



PR23 policy framework

Conclusions on the measures in our CP7 outcomes framework

19 December 2022



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1. Executive summary

- 1.1 The control period 7 (CP7) outcomes framework will set the outcome requirements that Network Rail, as infrastructure manager, needs to deliver for the funding it receives from 2024 to 2029. It will also be one of our key tools for monitoring compliance against the infrastructure manager's network licence.
- 1.2 This document presents emerging conclusions from our [technical consultation on the measures in our proposed CP7 outcomes framework](#). We published this consultation in July 2022 as part of our wider [2023 periodic review \(PR23\) policy framework initial consultations](#). We will confirm the final framework of CP7 outcome measures in our determination in 2023.
- 1.3 We received 20 responses to the consultation. This number includes responses to the PR23 policy framework consultation where there were comments related to issues in the technical consultation. We have published the [responses to both consultations](#) on our website.
- 1.4 We will use a tiered outcomes framework in CP7. This includes a small number of top-level 'success measures', as the first tier. These will be the headline indicators we will use to publicly hold the infrastructure manager to account.
- 1.5 To provide a more holistic view of performance, we are specifying a basket of 'supporting measures' as the second tier, which the infrastructure manager should publicly report against in CP7.
- 1.6 The third tier is called 'additional assurance'. This is the other information we will use to monitor the infrastructure manager during the control period. We are not specifying additional assurance reporting as part of PR23. However, we will use ongoing engagement with the infrastructure manager to agree these requirements throughout CP7.
- 1.7 Our conclusions regarding the nine success measures that we will use to monitor the infrastructure manager during CP7, following review of consultation responses, are summarised in Table 1.1.

Table 1.1 Success measures - CP7 outcomes framework conclusions

Outcome area	Success measures
Train performance: passenger	<ul style="list-style-type: none"> • On Time • Cancellations
Train performance: freight	<ul style="list-style-type: none"> • Freight Cancellations
Asset sustainability	<ul style="list-style-type: none"> • Composite Sustainability Index (CSI)
Efficiency and financial performance	<ul style="list-style-type: none"> • Financial Performance Measure (FPM) (opex/capex split) • Efficiency (£)
Environmental sustainability	<ul style="list-style-type: none"> • Biodiversity Units • Carbon emissions scope 1 and 2
Freight growth	<ul style="list-style-type: none"> • Freight net tonne kilometres moved

1.8 These conclusions reflect the changes to our proposed CP7 success measures that are listed below, compared to the proposals in our consultation.

- (a) **Freight train performance:** We have added Freight Cancellations as a success measure and moved Freight Cancellations and Lateness (FCaL) from a success to a supporting measure.
- (b) **Efficiency and financial performance:** We have added a measure of Efficiency (£ delivered against Network Rail’s CP7 delivery plan) to the success measures.
- (c) **Environmental sustainability:** We have moved the One Planet Indicator (OPI) from a success to a supporting measure.
- (d) **Freight growth:** We have changed Freight net tonne kilometres moved from a supporting to a success measure.

1.9 The success measures are accompanied by a further 24 supporting measures. We are concluding on a small number of changes to our supporting measures which we discuss in the following chapters, for each outcome area. Descriptions of all success and supporting measures are listed in Annex A.

1.10 There remain some outcome areas that we will need to conclude on next year through our PR23 determination. These areas include system operation, network

capability, network availability and possession management, and accessibility. In these areas we are pursuing development work on our monitoring approach.

- 1.11 In this document, Chapter 3 through to Chapter 13 set out in greater detail our conclusions on the proposed measures in each outcome area. We also set out overarching responses from the consultation in our introduction. Overall, there was broad support for our proposals.

2. Introduction

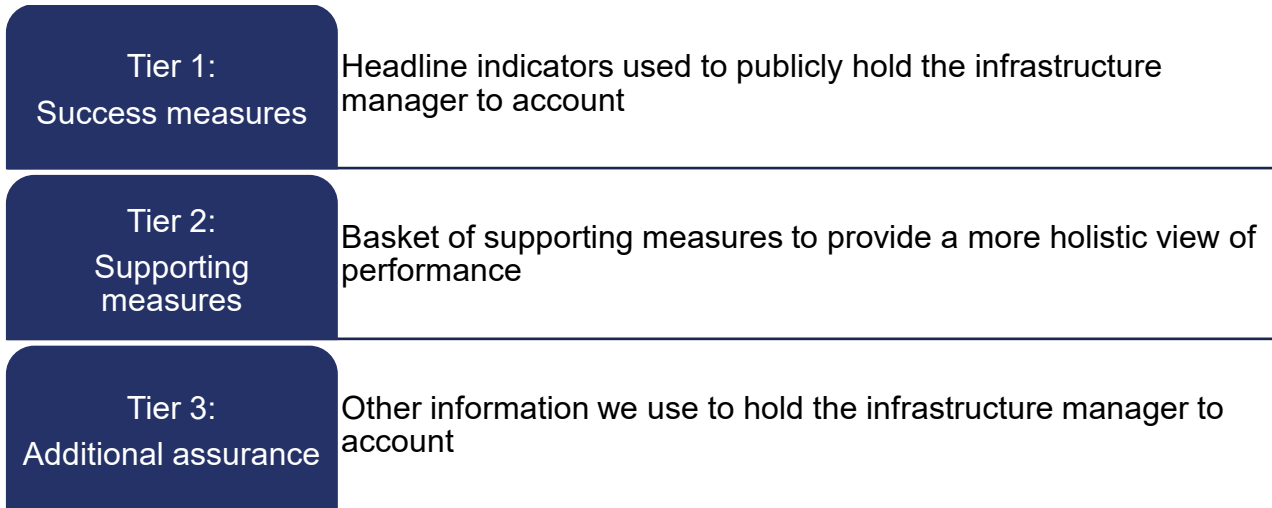
Context

- 2.1 Network Rail is the infrastructure manager for most of the rail network in Great Britain. It operates under a network licence, which requires it to comply with licence conditions which are set in the public interest. These licence conditions underpin our approach to holding the infrastructure manager to account and in monitoring and assessing compliance.
- 2.2 In monitoring and assessing the infrastructure manager's compliance with its licence we want to create a balanced set of incentives for the company that reflects its business structure and public sector status. Reputation (both corporate and individual) can play a significant role in shaping incentives. The outcomes framework forms a key part of these reputational incentives as it:
- (a) sets the requirements that the infrastructure manager must deliver for the funding it receives in CP7;
 - (b) supports our monitoring of the infrastructure manager's delivery of these requirements to support our assessment of licence compliance;
 - (c) provides a framework of measures and trajectories, for public reporting of the infrastructure manager's performance; and
 - (d) defines a consistent set of measures to allow us to report comparisons between regions and business functions, encouraging competition.
- 2.3 In addition to the measures and requirements we set as part of the periodic review, we can use a range of relevant additional evidence to support our assessment of the infrastructure manager's compliance with its licence, as part of a risk-based and proportionate approach.
- 2.4 There are also financial incentives on the infrastructure manager to reduce disruption to passengers, within [Schedule 4 and 8](#) of track access contracts. Schedule 4 places incentives on it to plan possessions efficiently to minimise disruption, and Schedule 8 places incentives on it and train operators to limit the disruption they cause and therefore to improve network performance.

