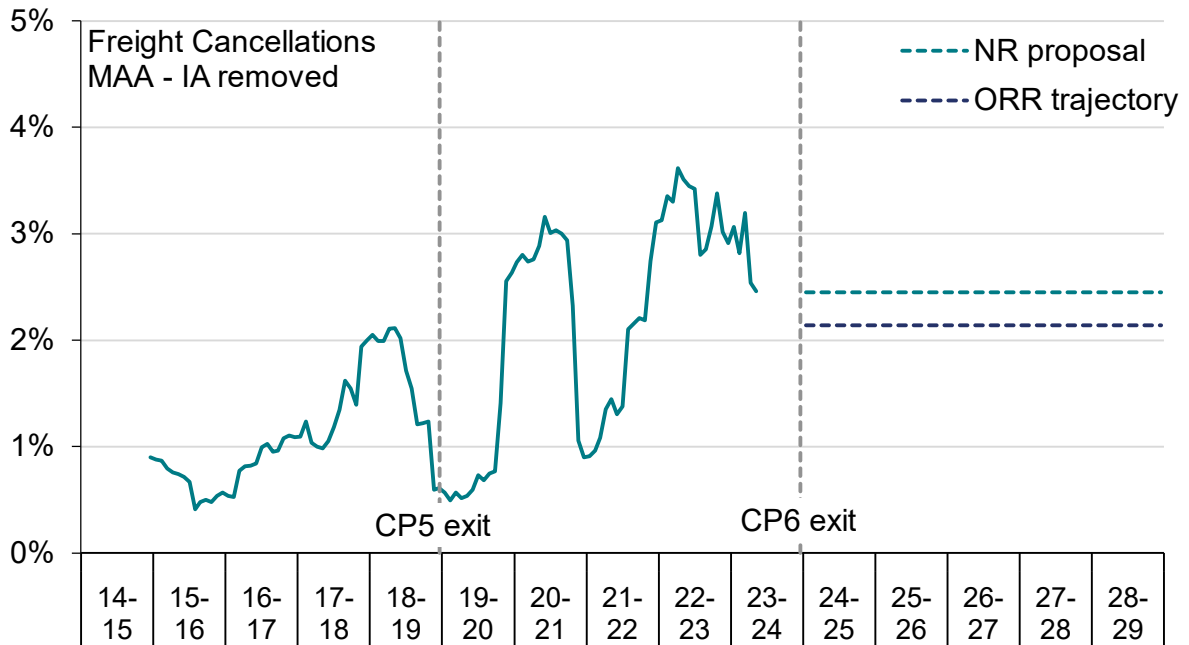
**Figure B.19 Freight Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR (flat) baseline trajectory and Network Rail proposed baseline trajectory – North West & Central**

