

Oliver Stewart
RAIB Recommendation Handling Manager
T: 020 7282 3864
M: 07710069402
E-mail oliver.stewart@orr.gov.uk



16 February 2022

Mr Andrew Hall
Deputy Chief Inspector of Rail Accident Investigation Branch
Cullen House
Berkshire Copse Rd
Aldershot
Hampshire GU11 2HP

Dear Andrew,

RAIB Report: Person struck by a train at Eden Park station, south-east London on 26 February 2020

I write to report¹ on the consideration given and action taken in respect of the recommendations addressed to ORR in the above report, published on 19 February 2021.

The annex to this letter provides details of actions taken in response to the recommendations and the status decided by ORR. The status of recommendation 1 and 3 is '**Implemented**'. The status of recommendations 2, 4 and 5 is '**Progressing**'. We have concluded that Network Rail have '**Implemented**' recommendation 6 but have not commented on the status of the other bodies identified as it is outside the remit of ORR.

ORR will advise RAIB when further information is available regarding actions being taken to address these recommendations.

We will publish this response on the ORR website on 17 February 2022.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Oliver Stewart', written over a horizontal line.

Oliver Stewart

¹ In accordance with Regulation 12(2)(b) of the Railways (Accident Investigation and Reporting) Regulations 2005

Initial consideration by ORR

1. All 6 recommendations were addressed to ORR when the report was published on 19 February 2021.
2. After considering the recommendations ORR passed recommendations 1 & 2 to Network Rail and train operators who are holders of a franchise agreement that includes 'full repairing and insuring lease' asset management arrangements; recommendation 3 to the Rail Delivery Group; and recommendation 5 to RSSB asking them to consider and where appropriate act upon them and advise ORR of its conclusions. The consideration given to each recommendation is included below.
3. Recommendation 4 was addressed to ORR and RAIB addressed recommendation 6 to the British Transport Police, National Fire Chiefs Council, Association of Ambulance Chief Executives, London Fire Brigade and London Ambulance Service (facilitated, co-ordinated and informed by Network Rail).
4. ORR also brought recommendation 2 to the attention of other Infrastructure Managers as it was concluded that that there are equally important lessons for them. ORR did not ask these organisations to provide a reply.

Recommendation 1

The intent of this recommendation is to ensure that the rail industry has an improved process for considering when to install tactile surfaces at the edge of station platforms. Implementation of this recommendation is expected to be based on information already available to the UK rail industry and not delayed while information is collected by implementation of Recommendation 5.

The Department for Transport and Network Rail (in consultation with Rail Delivery Group and RSSB) should create a coherent policy and associated process (including effective risk management) for establishing when tactile surfaces should be provided at the edge of station platforms. This process should include:

- explicit consideration of safety and accessibility for all passengers;
- determining when installation of tactile surfaces is justified at particular locations, taking account of total passenger usage and any location-specific circumstances likely to affect usage by passengers at greater risk (including visually impaired people);
- identifying stations where installation of tactile surfaces would give greatest benefit;
- identifying and remedying locations where tactile surfaces have been installed incorrectly (including where they have been installed partially along the length of a platform); and
- ensuring that analysis tools used to determine risk levels at the platform-train interface include adequate consideration of passengers at greater risk (including visually impaired passengers).

This recommendation may also apply to train operating companies with franchise agreements that include 'full repairing and insuring lease' asset management arrangements

ORR decision

5. When the report was published ORR addressed the recommendation to Network Rail train and all TOCs with franchise agreements that include 'full repairing and insuring lease' asset management arrangements. Since then Network Rail has reached an agreement with DfT to carry out all work around fitment of tactile platform edges at stations on the mainline by the end of CP7 (March 2029). Network Rail expect most of the work to be carried out in the last year of CP6 and first year of CP7 (2024-2025).

6. ORR met with Network Rail staff involved with the programme on 17 January 2022 to discuss the work in more detail and confirm the funding arrangements. The fitment of tactile platform edges is being done as part of the existing Access for All programme. As safety is not a devolved matter, the agreement with DfT also applies to stations in Scotland and Wales. DfT has ring-fenced funding for the work. Network Rail is in the process of finalising plans and will then submit them to DfT in order for the funding to be released.