Structure of CP7 outcomes framework

2.5 As outlined in our [PR23 policy framework conclusions](#), our outcomes framework is a tiered approach comprising of success measures, supporting measures and additional assurance. This is summarised in Figure 2.1.

Figure 2.1 CP7 outcomes framework



2.6 A summary of how we will use success measures to set performance expectations to be delivered by the infrastructure manager in our determination is listed in Table 2.1.

Table 2.1 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"> • We will set a baseline trajectory in our determination, primarily by region, by assessing the infrastructure manager’s annual forecasts for each success measure. • We will publicly report performance against the baseline trajectory for each measure to provide a reputational incentive. • A robust change control process will be applied to allow any changes to success measures or updates to baseline trajectories where there is a major change in circumstances. ORR will have a prior approval role.
Tier 2: Supporting measures	<ul style="list-style-type: none"> • The infrastructure manager will publish its forecasts for each supporting measure in its annual delivery plans. • The infrastructure manager will publicly report on performance against these forecasts and we will also use this information to support our public reporting. • The infrastructure manager will have flexibility to change supporting measure forecasts using internal change control. ORR might choose to review the infrastructure manager’s internal change control processes to determine if it is considering wider impacts, funder requirements and stakeholder views.
Tier 3: Additional assurance	<ul style="list-style-type: none"> • Additional assurance data and information requirements will be defined on an ongoing basis, including after the PR23 determination. • Depending on the type of information required, the infrastructure manager may set forecasts for these measures. • ORR may use this information to facilitate its assessment of the infrastructure manager’s licence compliance and public reporting.

Next steps

2.7 The high level output specifications (HLOSs) for England & Wales and Scotland set out the high level outcomes that the UK and Scottish Governments want from the infrastructure manager in return for its funding. The [HLOS for England & Wales](#) was published on 1 December 2022. We expect the Scottish Government to publish its HLOS in January 2023. We will review the measures in our outcomes framework when we have received the Scotland HLOS.

2.8 As part of our PR23 work next year, we will determine the outcomes that the infrastructure manager should deliver. These outcomes will be aligned to each governments’ HLOS requirements within the funding available and take account of our assessment of the infrastructure manager’s Strategic Business Plan (SBP).

Where governments do not set detailed requirements across all areas, it is our role to make sure there is clarity about what the infrastructure manager should deliver for the funding provided through PR23.

- 2.9 We plan to continue setting outcome requirements on a regional basis, in the PR23 settlements for each region and the System Operator (SO). More information on our proposals for how we structure the PR23 settlements and how we will hold the infrastructure manager to account can be found in our accompanying PR23 policy framework conclusions document.

Overarching responses

- 2.10 Freightliner, Govia Thameslink Railway (GTR), Network Rail, Rail Freight Group, Rail Safety and Standards Board (RSSB), Transport for London (TfL) and West Midlands Rail Executive (WMRE) made comments signalling broad support for the proposals in our consultation.
- 2.11 Freightliner, Rail Freight Group and RSSB outlined support for the types of measures in our CP7 outcomes framework. GTR, Network Rail and Rail Freight Group were supportive of not introducing a significant number of new measures. GTR were also content that the proposed measures are flexible enough to support reform.
- 2.12 TfL and WMRE were content with the proposed outcome areas in the consultation. However, Heathrow Airport felt there was a need for an 'integration' outcome area given the increasing number of services operating over multiple infrastructure managers.
- 2.13 Arriva and South Eastern expressed general disappointment that we did not specify measures in outcome areas such as accessibility and network capability.
- 2.14 DB Cargo and WMRE both recognised that measures need to reflect government requirements. WMRE argued this should be extended in future to reflect targets of democratically accountable regional bodies.
- 2.15 FirstGroup Rail commented that it would welcome consistency of success measures across the regions.

Our conclusions

- 2.16 It is encouraging that several respondents to the consultation chose to express general support for the measures and outcome areas in our CP7 outcomes framework.

Office of Rail and Road | CP7 outcome measures conclusions

- 2.17 We intend to continue with our broad approach as we move into our determination. This includes the monitoring of success measures across all regions. We consider the current set of outcome areas covers what the infrastructure manager delivers to its customers. The issue of integration with other infrastructure managers forms part of effective system operation.
- 2.18 As well as general comments about a lack of success and/or supporting measures, respondents also referred to this in responses to individual outcome areas such as accessibility and network capability. We recognise the importance of these outcome areas but our preference is to specify quantified measures where they will drive the appropriate behaviours, taking a more flexible approach where this is more effective to monitor performance.
- 2.19 In some of these outcome areas, particularly where respondents expressed concerns, there is development work that needs to be completed before we determine our final monitoring approach for CP7. In our determination we will provide more detail about how we will robustly hold the infrastructure manager to account in all outcome areas and tiers of our outcomes framework.
- 2.20 We agree with respondents that our monitoring approach needs to be reflective of government requirements, which will primarily be set out in the England & Wales and Scotland HLOSs.

3. Health and safety

Technical consultation

- 3.1 Health and safety monitoring and enforcement, grounded in legislation, is one of the most important functions carried out by ORR. In the consultation we did not propose any CP7 success measures for this outcome area. The reason for this was to avoid confusion between the infrastructure manager’s delivery of CP7 outcomes and compliance with health and safety legislation.
- 3.2 We included some current Network Rail safety measures as supporting measures in areas such as fatalities and risk reduction. We outlined that our focus would be on monitoring these measures at both a regional and GB-wide level.

Table 3.1 Health and safety – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> None proposed
2: Supporting measures	<ul style="list-style-type: none"> Fatalities and Weighted Injuries (FWI) for workforce, passengers and the public Train Accident Risk Reduction (TARR) Personal Accountability for Safety (PAFS)

Responses to technical consultation

- 3.3 Network Rail and RSSB both raised the issue of health and safety performance being traded off against efficiency and financial constraints. Network Rail outlined that the funding envelope could influence deliverable outcomes and that reducing safety risk must be seen in the context of available funding. RSSB recognised the need for a focus on efficiency but stressed that care was needed to ensure the achievement of safety is not compromised.
- 3.4 Network Rail and Northern Trains expressed support for our overall monitoring approach in their response. Network Rail highlighted that health and safety legislation must continue to be the foundation of ORR’s monitoring in this area. Therefore, from its perspective it was not essential to identify specific success

measures. Northern Trains understood the rationale for having no success measure and considered the supporting measures appropriate and proportionate.