**North West & Central**



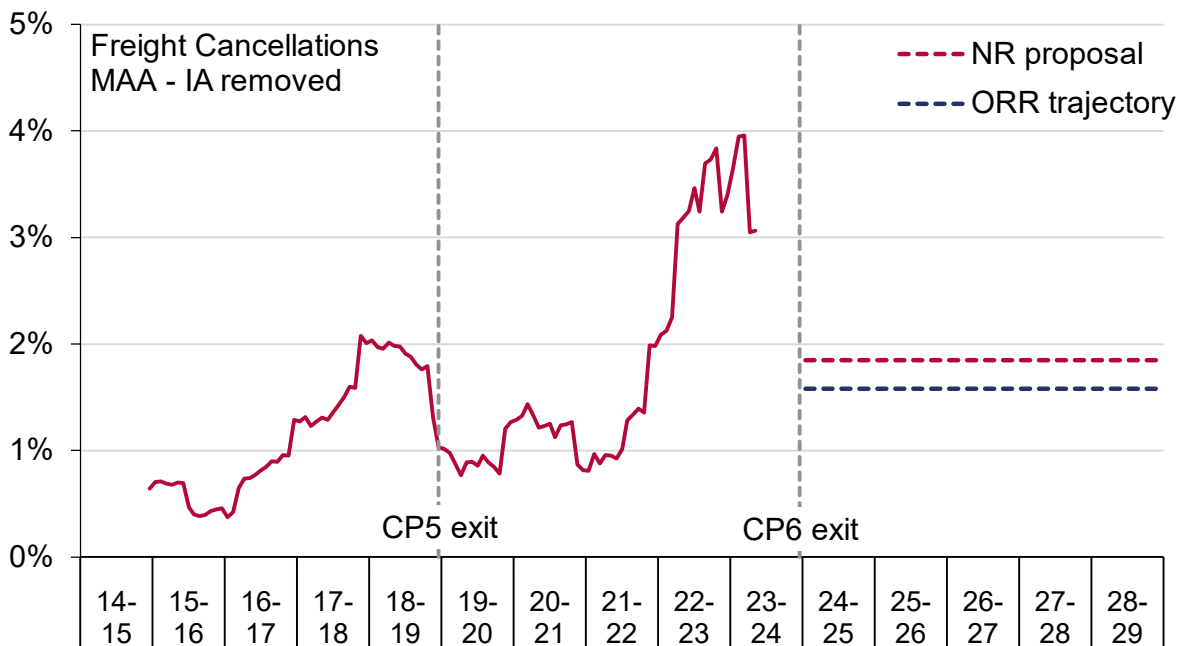
**Figure B.20 Freight Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR (flat) baseline trajectory and Network Rail proposed baseline trajectory – Southern**

**Southern**



**Figure B.21 Freight Cancellations performance from 2014-15 to 2023-24 moving annual average (MAA) with CP7 ORR (flat) baseline trajectory and Network Rail proposed baseline trajectory – Wales & Western**

**Wales & Western**





## Composite Sustainability Index (CSI): ORR baseline trajectories, final determination and draft determination – tables

Network Rail's response to the draft determination only included a CSI forecast for the final year of the control period (2028-29), as it is a slow moving measure. Network Rail updates its forecasts on an annual basis, allowing us to monitor risk to delivery.

**Table B.21 ORR CSI percentage point (pp) change during CP7 year 5 baselines, final determination**

Region	2028-29 (year 5)
Eastern	-2.0pp
North West & Central	-3.2pp
Southern	-3.0pp
Wales & Western	-2.0pp
England & Wales	-2.5pp
Scotland	-2.1pp
Great Britain	-2.5pp

**Table B.22 Network Rail CSI percentage point (pp) change during CP7 proposed year 5 baselines, draft determination response**

Region	2028-29 (year 5)
Eastern	-2.0pp
North West & Central	-3.2pp
Southern	-3.0pp
Wales & Western	-2.0pp
England & Wales	-2.5pp
Scotland	-2.1pp
Great Britain	-2.5pp

**Table B.23 ORR CSI percentage point (pp) change during CP7 year 5 baselines, draft determination**

Region	2028-29 (year 5)
Eastern	-2.9pp
North West & Central	-3.5pp
Southern	-2.7pp
Wales & Western	-2.5pp
England & Wales	-3.0pp
Scotland	-3.4pp
Great Britain	Not produced

## Financial Performance Measure (FPM): ORR baseline trajectories, final determination and draft determination – tables

**Table B.24 ORR FPM CP7 (flat) baseline trajectories by year, final determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	0	0	0	0	0
North West & Central	0	0	0	0	0
Southern	0	0	0	0	0
Wales & Western	0	0	0	0	0
England & Wales	0	0	0	0	0
Scotland	0	0	0	0	0
Great Britain	0	0	0	0	0

**Table B.25 Network Rail FPM CP7 proposed (flat) baseline trajectories by year, draft determination response**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	0	0	0	0	0
North West & Central	0	0	0	0	0
Southern	0	0	0	0	0
Wales & Western	0	0	0	0	0
England & Wales	0	0	0	0	0
Scotland	0	0	0	0	0
Great Britain	0	0	0	0	0