7. The programme is endorsed by the Network Rail Chief Executive and Chair and the Secretary of State.

8. After reviewing the information provided ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, Network Rail has:

- taken the recommendation into consideration; and
- has taken action to implement it

Status: Implemented.

Information in support of ORR decision

9. See Annex B para 1 to 17

Recommendation 2

The intent of this recommendation is to ensure that tactile surfaces justified by work done to implement Recommendation 1 are installed in a timely manner across the UK rail network. It is not expected that the installation programme will rely on data collected by implementation of Recommendation 5.

Network Rail and the Department for Transport (in consultation with train operators) should develop and progress a time-bound programme to install tactile surfaces at stations where justified by safety benefits. The programme should take account of priorities based on identification of locations where installation would give greatest benefit (paragraphs 127b, 128).

This recommendation may also apply to train operating companies with franchise agreements that include *'full repairing and insuring lease'* asset management arrangements.

ORR decision

10. As noted with regard to recommendation 1, Network Rail has been funded to fit tactile edges to all platforms on the mainline by the end of CP7. Network Rail expect most of the work to be carried out in the last year of CP6 and first year of CP7 (2024-2025).

11. Individual Network Rail regions have provided prioritised programmes for fitment of tactile to platform not currently equipped with them. Funding has been agreed with Treasury and will be release by DfT once the fitment programmes have been finalised.

12. After reviewing the information provided ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, Network Rail has:

- taken the recommendation into consideration; and
- is taking action to implement it

Status: *Progressing*. ORR will advise RAIB when further information is available regarding actions being taken to address this recommendation.

Information in support of ORR decision

13. See Annex B para 18 to 29

Recommendation 3

The intent of this recommendation is to ensure that the rail industry identifies and implements appropriate mitigations to manage the risk of visually impaired people falling from the edge of station platforms that are not yet fitted with tactile surfaces.

The Rail Delivery Group, assisted where necessary by RSSB, train operating companies and passenger groups representing visually impaired people, should research and develop means of reducing the risk associated with visually impaired people using station platforms where tactile surfaces have not yet been installed

ORR decision

22. Having reviewed the initial response from RDG, we were concerned with the narrowness of the remit of the workshops, the limited engagement with passenger groups and the lack of evidence of good practice from elsewhere being embraced. RDG provided an update identifying additional stakeholder engagement workshops and evidence of consideration of relevant issues. This work culminated in publication of guidance for TOCs aimed at reducing the risks associated with visually impaired people using station platforms where tactile surfaces have not yet been installed.

14. After reviewing the information provided ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, RDG has:

- taken the recommendation into consideration; and
- has taken action to implement it

Status: Implemented

Information in support of ORR decision

15. On 10 August 2021 RDG provided the following initial response:

RDG has been working, with RSSB on how the risk associated with visually impaired passengers using station platforms where tactile surfaces have not yet been, or fully installed, can be reduced. We decided that rather than asking RSSB to undertake a formal research project we would run workshops with Train Operators and Network Rail along with passenger groups representing visually impaired passengers. The workshops would then allow us to develop guidance quickly that would be of use to industry.

A workshop was facilitated by RSSB on 26 May 2021 with TOCs and “Guidedogs” to collate good practice interventions that can be used by operators. This was written up and reviewed by RDG’s Passenger Operators’ Safety Group on 24 June 2021 who supported the interventions but wanted a “toolbox” of items that can be used. The outline was tested with wider stakeholders on 21 July 2021. This has been developed into guidance with the objective of being ratified by the RDG’s Passenger Operators’ Safety Group on 9 September 2021. Both sessions included invites to ORR representatives.

RDG is aiming to provide consistent and simple interventions that can be implanted quickly with announcements being one the most favoured interventions. It should be noted that the Rail Minister Chris Heaton Harris has written to Train Operators on 5 August setting out the government commitment to tactile fitment and also includes the following “I am keen that you all use audio announcements (including induction loops) and other passenger messaging as a proactive step to inform passengers of any potential risks at all stations”.