- 3.5 However, Arriva and Liverpool City Region Combined Authority (LCRCA) felt there was a need for a health and safety success measure. Arriva believed a measure could be developed in the interests of the sector, for example Injury Frequency Rate. LCRCA outlined that the lack of a success measure, and targets, was a missed opportunity which could lead to complacency within the industry.
- 3.6 Some respondents proposed alternative health and safety measures. LCRCA suggested monitoring Signals Passed at Danger (SPADs), when trains pass a stop signal when not allowed to do so. It also proposed monitoring level crossing incidents as well as setting a target for reducing the number of level crossings. RSSB recommended the use of the Precursor Indicator Model (PIM) as a supporting measure. PIM, updated each period by RSSB, tracks trends in train accident risk and is suggested as an 'outcomes based' complement to the 'activity based' Train Accident Risk Reduction (TARR).

Our conclusions

- 3.7 As we stated in our consultation, it is vital that in CP7 the infrastructure manager continues to evidence rigorous safety standards and risk mitigation to keep rail workers, users and the general public safe.
- 3.8 Health and safety legislation, which will continue to be the foundation of ORR's monitoring in CP7, requires duty-holders to weigh the costs of proposed control measures against the risk reduction benefits. For a measure to be deemed not reasonably practicable, the cost must be 'grossly disproportionate' to the benefits. In addition, the ability to pay or available funding are not factors that the law allows to be taken into account in reasonable practicability consideration or where health and safety legal requirements are absolute. The infrastructure manager must remain aware of these requirements as it focuses on health and safety performance in CP7.
- 3.9 The infrastructure manager 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 throughout CP7.
- 3.10 ORR will also ensure that there is a robust review of health and safety in our assessment of Network Rail's business plan submissions.

- 3.11 Whilst we recognise the concerns of some respondents about a lack of a success measure we maintain the view that this risks distraction from the infrastructure manager’s legal obligations. Therefore, we have decided to retain our original proposal to use the **three supporting measures (FWI, TARR and PAFS)** in our CP7 outcomes framework.
- 3.12 With respect to the alternative health and safety measures proposed, we agree these are important. In particular, we recognise the priority given in the England and Wales HLOS to improving level crossing safety. We anticipate using the measures proposed by respondents for additional assurance monitoring in CP7.

Table 3.2 Health and safety – CP7 outcomes framework conclusions

Tier	Measure
1: Success measures	<ul style="list-style-type: none">• None
2: Supporting measures	<ul style="list-style-type: none">• Fatalities and Weighted Injuries (FWI) for workforce, passengers and the public• Train Accident Risk Reduction (TARR)• Personal Accountability for Safety (PAFS)

4. Train performance

Passenger train performance

Technical consultation

- 4.1 As easily understandable cross-industry measures, we proposed the use of On Time and Cancellations as the passenger train performance success measures for CP7.
- 4.2 To provide further information on delays and infrastructure manager capability, we proposed the use of Average Passenger Lateness (APL), Delay minutes per 100km of train travel and Performance management maturity as supporting measures.

Table 4.1 Passenger train performance – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> • On Time • Cancellations
2: Supporting measures	<ul style="list-style-type: none"> • Average Passenger Lateness (APL) • Delay minutes per 100km train travel (track/train split) • Performance management maturity

Responses to technical consultation

- 4.3 There was broad support for the proposed measures from GTR and South Eastern. Both Network Rail and LCRCA supported the use of On Time and Cancellations as success measures.
- 4.4 Some respondents opposed the use of On Time as a success measure. Whilst Northern Trains welcomed the move to an ‘on time’ railway it did not feel that the current levels of technological and analytical capability within the industry supported such focus on this measure. ScotRail Trains questioned whether the use of On Time was appropriate given that not all stations in Scotland had the technology in place to record this measure. TfL commented that the use of On Time could cause perverse incentives including conservative timetable planning.

- 4.5 GTR opposed the use of the APL measure commenting that it is a difficult measure to tie into wider performance monitoring and improvements. Network Rail pointed out that there is currently no definition of APL by region.
- 4.6 There was support from GTR on the proposed use of Delay minutes per 100 kilometres train travel. However, it questioned whether the units of the measure should be 'per 1000 miles train travel' to align with the way this measure is presented in Department for Transport (DfT) operator contracts. TfL supported the use of delay measures provided that they apply to the delays that the infrastructure manager causes.
- 4.7 There was some concern from respondents regarding the use of the Performance management maturity measure. GTR questioned how the measure would be reported and monitored and stated that it may prove burdensome to justify performance against such a measure. Network Rail made the point that Performance management maturity, as defined by the Risk Management Maturity Model for Performance (RM3P), is a subjective measure and commented that it is not suitable as a supporting measure.
- 4.8 MTR Elizabeth Line (MTREL) commented that there was no mention of the Public Performance Measure (PPM) as a proposed measure. ScotRail Trains stated in its response that in Scotland it intends to use PPM as its own success measure.
- 4.9 Abellio and Northern Trains called for more alignment of measures in ORR's outcomes framework with the measures in operator contracts, including the Time to 3 measure. FirstGroup Rail and South Eastern both called for the use of the Time to 15 measure given its link with compensation payments.

Our conclusions

- 4.10 We understand the concerns from some respondents regarding the On Time success measure. However, we agree with Northern Trains that we should continue to focus supporting the delivery of an 'on time' railway. In response to the concerns from ScotRail Trains, we will work with the infrastructure manager to better understand where there are monitoring gaps.
- 4.11 We note the comments on the limitations of APL highlighted by respondents. Given the passenger focused nature of this measure we maintain that this is a useful supporting measure in this outcome area. The focus of our APL monitoring will be for Great Britain as a whole given data for this measure is not available by region.

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- 4.12 We agree with the suggestion from GTR to change the units of the Delay minutes per 100 kilometres train travel to 'per 1000 miles train travel' to align with the way this measure is presented in DfT operator contracts.
- 4.13 We note the concerns raised by GTR about the proposed Performance management maturity measure. Given its qualitative nature we have concluded that such a measure is more suitable within tier 3 of our CP7 outcomes framework. We will work closely with the infrastructure manager to establish how we will monitor and report on performance in this area.
- 4.14 We have considered the call from some respondents to align our framework with the measures in passenger operator contracts and the related proposal from other respondents to include the Time to 15 measure. Whilst our focus in this area is the delivery of an 'on time' railway, we have concluded that the inclusion of the Time to 15 measure in our outcomes framework will incentivise minimising delays to already disrupted passenger journeys, as well as good operational response and service recovery. The very strong correlation between the performance of On Time and Time to 3 measures demonstrates that incentivising behaviours to deliver On Time performance will also support successful delivery of operator contracts.
- 4.15 Regarding comments made about the absence of PPM in our framework, we recognise that passenger operators may be focused on different measures relating to contractual incentives. Whilst our broader monitoring will include operator performance using a range of measures, our proposed approach is to specify a small number of measures in the CP7 outcomes framework, from which we can compare performance across regions. The Scotland HLOS for CP6 included a PPM target. Scottish Ministers will confirm their train performance requirements for the next control period in their CP7 HLOS, expected in January 2023. We will align our outcomes framework to these requirements.
- 4.16 In conclusion, **On Time** and **Cancellations** remain our preferred **success measures** for passenger train performance. Work is currently in progress to produce a regional breakdown of the current Cancellations measure.
- 4.17 For the **supporting measures** we have retained **APL** and the **Delay minutes** measure, changing the units for the latter to 'per 1000 miles train travel'. We have added the **Time to 15** measure and have removed the Performance management maturity measure (but we will continue to monitor this as a tier 3 measure). We have not included Time to 3 in our outcomes framework given the strong correlation with On Time.