**Table B.26 ORR FPM CP7 (flat) baseline trajectories by year, draft determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	0	0	0	0	0
North West & Central	0	0	0	0	0
Southern	0	0	0	0	0
Wales & Western	0	0	0	0	0
England & Wales	0	0	0	0	0
Scotland	0	0	0	0	0

## Efficiency: ORR baseline trajectories, final determination and draft determination – tables

**Table B.27 ORR Efficiency (£ million, 2023-24 prices) CP7 baseline trajectories by year, final determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)	Total
Eastern	70	168	227	263	267	995
North West & Central	72	136	206	237	251	902
Southern	57	119	168	216	212	773
Wales & Western	58	92	127	155	144	575
England & Wales	257	516	727	871	874	3,245
Scotland	32	72	89	103	114	410
Great Britain	289	588	816	974	988	3,655

**Table B.28 Network Rail Efficiency (£ million, 2023-24 prices) forecasts, draft determination response**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)	Total
Eastern	70	168	227	263	267	995
North West & Central	72	136	206	237	251	902
Southern	57	119	168	216	212	773
Wales & Western	58	92	127	155	144	575
England & Wales	257	516	727	871	874	3,245
Scotland	32	72	89	103	114	410
Great Britain	289	588	816	974	988	3,655

**Table B.29 ORR Efficiency (£ million, 2023-24 prices) CP7 baseline trajectories by year, draft determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)	Total
Eastern	108	167	216	229	271	992
North West & Central	77	126	199	221	266	890
Southern	75	119	166	200	221	781
Wales & Western	71	88	129	135	146	569
England & Wales	331	501	710	785	905	3,232
Scotland	38	76	93	105	117	429

## Carbon emissions scope 1 and 2: ORR baseline trajectories, final determination and draft determination – tables and charts

**Table B.30 ORR Carbon emissions scope 1 and 2 percentage point (pp) change in CP7 baseline trajectories by year, final determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	-3.8pp	-7.6pp	-12.4pp	-16.2pp	-20.0pp
North West & Central	-4.2pp	-8.4pp	-12.6pp	-16.8pp	-21.0pp
Southern	-4.0pp	-8.0pp	-12.0pp	-16.0pp	-20.0pp
Wales & Western	-4.0pp	-8.0pp	-12.0pp	-16.0pp	-20.0pp
England & Wales	-4.0pp	-8.0pp	-12.3pp	-16.3pp	-20.3pp
Scotland	-4.4pp	-8.6pp	-12.8pp	-17.0pp	-21.2pp
Great Britain	-4.1pp	-8.1pp	-12.4pp	-16.4pp	-20.4pp

**Table B.31 Network Rail Carbon emissions scope 1 and 2 percentage point (pp) change in CP7 baseline trajectories by year, draft determination response**