We feel that we have made good progress on the recommendations and are close to completion with the aim to have the guidance in place by the end of September 2021.

16. On 21 January 2022 RDG provided the following updated response:

Thank you for your letter dated 9 April 2021 in respect of RAIB Accident Report 01/2021 “Person struck by a train at Eden Park station, south-east London 26 February 2020” and specifically recommendation 3 within it and your follow up e mail 13 December requesting further clarification. This response includes further clarification on the earlier response dated 10 August 2021.

This states: “The intent of this recommendation is to ensure that the rail industry identifies and implements appropriate mitigations to manage the risk of visually impaired people falling from the edge of station platforms that are not yet fitted with tactile surfaces.

The Rail Delivery Group, assisted where necessary by RSSB, train operating companies and passenger groups representing visually impaired people, should research and develop means of reducing the risk associated with visually impaired people using station platforms where tactile surfaces have not yet been installed (paragraph 130).”

RDG has worked, with RSSB on how the risk associated with visually impaired passengers using station platforms where tactile surfaces have not yet been, or fully installed, can be reduced. We decided that rather than asking RSSB to undertake a formal research project we would run workshops with Train Operators and Network Rail along with passenger groups representing visually impaired passengers. The workshops allowed us to develop guidance quickly that is of use to industry.

A workshop was facilitated by RSSB on 26 May 2021 with TOCs and “Guidedogs” to collate good practice interventions that can be used by operators. This was written up and reviewed by RDG’s Passenger Operators’ Safety Group on 24 June 2021 who supported the interventions but wanted a “toolbox” of items that can be used. The outline was further tested via a stakeholder workshop on 21 July 2021 consisting of a wide group of invitees including Guidedogs, Glaucoma U&K, Blind Veterans, London Vision, Retina UK, Royal Society for Blind Children, and Sense. The workshops have allowed a wide range of ideas to be assessed with a breath of experience from both TOCs and user groups related to sight loss.

This was developed into guidance which was ratified by the RDG’s Passenger Operators’ Safety Group on 9 September 2021. Both sessions included invites to ORR representatives. This was shared with all TOCs to both their safety and accessibility representatives.

RDG aimed to provide advice to TOCs to have consistent and simple interventions that can be implemented quickly with announcements being one the most favoured interventions. It should be noted that former Rail Minister Chris Heaton Harris has wrote to Train Operators on 5 August setting out the government commitment to tactile fitment and also includes the following “I am keen that you all use audio announcements (including induction loops) and other passenger messaging as a proactive step to inform passengers of any potential risks at all stations”. In response to this and TOC requests RDG recorded standard announcements for operators’ customer information systems to support TOC activity.

We feel that we have completed the required activity in respect of recommendation 3 and provided the resulting guidance and good practice for industry by the end of September 2021. This has concentrated on the most important items following workshops reviewing a wide range of ideas and experience.

Recommendation 4

The intent of this recommendation is to ensure that visually impaired people have access to the information they need for safe independent travel.

The Office of Rail and Road should amend its 'Accessible Travel Policy' guidance for station operators, to ensure operators publish information on whether station platforms they manage are fitted with tactile surfaces

ORR decision

17. Any material changes to the ORR guidance will require a public consultation and re-approval of all train and station operators' Accessible Travel Policies (ATP). ORR wants any amendments to the Guidance to drive positive change. We must balance this objective with taking into account all of the evidence regarding the ability of operators to comply with new requirements and the likely timescales for achieving compliance.

18. On 15 June 2021, ORR received a Pre-Pre Letter Before Action from Leigh Day Solicitors which addressed all of the bodies who received a recommendation from the RAIB report. In it the letter sought confirmation that ORR had updated its ATP Guidance to include information about the presence of tactile surfaces. They also requested, confirmation of when it will be available, if not already.

19. As stated in the Leigh Day response, it remains clear that train and station operators would not be able to comply with an immediate obligation to publish accurate and reliable information on whether station platforms they manage are fitted with tactile surfaces due to the current known deficiencies in the data, noting that work remains ongoing to remedy this.