4.18 Further information on how we will monitor train performance is described in Chapter 6 of the PR23 policy framework conclusions document. This includes how we will review the infrastructure manager’s delivery of performance to satisfy the reasonable requirements of train operators and the interests of passengers and freight end users.

Table 4.2 Passenger train performance – CP7 outcomes framework conclusions

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> On Time Cancellations
2: Supporting measures	<ul style="list-style-type: none"> Delay minutes per 1000 miles train travel (track/train split) Time to 15 Average Passenger Lateness (APL)

Freight train performance

Technical consultation

4.19 In our consultation, we proposed the use of Freight Cancellations and Lateness (FCaL) as our headline success measure, as a preferred alternative to the Freight Delivery Metric (FDM). We proposed to hold each region to account using the FCaL measure and the SO at a national level.

4.20 We also included Freight Cancellations and Arrivals to Fifteen (A2F) as supporting measures.

Table 4.3 Freight train performance – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> Freight Cancellations and Lateness (FCaL)
2: Supporting measures	<ul style="list-style-type: none"> Freight Cancellations Arrivals to Fifteen (A2F)

Responses to technical consultation

- 4.21 There were mixed views on the FCaL measure. Rail Partners' response recognised that the FCaL measure is likely to be more intuitive than the FDM. Freightliner agreed that the FDM is a confusing measure and welcomed the clarification that the FCaL measure provides in terms of what it is measuring. However, both Network Rail and Rail Freight Group were not convinced that the FCaL measure was any easier to understand than the FDM.
- 4.22 Freightliner, Rail Freight Group and Rail Partners all proposed that the Freight Cancellations measure should sit alongside FCaL (or FDM) as a success measure. Each of these respondents commented on the importance and impact of cancellations on the freight industry. They also had concerns about wrapping up delays and cancellations in one composite measure.
- 4.23 Rail Freight Group supported the use of A2F as a supporting measure. RSSB suggested that the A2F measure should be split to show 'self-inflicted' and 'others inflicted'.

Our conclusions

- 4.24 We recognise that some respondents were not convinced that FCaL was easier to understand than FDM. As set out in our consultation, FCaL is essentially an alternative presentation of the current FDM measure. We maintain the view that FCaL is more intuitive than FDM. The name of the measure provides a better description of what is being measured and the FCaL presentation is more clearly linked to Freight Cancellations (which is a subset of FCaL). As a result, FCaL can be presented to clearly show the breakdown of freight cancellations and lateness.
- 4.25 We acknowledge the clear message from respondents on the importance and impact of freight cancellations on the industry. We also note that some respondents were concerned about wrapping up both delays and cancellations in one composite measure.
- 4.26 Regarding the comments relating to A2F, we will discuss with the infrastructure manager how this measure can be disaggregated in terms of the attribution of A2F 'failures'. In addition to monitoring A2F (as a whole) as a supporting measure, a more detailed breakdown could be used to support our wider additional assurance monitoring (tier 3).
- 4.27 Reflecting on respondents' comments on the primary importance and impact these have on the industry, we have concluded that **Freight Cancellations is our success measure** in this outcome area.

- 4.28 To provide a strong focus on freight cancellations and to avoid duplication at success measure level we will use **FCaL as a supporting measure**. We note the concerns that FCaL wraps up both delays and cancellations in one composite measure. However, we maintain the view that this is a useful measure to include in our outcomes framework given its historical use (presented as FDM) and that it is closely linked to the Freight Cancellations measure.
- 4.29 We will also use **A2F as a supporting measure**. We recognise the impact that delays to freight services can have. These delays are reflected in both the A2F and FCaL measures.

Table 4.4 Freight train performance – CP7 outcomes framework conclusions

Tier	Measure
1: Success measures	<ul style="list-style-type: none">• Freight Cancellations
2: Supporting measures	<ul style="list-style-type: none">• Freight Cancellations and Lateness (FCaL)• Arrivals to Fifteen (A2F)

5. Asset sustainability

Technical consultation

- 5.1 In our consultation we proposed the continued use of the Composite Sustainability Index (CSI) as the headline success measure for asset sustainability in CP7. We also proposed a range of supporting measures, not all fully defined, on how well the infrastructure manager is maintaining the condition and performance of the assets.
- 5.2 One of these supporting measures is the Composite Reliability Index (CRI), which provides a shorter-term assessment of asset reliability. We also identified further supporting measures of the infrastructure manager's delivery against plan, as well as an asset data quality measure.

Table 5.1 Asset sustainability – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> • Composite Sustainability Index (CSI)
2: Supporting measures	<ul style="list-style-type: none"> • Composite Reliability Index (CRI) • Renewals: effective volumes • Asset data quality • Range of measures focused on high priority areas: <ul style="list-style-type: none"> ○ Lineside vegetation ○ Examinations – structures, earthworks, buildings ○ Civils inspections ○ Maintenance compliance ○ Resilience and adaptation

Responses to technical consultation

- 5.3 There was general support for the approach we have proposed for CP7, with RSSB, South Eastern and Rail Freight Group agreeing with our proposed hierarchy of asset sustainability measures. Respondents also noted the importance of monitoring asset sustainability to ensure that asset condition is maintained in the long-term.

- 5.4 Network Rail supported the use of CSI as a success measure and noted how it is improving this measure for CP7. However, it suggested that the range of measures focused on high priority areas should be moved down to the third tier of the CP7 outcomes framework.
- 5.5 RSSB and South Eastern agreed there should be a focus on retaining competence during rail reform and there was support from DB Cargo on the need to monitor network resilience.
- 5.6 Some train operators were looking for a more granular level of detail on asset sustainability. MTREL was keen to see additional measures such as 'asset reliability per train operated'. Northern Trains were looking for additional local asset information and delivery information to be shared with the train operator, where there is an interface with structures and buildings on its estate.
- 5.7 Several respondents also suggested additional measures in this area. Northern Trains suggested further measures on performance of mechanical and electrical equipment. Tata Consultancy proposed KPIs, such as the actual asset renewal age profile versus the overall optimum renewal age profile. South Eastern also emphasised the need for measures that are more forward looking and maximise whole system thinking (across multiple asset groups).

Our conclusions

- 5.8 **We are not making any changes to the proposed CP7 success and supporting measures for asset sustainability.** The set of success and supporting measures are summarised in Table 5.2.
- 5.9 We do not agree with Network Rail that the range of measures focused on high priority areas should be downgraded to additional assurance. Maintaining these as supporting measures will provide transparency of the infrastructure manager's obligations, providing a strong reputational incentive to improve. We are working with Network Rail to confirm the exact set of measures focused on high priority areas and how it will report asset data quality in its CP7 delivery plan.
- 5.10 Where respondents, especially train operators, are looking for more data from the infrastructure manager regarding asset sustainability, we consider this is appropriate for operators to agree with infrastructure manager's regions at a local level. We understand the importance of this granular information to stakeholders planning their businesses. However, it is not a priority for public reporting of the infrastructure manager's performance.