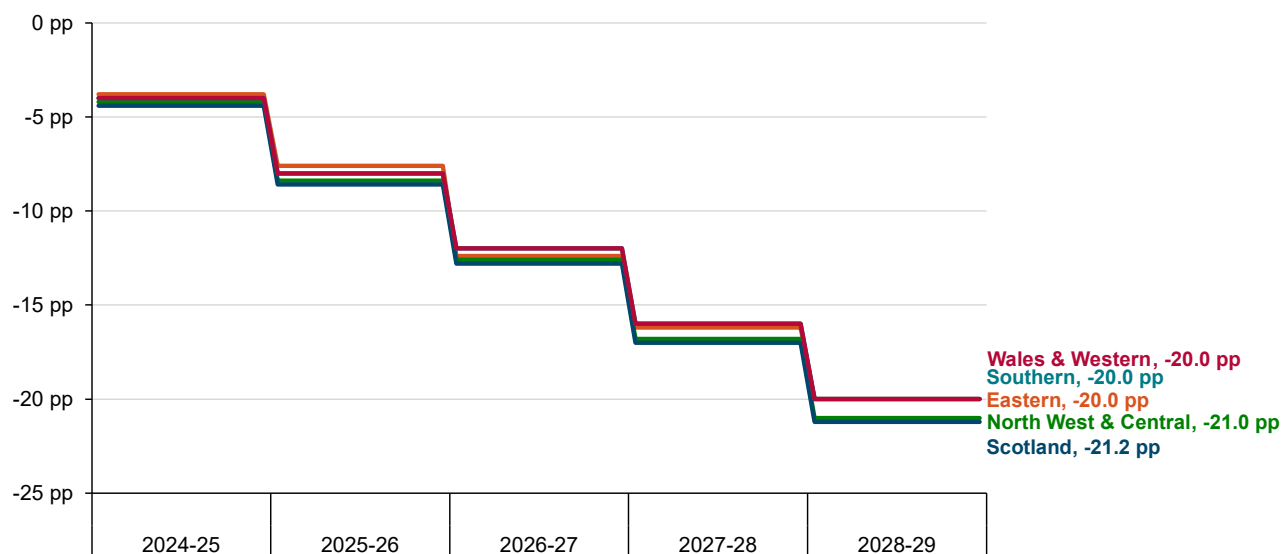
Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	-3.8pp	-7.6pp	-12.4pp	-16.2pp	-20.0pp
North West & Central	-4.2pp	-8.4pp	-12.6pp	-16.8pp	-21.0pp
Southern	-4.0pp	-8.0pp	-12.0pp	-16.0pp	-20.0pp
Wales & Western	-4.0pp	-8.0pp	-12.0pp	-16.0pp	-20.0pp
England & Wales	-4.0pp	-8.0pp	-12.3pp	-16.3pp	-20.3pp
Scotland	-4.4pp	-8.6pp	-12.8pp	-17.0pp	-21.2pp
Great Britain	Not provided	Not provided	Not provided	Not provided	Not provided



**Table B.32 ORR Carbon emissions scope 1 and 2 percentage point (pp) change in CP7 baseline trajectories by year, draft determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	-3.8pp	-7.6pp	-12.4pp	-16.2pp	-20.0pp
North West & Central	-4.2pp	-8.4pp	-12.6pp	-16.8pp	-21.0pp
Southern	-4.0pp	-8.0pp	-12.0pp	-16.0pp	-20.0pp
Wales & Western	-4.0pp	-8.0pp	-12.0pp	-16.0pp	-20.0pp
England & Wales	-4.0pp	-8.0pp	-12.3pp	-16.3pp	-20.3pp
Scotland	-4.4pp	-8.6pp	-12.8pp	-17.0pp	-21.2pp
Great Britain	Not produced	Not produced	Not produced	Not produced	Not produced

**Figure B.22 Carbon emissions scope 1 and 2 percentage point (pp) change in CP7 ORR baseline trajectories – by Network Rail region**



Note: The baseline trajectories for Southern and Wales & Western are the same so the lines on the figure above overlap.

## Biodiversity Units: ORR baseline trajectories, final determination and draft determination – tables and charts

**Table B.33 ORR Biodiversity Units percentage point (pp) change in CP7 baseline trajectories by year, final determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	1.0pp	1.9pp	2.9pp	3.8pp	4.8pp
North West & Central	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
Southern	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
Wales & Western	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
England & Wales	0.3pp	1.2pp	2.2pp	3.2pp	4.2pp
Scotland	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
Great Britain	0.2pp	1.2pp	2.2pp	3.2pp	4.2pp