20. The ORR Consumer Team will continue to monitor industry progress in this area. When we have greater certainty regarding operators' access to accurate data on tactile surfaces across all of their stations, along with arrangements for that data being maintained, ORR can, at such time, make this a formal Guidance obligation and commence compliance checks via random station inspections and website checks.

21. After reviewing the information provided ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, ORR has:

- taken the recommendation into consideration; and
- will notify RAIB when the ATP is next updated

Status: Progressing. ORR will advise RAIB when further information is available regarding actions being taken to address this recommendation.

Information in support of ORR decision

22. Summary of progress to date with recommendation 4:

On 19 February, ORR made a public statement² in response to RAIB's published report and recommendation 4. The statement confirmed that ORR welcomed the RAIB recommendation to use the Accessible Travel Policy (ATP) Guidance to improve the availability of tactile information. This was further emphasised on 23 April 2021 in a letter sent by ORR's CEO John Larkinson, to the Secretary of State for Transport on tactile installation. The letter states, 'ORR has welcomed the RAIB report. We have accepted its recommendation that the next iteration of our ATP Guidance be updated to ensure information on tactile surfaces at stations is made available to passengers.'

On 15 June 2021, ORR received a Pre-Pre Letter Before Action from Leigh Day Solicitors which addressed all of the bodies who received a recommendation from the RAIB report. In it the letter sought confirmation that ORR had updated its ATP Guidance to include information about the presence of tactile surfaces. They also requested, confirmation of when it will be available, if not already.

On 30 July 2021, ORR responded to this letter setting out how the ATP Guidance came to be published in July 2019 and how the final requirements were agreed. Crucially, it was clearly stated that the focus was on requirements which operators could realistically implement and comply with in an appropriate timeframe. The response confirmed that the current state of information available on tactile surfaces in stations across the country was not satisfactory due to limited accuracy and completeness. It also confirmed that to consider making changes to the ATP Guidance, the workstreams being undertaken by industry to address the issue at the time of writing, would need to be kept under review before any action was taken.

A date for updating the ATP Guidance was not provided in the response, and no further correspondence or indeed acknowledgement of ORR's initial response has been received from Leigh Day on this matter.

The paragraphs below set out an update on the specific industry workstreams:

- i. **Rail Delivery Group:** station announcements and information on the National Rail Enquiries (NRE) site.
As an interim measure (until tactile surfaces are installed across the rail network), RDG have created audio files and a script for its members to voluntarily use as part of their station announcements, to inform passengers where tactile surfaces at the edge of station platforms are in place; where they are not or where they have been installed partially. In addition to this, RDG have asked its members to populate an existing accessibility field on the NRE station page with information on tactile surfaces at each station for which they are SFO. A number of operators have uploaded their information, but not all.
- ii. **DfT audit of network accessibility:** As per the recommendation made in the William-Shapps White paper, the DfT are currently undertaking a comprehensive audit of the network accessibility (2,565 GB stations) which includes information on tactile surfaces. The audit began in August

² ORR on Twitter: "ORR's statement on @raibgovuk's investigation report into the fatal incident at Eden Park Station on 26 February 2020 <https://t.co/ZGysDjkwX>" / Twitter

2021 and is expected to take 18 – 24 months and will generate data which will be made publicly available and will be regularly updated by operators.

Recommendation 5

This recommendation is intended to ensure that, in the long term, the UK rail industry has sufficient information, guidance and decision-support tools to fully assess and manage safety risks associated with use of the railway by disabled people.

RSSB, assisted where necessary by train operating companies, Network Rail and passenger groups representing disabled people, should develop and implement means of collecting and analysing the data needed to properly understand and manage the safety risks associated with disabled people travelling on the UK railway. This information should be used to improve railway guidance and decision-support tools to better understand and manage the risks associated with use of the railway by disabled people.

ORR decision

23. Following the initial response, we wrote to RSSB to acknowledge the problems and challenges with collecting the information identified in the recommendation, but requesting a more detailed response of how it was being addressed, such as the consideration given to other ways to collect data. RSSB has since provided clarity on the aims of the project and expected outputs.