5.11 We have reviewed those additional measures suggested by respondents. We are content that we are picking up the majority of these in our asset sustainability monitoring that sits in additional assurance, either in detailed measures or qualitative reviews of the infrastructure manager’s processes and performance. There are some suggested measures where we are looking at improving our monitoring over the next control period. This includes assessing the future risk due to any under-delivery versus the optimum whole life cost plan.

Table 5.2 Asset sustainability – CP7 outcomes framework conclusions

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> • Composite Sustainability Index (CSI)
2: Supporting measures	<ul style="list-style-type: none"> • Composite Reliability Index (CRI) • Renewals: effective volumes • Range of measures focused on high priority areas: <ul style="list-style-type: none"> ○ Lineside vegetation ○ Examinations – structures, earthworks, buildings ○ Civils inspections ○ Maintenance compliance ○ Resilience and adaptation • Continue to develop asset data quality measure, to be confirmed in our determination

6. Efficiency and financial performance

Technical consultation

- 6.1 In our consultation we proposed the Financial Performance Measure (FPM) as our headline success measure for CP7. We are currently using this measure in CP6.
- 6.2 We also proposed the continued use of FPM alongside a range of supporting measures including Efficiency and fishbone analysis of cost drivers. This provides insight into the drivers of changes to costs over time including efficiencies, headwinds, tailwinds, and input price effects.

Table 6.1 Efficiency and financial performance – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> Financial Performance Measure (FPM)
2: Supporting measures	<ul style="list-style-type: none"> Efficiency and fishbone analysis of cost drivers Leading indicators of efficient delivery <ul style="list-style-type: none"> Booking of disruptive access Workbank planning Maintenance headcount Efficiency plan quality

Responses to technical consultation

- 6.3 There was general support from Northern Trains on the measures proposed in this outcome area. Rail Freight Group’s response supported the continued use of FPM. LCRCA stated that it is key to measure what is delivered, particularly given recent inflation figures and associated staff cost increases.
- 6.4 South Eastern encouraged the measures in this area to have a strong emphasis on efficiency, particularly given the current economic climate.
- 6.5 There was concern from Northern Trains regarding whether Maintenance headcount is a suitable supporting measure. The response questioned how useful

the measure would be, particularly if out-sourced work was excluded from the measure.

6.6 There was support for the Booking of disruptive access measure from Rail Freight Group. It highlighted the importance of incentives enabling freight to continue to operate, particularly overnight.

Our conclusions

6.7 Reflecting the strong focus on efficiency in the England & Wales HLOS, and consultation comments received, we are promoting **Efficiency (£ delivered against Network Rail’s CP7 delivery plan) as a success measure**. We will **retain FPM as a success measure**, as in our original proposals. However, we will also give some prominence to the split of operations and capital expenditure (i.e. the opex/capex split) of this measure within our approach to monitoring and holding the infrastructure manager to account.

6.8 We are removing Maintenance headcount as a supporting measure as this is likely to be less relevant in CP7 given workforce reforms.

6.9 We have concluded that FPM and Efficiency will be our success measures and that these will be **supported by the Fishbone analysis of cost drivers** and three leading indicators of efficiency delivery: **Booking of disruptive access; Workbank planning; and Efficiency plan quality**.

Table 6.2 Efficiency and financial performance – CP7 outcomes framework conclusions

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

7. Environmental sustainability

Technical consultation

- 7.1 In our consultation we pointed to an increased focus on environmental sustainability by proposing three success measures for our CP7 monitoring. This included the One Planet Indicator (OPI), a composite measure made up of several indicators. The other success measures focused on biodiversity and carbon emissions reduction.
- 7.2 As supporting measures, we proposed two additional measures of carbon emissions as well as a measure of air quality at stations.

Table 7.1 Environmental sustainability – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> • One Planet Indicator (OPI) • Biodiversity Units • Carbon emissions scope 1 and 2
2: Supporting measures	<ul style="list-style-type: none"> • Carbon emissions: non-traction energy use • Carbon emissions scope 3 • Air quality at stations

Responses to technical consultation

- 7.3 GTR, Northern Trains and South Eastern were all broadly supportive of the proposed measures in this outcome area. RSSB were supportive of the increased focus on environmental sustainability, welcoming the proposed use of three success measures.
- 7.4 However, both Network Rail and Rail Freight Group commented that there were too many success measures in this area. They pointed to an imbalance when looking at the proposed success measures across all outcome areas.
- 7.5 Network Rail suggested that OPI should be the only success measure with the other proposed success measures used as supporting measures. It pointed to a similar approach proposed for the asset sustainability outcome area, which uses the CSI as the only success measure. Network Rail added that OPI is a new and

developing measure and that it is currently 'shadow-running' to refine the measure and include additional datasets. RSSB asked for further detail on the OPI measure.

- 7.6 Network Rail commented in its response that the Biodiversity Units success measure proposed was not used by environmental regulators in Wales and Scotland. It would welcome further discussion with ORR on monitoring biodiversity across the whole network. LCRCA suggested that there should be a measure of biodiversity at lineside to provide greater climate resilience.
- 7.7 Network Rail questioned the inclusion of Carbon emissions scope 1 and 2 as a success measure given this was already a component of the OPI measure. RSSB highlighted a risk of overlap and double counting between the proposed Carbon emissions scope 1 and 2 as a success measure and the Carbon emissions: non-traction energy use supporting measure. LCRCA suggested that there should be a measure to monitor the decarbonisation of rail.
- 7.8 RSSB welcomed the proposed inclusion of Air quality at stations as a supporting measure. It added that it had designed and installed the air quality monitoring network at over 100 stations across England and Wales with a further nine being installed in Scotland. RSSB commented that it was currently developing recommendations for air quality targets in consultation with Network Rail and wider industry and that air quality improvement plans may be required by DfT in future.
- 7.9 South Eastern suggested the proposed measures could be expanded to include additional emphasis on climate change adaptation, the reduction of emissions associated with electricity supply and the reduction and reuse of waste.

Our conclusions

- 7.10 We were already aware that the OPI measure is relatively new and still under some development. However, more recent discussions with Network Rail have raised increased concerns around whether the measure and data underlying OPI will be sufficiently stable by the start of CP7. Our understanding is that Network Rail now expects to start monitoring this measure more formally in April 2024. As a result, we consider that OPI is more suitable as a supporting measure. There may be scope during the control period to promote OPI to a success measure once we have more confidence in the stability of the measure.
- 7.11 We maintain the view that both the Biodiversity Units and Carbon emissions scope 1 and 2 measures should be success measures given their direct link to government requirements. We note Network Rail's comments that the Biodiversity

Units measure is not used in Wales or Scotland. However, we wish to see biodiversity and habitat condition managed, monitored and reported in the same manner as other railway assets, where consistent methodologies and accounting processes are used to underpin the regulatory environment. The inclusion of the Biodiversity Units measure (as defined by Natural England’s Biodiversity Metric 3.0) in our outcomes framework provides continuity for CP7 given this measure was used to establish the baselines in Network Rail’s State of Nature report. We will also use any other measures of biodiversity used by the infrastructure manager in CP7 to support our wider monitoring in this area.