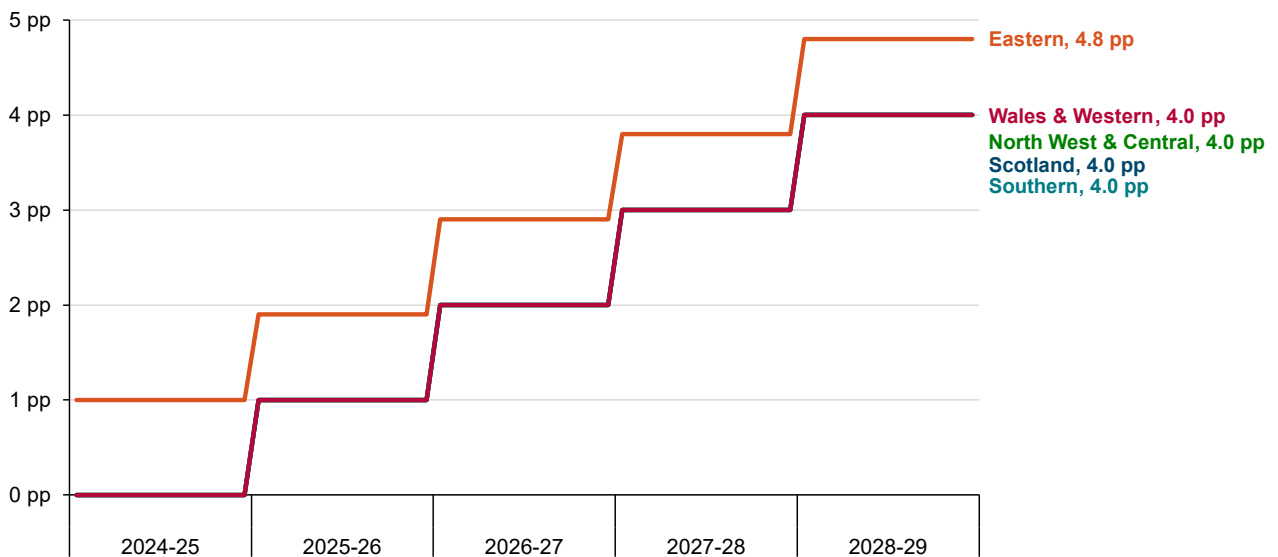
**Table B.34 Network Rail Biodiversity Units percentage point (pp) change in CP7 baseline trajectories by year, draft determination response**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	1.0pp	1.9pp	2.9pp	3.8pp	4.8pp
North West & Central	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
Southern	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
Wales & Western	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
England & Wales	0.3pp	1.2pp	2.2pp	3.2pp	4.2pp
Scotland	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
Great Britain	Not provided	Not provided	Not provided	Not provided	Not provided

**Table B.35 ORR Biodiversity Units percentage point (pp) change in CP7 baseline trajectories by year, draft determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	1.0pp	1.9pp	2.9pp	3.8pp	4.8pp
North West & Central	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
Southern	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
Wales & Western	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
England & Wales	0.3pp	1.2pp	2.2pp	3.2pp	4.2pp
Scotland	0.0pp	1.0pp	2.0pp	3.0pp	4.0pp
Great Britain	Not produced	Not produced	Not produced	Not produced	Not produced

**Figure B.23 Biodiversity Units percentage point (pp) change in CP7 ORR baseline trajectories – by Network Rail region**



Note: The baseline trajectories for North West & Central, Southern, Wales and Western and Scotland are the same so the lines on the figure above overlap.

## Freight net tonne kilometres moved: ORR baseline trajectories, final determination and draft determination – tables and charts

**Table B.36 ORR Freight net tonne kilometres moved (growth) CP7 baseline trajectories by year (cumulative from start of CP7), final determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	1.5%	3.0%	4.5%	6.0%	7.5%
North West & Central	1.7%	3.4%	5.1%	6.8%	8.6%
Southern	0.6%	1.2%	1.7%	2.3%	2.9%
Wales & Western	1.4%	2.8%	4.1%	5.5%	6.9%
England & Wales	1.5%	3.0%	4.5%	6.0%	7.5%
Scotland	3.8%	4.3%	5.7%	8.7%	8.7%
Great Britain	1.5%	3.0%	4.5%	6.0%	7.5%