24. After reviewing the information provided ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, RSSB has:

- taken the recommendation into consideration; and
- is taking action to implement it

Status: Progressing. ORR will advise RAIB when further information is available regarding actions being taken to address this recommendation.

Information in support of ORR decision

25. On 27 May 2021 RSSB provided the following initial response:

I am pleased to report that we accept the recommendation. To this end, we held an internal meeting on 14 April 2021 to discuss our action plan. However, work had already begun as part of RSSB's natural SMIS upgrade process. Our new SMIS Personal Accident Form, for example, allows for the recording of different impairments of the person(s) injured in an event, and it also allows the person's impairment(s) to be identified as a possible cause of the event.

*We also amended the field question on the new form to include the following additional text: 'Did the injured person consider themselves to have a disability **or appear to have a visible impairment**'. Originally, the question only asked 'Did the person consider themselves to have a disability?' The new version might broaden the scope of what gets recorded under this category, although we must point out that*

there are limitations and challenges with taking the approach suggested by the recommendation. First, upgrading the forms will not guarantee that the data will improve. Staff at the front line are likely to be too busy dealing with the accident or incident to ask lots of questions and take down the details that – in an ideal world – we would want. RSSB can raise the issue at (for example) the People on Trains and in Stations Risk Group and the Passenger Operators' Safety Group, but RSSB cannot mandate usage. Secondly, many people do not like to admit that they have disability which means that – very often – disabilities are hidden.

Note that, in addition to the SMIS upgrade, we are also capturing requirements for potential updates to the PTI Risk Assessment Tool from industry.

We will keep ORR informed of progress in the usual manner.

26. On 13 January 2022, RSSB provided the following update:

I can clarify that we are working with train operating companies to understand how information about disabilities is recorded at the time of the incident in their front line forms. Following this, we will be looking to produce some best practice guidance, or similar, on how this information could be captured more consistently, acknowledging the fact that there is unlikely to be a “one size fits all” solution as the front line forms vary from organisation to organisation. This activity would hopefully improve the information that is captured at the front line and fed back to the SMIS inputters so that it can be recorded in SMIS. We have started this work, but note a delay due to resource requirements caused by our forthcoming update to the Safety Risk Model.

Recommendation 6

The intent of this recommendation is to ensure that the emergency services have improved processes for requesting and confirming safe access to railway infrastructure where this is urgently needed to preserve life, but appropriate Network Rail staff are not present on-site to facilitate this access.

The British Transport Police, National Fire Chiefs Council, Association of Ambulance Chief Executives, London Fire Brigade and London Ambulance Service (facilitated, co-ordinated and informed by Network Rail) should review and improve their processes for requesting and confirming that no trains are moving and electrical power supplies are switched off when Network Rail staff are not present on-site. This should include the consideration of:

- individual service procedures, guidance and training;
- joint working arrangements that align with Joint Emergency Services Interoperability Principles, including the Joint Decision Model; and
- procedures and training to promote high standards of safety critical communication and decision making.

ORR decision

27. Although the recommendation was addressed to the emergency services, we asked Network Rail for confirmation they had facilitated, co-ordinated and informed

discussions between representatives of the emergency services aimed at improving arrangements for requesting and confirming that no trains are moving and electrical power supplies are switched off when Network Rail staff are not present on-site. Network Rail has produced guidance in association for use by the emergency services.

28. We have concluded that Network Rail have implemented the recommendation, but have not commented on the status of the other bodies identified as it is outside the remit of ORR.

29. After reviewing the information provided ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, Network Rail has:

- taken the recommendation into consideration; and
- has taken action to implement it

Status: Implemented.

Information in support of ORR decision

30. On 16 December 2021 Network Rail provided the attached guidance and notes of the relevant JESIP meeting:



JOL Action note
2021-002 Network RIncidents_Guidance



Rail

Summary of end implementer correspondence

Recommendation 1

1. On 3 September 2021 Amey Infrastructure Wales provided the following initial response to recommendations 1 & 2:

Further to your letter dated 12 May 2021 reference the above, Amey Infrastructure Wales, formerly Amey Keolis Infrastructure, has taken the following actions in conjunction with colleagues in Transport for Wales Rail Ltd, in respect to those Core Valley Lines (CVL) stations for which are our responsible.