- 7.12 We agree with RSSB’s concern regarding the risk of overlap and double counting between the proposed Carbon emissions scope 1 and 2 as a success measure and the Carbon emissions: non-traction energy use supporting measure. We have explored this further with Network Rail and as a result have decided to remove the Carbon emissions: non-traction energy use supporting measure from our outcomes framework.
- 7.13 Regarding comments calling for a measure of climate change adaptation, we have the Resilience and adaptation measure within the asset sustainability area of our outcomes framework.
- 7.14 We have concluded that **Biodiversity Units** and **Carbon emissions scope 1 and 2 measures will be our success measures** in this outcome area. These are supported by the **OPI**, **Carbon emissions scope 3** and **Air quality at stations** as our supporting measures.

Table 7.2 Environmental sustainability – CP7 outcomes framework conclusions

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> • Biodiversity Units • Carbon emissions scope 1 and 2
2: Supporting measures	<ul style="list-style-type: none"> • One Planet Indicator (OPI) • Carbon emissions scope 3 • Air quality at stations

8. Customer satisfaction

Technical consultation

8.1 Consistent with CP6 and the focus we place on positive customer experience, in our consultation we proposed to include customer satisfaction survey results as a supporting measure. In CP6 we monitored customer satisfaction with both the Network Rail managed stations and overall journeys and we pointed to a continued focus on these customer experiences.

Table 8.1 Customer satisfaction – proposed CP7 outcomes framework in technical consultation

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

Responses to technical consultation

8.2 Northern Trains agreed with the proposed supporting measures. However, Arriva, MTREL and South Eastern either called for, or were concerned by the lack of, a success measure in this outcome area. In addition, both Abellio and TfL called for a success measure of satisfaction with managed stations.

8.3 South Eastern called for satisfaction with managed stations to be expanded to include franchised stations.

8.4 Heathrow Airport’s response requested that a stakeholder satisfaction measure is added for passengers, freight and other bodies as well as other infrastructure managers. Rail Freight Group called for a freight customer satisfaction measure to be included alongside passenger satisfaction measures.

Our conclusions

8.5 We fully recognise the importance of monitoring and understanding customer satisfaction. As set out in our consultation, a new customer satisfaction survey is currently being established by industry. We anticipate that our monitoring in this

area will be based on the data from this survey. Until this new survey is available, we have no baseline to understand current performance or set future expectations.

- 8.6 For customer satisfaction with an overall journey, it is particularly challenging to separate out the infrastructure manager’s contribution from other factors. For this reason, and because of constraints on survey data outlined above, our position remains that the proposed customer satisfaction measures should be supporting measures.
- 8.7 Regarding the proposed expansion of the measure of Customer satisfaction at infrastructure manager managed stations to include franchised stations, we believe this should be considered at an appropriate point depending on the progress of rail reform.
- 8.8 We currently assess the quality of Network Rail’s stakeholder engagement and use this to hold Network Rail to account in line with the network licence. To support this assessment in CP6 we undertake surveys of Network Rail stakeholders and ask Network Rail business units to undertake a self-assessment of their stakeholder engagement. We are currently exploring with Network Rail how the ORR stakeholder survey may be aligned with similar surveys carried out across Network Rail. This should reduce duplication and requests to Network Rail’s stakeholders. Rather than specifying stakeholder satisfaction measures, our preference is to continue to develop from our CP6 approach to support our additional assurance monitoring and holding to account in CP7.
- 8.9 We have concluded that, as proposed in our consultation, there will be no success measures in this outcome area. However, we will monitor **Customer satisfaction of overall journey** and **Customer satisfaction of experience at infrastructure manager managed stations** as **supporting measures**.

Table 8.2 Customer satisfaction – CP7 outcomes framework conclusions

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

9. System operation

Technical consultation

- 9.1 In our consultation we recognised the important role played by the infrastructure manager, including the SO and regions, in system operation. Its role is to ensure capacity is used efficiently, competing demands are balanced fairly, changes to the network are managed smoothly and timetables are dependable and well suited to customer needs.
- 9.2 We did not propose any headline success measures for our CP7 outcomes framework in this area. Whilst recognising that the outcome area does not lend itself easily to quantitative measures, we provisionally considered whether we could expand the range of measures for system operation to include supporting measures on timetable development competence, delivery of strategic projects and network access application management. These supporting measures would be supported by additional information.

Table 9.1 System operation – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> None proposed
2: Supporting measures	<ul style="list-style-type: none"> Timetable development competence Delivery of strategic projects Network access application management

Responses to technical consultation

- 9.3 In response to our consultation, Northern Trains expressed support for our overall approach. It recognised that quantitative success measures are challenging in this outcome area.
- 9.4 MTREL, Rail Freight Group and TfL felt that there was a need for a system operation success measure. MTREL called for a success measure for timetable development. Whilst supporting the proposed measures, Rail Freight Group questioned why none were considered a success measure given the importance of this outcome area. Similarly, TfL called for a success measure given the

importance of this area and its criticality to the reliable functioning of the railway and the delivery of enhancements.

- 9.5 Respondents also made suggestions as to how we could further develop the measures proposed in our consultation. Northern Trains emphasised more focus on the overlap between the three areas. RSSB highlighted that the delivery of strategic projects should include consideration of how they affect other interventions, planned and delivered, on the existing asset base and how any associated risks and opportunities are managed. South Eastern outlined that adherence to the Network Code for items such as timetable development and access applications is a regulated area and that they should be straightforward to measure against set criteria. TfL suggested that adherence to the delivery of service changes to agreed timescales could be measured alongside general adherence to the timescales specified in the Network Code.
- 9.6 Respondents also expressed more general support for measures related to this outcome area. DB Cargo asked for measures that result in increased focus on the activities of the SO, reflecting the importance of its key system-wide functions being supported. Network Rail and Northern Trains agreed that further development of system operation measures was needed. South Eastern expressed support for specified measures and outlined that a lack of these could disincentivise the infrastructure manager from focusing on the day-to-day management of the railway.

Our conclusions

- 9.7 We recognise the reasons respondents have provided for the use of a success measure for system operation. However, at this stage we have not identified success measures that are appropriate for this outcome area. This is because of the known challenges in developing one or two simple headline measures that fully encapsulate success within system operation.
- 9.8 We will continue to develop our proposals through engagement with the infrastructure manager and consideration of HLOS requirements. We want to determine the appropriate mix of quantitative measures and additional assurance monitoring. In looking to develop our measures, we will take on board the suggestions from respondents to our consultation.
- 9.9 We plan to provide more detail on our approach to holding the infrastructure manager to account for system operation in our determination. We will also use this opportunity to clearly outline the link between the SO's functions and the achievement of the infrastructure manager's wider headline success measures.