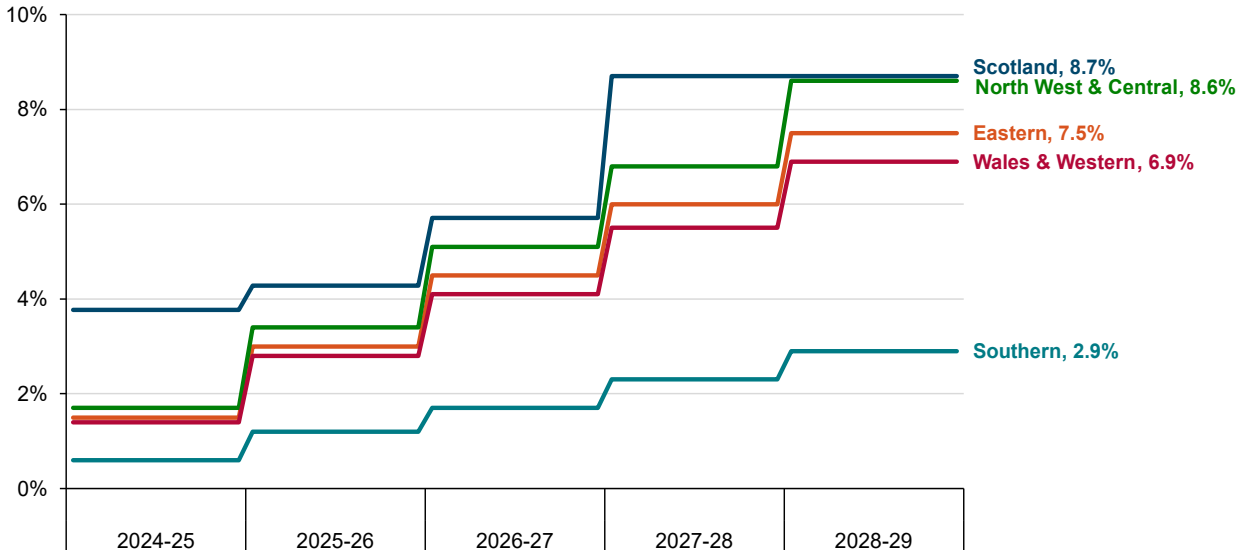
**Table B.37 Network Rail Freight net tonne kilometres moved (growth) CP7 baseline trajectories by year (cumulative from start of CP7), draft determination response**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	1.5%	3.0%	4.5%	6.0%	7.5%
North West & Central	1.7%	3.4%	5.1%	6.8%	8.6%
Southern	0.6%	1.2%	1.7%	2.3%	2.9%
Wales & Western	1.4%	2.8%	4.1%	5.5%	6.9%
England & Wales	1.5%	3.0%	4.5%	6.0%	7.5%
Scotland	3.8%	4.3%	5.7%	8.7%	8.7%
Great Britain	1.5%	3.0%	4.5%	6.0%	7.5%

**Table B.38 ORR Freight net tonne kilometres moved (growth) CP7 baseline trajectories by year (cumulative from start of CP7), draft determination**

Region	2024-25 (year 1)	2025-26 (year 2)	2026-27 (year 3)	2027-28 (year 4)	2028-29 (year 5)
Eastern	1.5%	3.0%	4.5%	6.0%	7.5%
North West & Central	1.7%	3.4%	5.1%	6.8%	8.6%
Southern	0.6%	1.2%	1.7%	2.3%	2.9%
Wales & Western	1.4%	2.8%	4.1%	5.5%	6.9%
England & Wales	1.5%	3.0%	4.5%	6.0%	7.5%
Scotland	3.8%	4.3%	5.7%	8.7%	8.7%
Great Britain	Not produced	Not produced	Not produced	Not produced	Not produced

**Figure B.24 Freight net tonne kilometres moved (growth) CP7 ORR baseline trajectories by Network Rail region, final determination**