I can confirm that AIW fully recognises the importance of ensuring the safety of vulnerable passengers and has taken onboard recommendation 1 & 2 from the RAIB accident report concerning the extremely unfortunate event at Eden Park station on 26 February 2020.

AIW await with interest the policy and any associated processes being developed by the Department for Transport and Network Rail, as captured in recommendation 1.

Whilst waiting on this industry direction AIW have established, jointly with Transport for Wales Rail Ltd (the Station Facility operator on CVL) and Transport for Wales (the authority), a working group to review the existing provision and condition of tactile surfaces on the CVL network. A detailed survey has been undertaken of the 55 CVL stations which have 92 platforms. The survey concluded that 42 platform surfaces are fitted with tactile surfaces, hence 50 are not.

The working group is currently evaluating the approved options, such as resin bonded or slab solutions, with a view to developing and implementing a prioritised programme of tactile surface installation across the remaining CVL stations. Incorporated in this evaluation and option selection is the CVL Transformation programme which is carrying out works affecting certain CVL stations in connection the introduction of new rolling stock as part of this programme.

I trust this confirms AIW's commitment to incorporating the recommendations as Requested and I would be happy to provide ORR's representative with progress updates as we move forward with the recommendations arising from our joint working group on this topic.

2. On 20 May 2021 c2c provided the following initial response:

Trenitalia c2c Ltd has conducted a full review of the 26 stations managed by c2c to identify the platforms that do not currently have tactile surfaces at the edge of platforms or incorrectly installed tactile surfaces at the platform edge. Sixty one of the seventy three platforms have platform edge tactile surfaces installed and these run the full length of the platforms. One platform was also identified as having incorrectly installed platform edge tactile surfaces which need to be remedied (this is a single platform station)

Trenitalia c2c Ltd use the RSSB PTI risk assessment tool to assess the platform train interface risks at all c2c stations. These risk assessments will be reviewed in

2021 as part of the periodic review and also to capture any new risks resulting from the proposed implementation of additional new rolling stock in early 2022.

Trenitalia c2c Ltd have also provided details on the locations with and without platform edge tactile surfaces to the Rail Delivery Group and Network Rail to assist with the industry understanding the current position across the entire rail network.

3. On 17 December 2021 c2c provided the following update:

Thank you for your email dated 13 December 2021, in which you are seeking further clarity on how c2c have engaged with the Network Rail and DfT in relation to the installation of platform edge tactile surfaces as c2c have 'full repairing and insuring lease' for c2c stations.

Our Asset Manager (civil) has been participating with the Network Rail National Programme team for the installation of platform edge tactile surfaces and has provided Network Rail with details of all c2c platforms which do not currently have platform edge tactile surfaces.

Whilst working with Network Rail National Programme, c2c have also produced a detailed Platform Tactile Installation Plan which includes details of the priority (taking into account passenger numbers, staffing etc.), passenger numbers, platform lengths, estimated installation costs and proposed installation dates etc. for all platforms which currently do not have any platform edge tactile surfaces. Works are planned to commence in 2021 and be completed in 2029 at which point all 26 c2c stations will have platform edge tactile surfaces. This plan was submitted to the DfT on the 4 November 2021 for approval. A copy of the plan is included at the end of this letter.

c2c have introduced additional audio passenger announcements at platforms without platform edge tactile surfaces for the benefit of visually impaired customers using these platforms until such time as the platform edge tactile surfaces can be installed.

4. On 27 August 2021 Glasgow Prestwick Airport provided the following initial response to recommendations 1 & 2:

The table below shows the number of PRA requests at the rail station as reported to ORR. There is no record of the different types of PRA assistance required i.e., wheelchair, visually impaired etc.