Table 9.2 System operation – CP7 outcomes framework conclusions

Tier	Measure
1: Success measures	<ul style="list-style-type: none">• Continue to explore options, to be confirmed in our determination
2: Supporting measures	<ul style="list-style-type: none">• Continue to explore options, to be confirmed in our determination

10. Freight growth

Technical consultation

- 10.1 In our consultation, we proposed a supporting measure based on measuring freight growth. We recognised there may be an enhanced focus on this outcome area within both England & Wales and Scotland HLOSs. As such, we outlined that freight growth could ultimately be a success measure within the final CP7 outcomes framework.
- 10.2 We also proposed to explore with Network Rail the use of alternative measures of rail freight activity. This would help us gain a broader view of freight movements on the rail network.

Table 10.1 Freight growth – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> None proposed
2: Supporting measures	<ul style="list-style-type: none"> Freight net tonne kilometres moved Alternative measures of rail freight activity

Responses to technical consultation

- 10.3 Freightliner, Rail Freight Group and Rail Partners all expressed support for a freight growth success measure. Freightliner outlined support for a growth target success measure to incentivise the regions to support rail freight growth, particularly with the creation of Great British Railways (GBR) and the further devolution of responsibilities to the regional level. Rail Freight Group also supported a freight growth target and were of the view this should be a success measure. Rail Partners believed that a freight growth success measure would incentivise each region and the SO to grow the freight market and would help to track progress against an overarching target.
- 10.4 Rail Partners were supportive of 'freight moved' as the metric for measuring freight growth. This was because it is already used within the industry and ORR. They caveated this with a recognition that the freight growth measure must be consistent with those potentially outlined in government HLOSs.

10.5 Network Rail expressed support for our proposal to explore alternative measures of rail freight activity within supporting measures.

Our conclusions

10.6 The England & Wales HLOS has outlined strong support for freight growth. It has also emphasised the important role the infrastructure manager has, supported by a performance target, in facilitating this growth. The Scotland HLOS for CP6 included a freight growth target. Scottish Ministers will confirm if this expectation continues for the next control period in their CP7 HLOS, expected in January 2023.

10.7 Given the focus in the England & Wales HLOS, and recognising the support among other industry stakeholders, we have concluded that **Freight net tonne kilometres moved** will be a headline **success measure** in our CP7 outcomes framework. We will keep this measure under review pending any other freight growth measures proposed in the Scotland HLOS.

10.8 We will continue to explore with the infrastructure manager the use of alternative measures of rail freight activity, within supporting measures, to reflect the full range of freight activity. We will provide a final position on these alternative measures in our determination.

Table 10.2 Freight growth – CP7 outcomes framework conclusions

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> Freight net tonne kilometres moved
2: Supporting measures	<ul style="list-style-type: none"> Continue to explore alternative measures of rail freight activity, to be confirmed in our determination

11. Network capability

Technical consultation

- 11.1 In our consultation we did not propose any measures in the CP7 outcomes framework for network capability. This outcome area is often defined in terms of: track mileage and layout; line speed; gauge; route availability and electrification type.
- 11.2 We outlined our intention to closely monitor the infrastructure manager’s approach to network capability through enhanced dashboard reporting and continue to engage with train operators who raise concerns regarding network capability.

Table 11.1 Network capability – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> • None proposed
2: Supporting measures	<ul style="list-style-type: none"> • None proposed

Responses to technical consultation

- 11.3 Freightliner, Northern Trains and South Eastern expressed support for success and/or supporting measures for network capability. Freightliner highlighted published capability data, including gauge data, as being useful for their operations. Northern Trains proposed a success measure around the timely provision of route capability constraints to mitigate instances of services being unable to be delivered at short notice.
- 11.4 Overall, some respondents stressed the challenges in this outcome area and sought reassurance with respect to monitoring and oversight.
- 11.5 Freightliner expressed concern that wider funding issues could impact the publication of capability data. Northern Trains’ support for measures was rooted in its belief that additional assurance alone does not go far enough in addressing widespread challenges. Rail Freight Group saw network capability and route availability as a key risk area for freight that needs to be closely monitored if funding is constrained. South Eastern wanted further information on proposed

improvements to dashboard reporting and how ORR would hold the infrastructure manager to account without a specified success criterion. TfL stressed the need for good oversight of network capability, ensuring that there is appropriate consultation with operators when network capability is changed, particularly where operators are not the primary customers.

Our conclusions

- 11.6 Whilst recognising the challenges outlined by respondents with respect to network capability, we are not planning to introduce any success and/or supporting measures at this stage of PR23. However, to help address operator concerns identified through the consultation we are commissioning an [independent reporter](#) review of network capability, which will include an assessment of CP7 reporting requirements for network capability. This work is anticipated to conclude in March 2023.
- 11.7 We anticipate the independent reporter work will provide additional evidence for our updated position on monitoring network capability in our determination.

Table 11.2 Network capability – CP7 outcomes framework conclusions

Tier	Measure
1: Success measures	<ul style="list-style-type: none">Continue to explore options, to be confirmed in our determination
2: Supporting measures	<ul style="list-style-type: none">Continue to explore options, to be confirmed in our determination

12. Network availability and possession management

Technical consultation

- 12.1 In our consultation we did not propose any success or supporting measures with respect to the role the infrastructure manager plays in balancing, and efficiently managing, necessary engineering work alongside having an accessible rail network for operators.
- 12.2 However, with the opportunity for [operators to opt-out of the Schedule 4 regime](#), this has the potential to reduce the financial incentives on the infrastructure manager to plan possessions efficiently and minimise disruption to end-users. Consequently, we proposed increasing the reputational incentive with enhanced monitoring (additional assurance) on: possession trends; notifications; late possession changes; and cancellations.
- 12.3 We also committed to the continued monitoring of recommendations in the [independent review of possession efficiency](#) completed in April 2021.

Table 12.1 Network availability and possession management – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> None proposed
2: Supporting measures	<ul style="list-style-type: none"> None proposed

Responses to technical consultation

- 12.4 There was widespread consensus among respondents that enhanced monitoring of network availability and possession management is required. Freightliner, MTREL, Northern Trains, Rail Freight Group, South Eastern and TfL all made comments in this regard. MTREL, Rail Freight Group and TfL made specific reference to the change in the Schedule 4 regime.
- 12.5 However, many respondents also felt that success and/or supporting measures were necessary. Freightliner were in favour of a supporting measure which tracks

network availability given the significant levels of engineering access that is being requested. MTREL expressed support for a success measure on network availability to protect freight and open access operators. Northern Trains felt that the areas of enhanced monitoring proposed will lack openness if they form part of additional assurance. Similarly, Rail Freight Group did not believe that additional assurance was sufficient and would like, at a minimum, a supporting measure to encourage good possession management. South Eastern, whilst supportive of the areas for enhanced monitoring, felt it should be part of success and/or supporting measures.