## Annex C: Equality impact assessment

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- C.1 As a Public Body, ORR is required by the Equality Act 2010 (EA2010) to comply with the Public Sector Equality Duty (PSED). This requires us to have due regard to in the exercise of our functions to the following three ‘arms’ of the general duty:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the act, against people with a protected characteristic;
  - advance equality of opportunity between people who share a protected characteristic and those who do not; and
  - foster good relations between people who share a protected characteristic and those who do not.
- C.2 EA2010 defines protected characteristics as: age; disability; gender reassignment; pregnancy/maternity; race; religion or belief; sex; sexual orientation; and marriage and civil partnership. Although we are required to consider them all, the most relevant for ORR (and the rail industry) are those that affect mobility, disability, age, maternity, and pregnancy. Of the three PSED arms, the need to advance equality of opportunity between people who share protected characteristics and those who do not has most relevance, although again we consider all the arms.
- C.3 DfT, Network Rail and Transport Scotland are also subject to the PSED and must themselves be able to demonstrate how they have taken the PSED into account in their work. Both the UK and Scottish governments set out in their High Level Output Specifications (HLOSs) that Network Rail should consider disadvantaged groups with protected characteristics in the development of its CP7 plans. We are not responsible for assessing others’ compliance with PSED, which is the role of Equality and Human Rights Commission (EHRC). However, we have assessed whether Network Rail’s Strategic Business Plan (SBP) is consistent with both HLOSs.

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- C.4 Our final determination has taken our PSED responsibilities into account. We have provided information on those areas where we consider that there is likely to be an impact on people with protected characteristics (in particular those that affect mobility), in the accessibility chapter of the outcomes supporting document, and a summary is included in the table below.
- C.5 We have taken account of the consultation responses submitted by all stakeholders, and in particular those from the Disabled Persons Travel Advisory Committee (DPTAC) and Transport for All. We have received valuable input from ORR's accessible travel stakeholder forum (the forum), which comprises members from several disability representative organisations. We have also received assurance from Network Rail that they have sought appropriate input from their own disabled passenger forum on relevant aspects of their proposals, including the new Diversity Impact Assessment (DIA) process, and the installation of tactile paving.
- C.6 A summary assessment of Network Rail's proposals on relevant protected characteristics is provided in Table C.1. Further detailed information is contained within the rest of the outcomes supporting document.

Table C.1 Impact assessment of Network Rail’s proposals on relevant protected characteristics

Key	▲ Improvement in CP7	↔ No change in CP7	▼ Decline in CP7	- No impact in CP7	
Network Rail proposal	Disability	Age	Maternity	Other	Commentary
Fitment of tactile paving	▲	–	–	–	Tactile paving fitment to be completed by 2025.  ORR expects to receive clarity from Network Rail about any platforms that are not included within scope prior to CP7, and will monitor for timely delivery to the appropriate standard.
Training, ‘turn-up-and-go’ assistance	↔	–	–	–	Provision of assistance (booked and unbooked), and relevant staff training, will be maintained consistent with existing regulatory requirements. ORR will monitor delivery.



Network Rail proposal	Disability	Age	Maternity	Other	Commentary
Accessibility by design	▲	▲	▲	▲	<p>Network Rail will ensure compliance with relevant standards, consistent with existing regulatory requirements.</p> <p>Network Rail will roll out its revised DIA process, to be adopted as an industry standard. Implementation of the new DIA will consider all protected characteristics.</p> <p>‘Changing Places’, which are toilets designed with additional features for disabled passengers, are proposed at all national hub managed stations.</p> <p>ORR will monitor delivery of these commitments.</p>
Lifts and escalators	▲	▲	▲	–	<p>We will work with Network Rail to develop appropriate reporting framework for monitoring impact on passengers through CP7.</p>

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Network Rail proposal	Disability	Age	Maternity	Other	Commentary
Better data on accessibility	▲	▲	▲	▲	Network Rail will work with train operators, Rail Delivery Group, government and ORR to improve the available data used by industry, and made available to passengers, on accessibility at stations.



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