- 12.6 South Eastern expressed a desire for possessions to be utilised to maximum benefit and for the infrastructure manager to work with operators to ensure that any additional works required are picked up during a possession. It also expressed support for setting out criteria as to what a successful possession looks like.

Our conclusions

- 12.7 It is positive that, like ORR, respondents to the consultation recognised the need for enhanced monitoring of network availability and possession management in CP7. We also understand that, for some stakeholders, this necessitates the use of success and/or supporting measures.
- 12.8 In early October, we appointed consultants to engage further with the industry, and provide expert advice, to help us to reach an evidence-based policy position on the approach to monitoring network availability and possession management in CP7. This will help us build a robust approach, informed by the views of operators, the infrastructure manager and other stakeholders impacted by operators being able to opt-out of the Schedule 4 regime and our subsequent monitoring approach.
- 12.9 Given responses to the consultation, the scope of the work will include the potential for success and/or supporting measures. We expect to receive a proposal, informed by internal and external views, by the first quarter of 2023. This proposal will help inform our updated monitoring position in our determination.

Table 12.2 Network availability and possession management – CP7 outcomes framework conclusions

Tier	Measure
1: Success measures	<ul style="list-style-type: none">• Continue to explore options, to be confirmed in our determination
2: Supporting measures	<ul style="list-style-type: none">• Continue to explore options, to be confirmed in our determination

13. Accessibility

Technical consultation

13.1 In our consultation, we did not propose any measures in the CP7 outcomes framework for accessibility. We outlined that our focus would be on securing regulatory compliance with accessibility standards for all infrastructure works, alongside ensuring accurate information is provided to passengers about the accessibility features of stations. This would be covered as part of our additional assurance work.

Table 13.1 Accessibility – proposed CP7 outcomes framework in technical consultation

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> None proposed
2: Supporting measures	<ul style="list-style-type: none"> None proposed

Responses to technical consultation

13.2 RSSB supported the inclusion of accessibility in our outcomes framework for CP7. However, both LCRCA and Northern Trains were disappointed we did not include any success or supporting measures in our proposals. LCRCA suggested that we should monitor the number of accessible stations. Northern Trains proposed that derogation applications and percentage of journeys that are step free be considered as CP7 measures.

13.3 RSSB highlighted that our approach to accessibility should also consider a wider range of issues. This included access to information pre- and post-journey and accessibility of Network Rail offices and depots.

13.4 LCRCA expected that a portfolio of Access for All projects should continue to be delivered during CP7 and ORR should monitor delivery of schemes. RSSB also considered that accessibility improvements should be considered as improvements in their own right.

Our conclusions

- 13.5 We recognise the importance of accessibility to users of the rail network and the benefits of increasing transparency of improvements made by the infrastructure manager in this area. There are a range of interventions the infrastructure manager can make to improve accessibility, such as installation of lifts on footbridges, tactile markings and information for wayfinding and reducing gaps and stepping distances between platforms and trains.
- 13.6 We already require train and station operators to publish [Accessible Travel Policies \(ATPs\)](#) that set out the steps they will take to facilitate accessibility, as mandated under licence and in accordance with our guidance. We monitor train and station operators' compliance with their ATPs as part of our consumer powers. This includes access to information before, during and after the journey, the provision of pre-booked and unbooked assistance, and staff training.
- 13.7 We will continue to assess compliance with the National Technical Specification Notice (NTSN) for Persons with Reduced Mobility (PRM) as part of our authorisation role.
- 13.8 The 'Access for All' portfolio of accessibility projects are funded as [infrastructure enhancements](#), where investment decisions are made using DfT Rail Network Enhancements Pipeline governance. This is outside the scope of PR23.
- 13.9 We are planning to investigate if there are measures we can introduce to increase transparency of improvements when the infrastructure manager is delivering renewals for CP7. There will be an update in our determination.

Table 13.2 Accessibility – CP7 outcomes framework conclusions

Tier	Measure
1: Success measures	<ul style="list-style-type: none"> Continue to explore options, to be confirmed in our determination
2: Supporting measures	<ul style="list-style-type: none"> Continue to explore options, to be confirmed in our determination

Annex A: Description of success and supporting measures

Table A1: Description of success and supporting measures in our CP7 outcomes framework following technical consultation

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.	GB, 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.	GB, 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.	GB, 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, national passenger operator
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
Train performance: passenger	Delay minutes per 1000 miles train travel (track/train split)	Supporting	The attributed delay minutes to in-service passenger trains from incidents occurring in each region per 1000 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

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Outcome area	Measure	Tier	Description	Monitoring focus
Train performance: passenger	Average Passenger Lateness (APL)	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.	GB
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.	GB, region
Train performance: freight	Freight Cancellations and Lateness (FCaL)	Supporting	The percentage of commercial freight services that are either: <ul style="list-style-type: none"> cancelled by the infrastructure manager or another operator that is not a commercial freight operator; or 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. 	GB, region
Train performance: freight	Arrivals to Fifteen (A2F)	Supporting	The percentage of commercial freight services ran that arrive at their planned destination within 15 minutes of their booked arrival time.	GB

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Outcome area	Measure	Tier	Description	Monitoring focus
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
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 1-5.	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	Lineside vegetation	Supporting	Delivery of lineside vegetation schemes against Network Rail's CP7 delivery plan.	Region

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Outcome area	Measure	Tier	Description	Monitoring focus
Asset sustainability	Examinations – structures, earthworks, buildings	Supporting	Delivery of examinations against Network Rail's CP7 delivery plan.	Region
Asset sustainability	Civils inspections	Supporting	Delivery of civils inspections against Network Rail's CP7 delivery plan.	Region
Asset sustainability	Maintenance compliance	Supporting	Delivery of maintenance against Network Rail's CP7 delivery plan.	Region
Asset sustainability	Resilience and adaptation	Supporting	Delivery of resilience and adaptation schemes against Network Rail's CP7 delivery plan.	Region

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Outcome area	Measure	Tier	Description	Monitoring focus
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
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

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Outcome area	Measure	Tier	Description	Monitoring focus
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
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.	GB, 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.	GB, region
Environmental sustainability	One Planet Indicator (OPI)	Supporting	The environmental footprint associated with resource consumption across six material categories (waste, water, energy, refrigerants, materials and business travel) expressed as an equivalent to planet area needed to sustain the resource consumption. The ideal is no more than a “one planet economy”.	GB, region
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.	GB, region

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Outcome area	Measure	Tier	Description	Monitoring focus
Environmental sustainability	Air quality at stations	Supporting	Level of harmful pollutants at infrastructure manager managed stations such as nitrogen oxides (NO _x), nitrogen dioxide (NO ₂), and particulate matters (PM, including PM ₁₀ and PM _{2.5}).	GB, region
Customer satisfaction	Customer satisfaction of overall journey	Supporting	The percentage of customers surveyed who were satisfied with their overall journey.	GB, region
Customer satisfaction	Customer satisfaction of experience at infrastructure manager managed stations	Supporting	The percentage of customers surveyed who were satisfied with their experience at infrastructure manager managed stations.	GB, region
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.	GB, region



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