YEAR	PRA REQUESTS	% OF TOTAL PASSENGERS
2019/2020	42	0.04
2020/2021	6	0.005

To help GPA understand better the needs of PRAs, we host regular events inviting local charities and community groups representing disabled people to the Airport and Railway Station to give feedback on facilities and services available. Installation of tactile surfaces at the station has been recommended at this forum.

Publication of RAIB Report

We received the RAIB report in February 2021 when an immediate impact assessment was carried out and reported to the RS&OC the following month which raised the following actions:

- i) Full RAIB report was sent to senior members of the Rail and Safety Management Team and to the Executive Director responsible for rail operations.*
- ii) A review of the provision of tactile surfaces on platforms 1 & 2 with our stakeholders and in the light of the demand from PRAs.*
- iii) A review current risk assessments to ensure that mitigations are in place to cater for the lack of tactile surfaces.*
- iv) To investigate any past knowledge of people with sight impairment using the station, particularly when travelling alone and who have not asked for assistance to gauge if there is a significant problem.*

ORR Letter and RAIB Recommendations

GPA received the formal letter from ORR on 12th May 2021 and has reviewed the recommendations 1 and 2. In the first instance, we would respectfully point out that GPA does not hold any franchise commitments with any TOC, but it does, as an Infrastructure Manager (Station Operator,) fully accept the implications of these recommendations in relation to Prestwick International Railway Station.

In response to recommendation 1, GPA is very aware of our responsibility to all of our passengers and station users regarding their safety on the platforms, and we are actively reviewing our processes, including Risk Assessments, to assist us in arriving at a decision to install tactile surfaces.

Whilst the number of passengers is low, the effect of installing tactile surfaces is not underestimated, as installation brings benefits to all passengers and users of the station, particularly passengers with sight impairment who have not requested assistance from us. It is likely that there is a justification in installing such surfaces.

As GPA only operates one station, we are not in a position to identify other stations which may give greater benefit, and do not have any instance of incorrect or partial installation.

Although we do not carry out any train despatch or any other safety critical duties on the platforms, we are fully aware of the risks arising particularly at the platform train interface through our safety analysis and training of staff whose duties do involve some work on the platforms (and including our CCTV Surveillance Team.)

Regarding recommendation 2, GPA is currently committed to carrying out a survey of its platform structures and envisages that any remedial work recommended by the survey will include possible installation of tactile surfaces as part of the ensuing project.

Although neither Network Rail nor ScotRail have any accountability on our station infrastructure issues, GPA will liaise with both parties.

GPA Actions to Comply with RAIB Recommendations 1 and 2

Having considered these recommendations, we are taking the following actions:

- i) Completed a review of our high-level Risk Assessments to ensure there is mitigation to deal with the lack of tactile surfaces on platforms.*
- ii) Our DPPP (prior to producing a new ATP) will be amended to reference to passengers with sight impairment that tactile surfaces are not installed currently at the station.*
- iii) Ensure that any project to carry out remedial work to the platforms considers the installation of tactile surfaces.*
- iv) We will liaise with industry partners, where we are aware that Network Rail, Rail Delivery Group (RDG) and Railway Safety and Standards Board (RSSB) are developing initiatives including the prioritisation of stations to support the fitting of tactile surfaces, updating of railway standards, improving safety at the platform / train interface, and how better to support visually impaired people on platforms where tactile surfaces have not yet been installed.*

Obligations and Access to Funding Support

We are aware that there will be issues to resolve in our efforts to meet our obligations as a Station Operator.

As a bespoke independent Station Operator, by using our established liaison links with Network Rail and ScotRail we will ensure they are aware of any proposed work program.

It would be our intention to obtain access to the 'Access for All Scheme' controlled by DfT to obtain financial support for the provision and installation of tactile surfaces at PIRS.

It is our understanding that all funds for this scheme during Control Period 6 (2019 - 2024) have already been allocated and currently there is no indication of what will be available for the next Control Period from 2025 onwards, although it appears that there will be an industry approach to DfT for funding.

Conclusion

In conclusion, we must emphasise that GPA is committed to ensuring that the RAIB recommendations into the Eden Park incident are given the highest level of financial support where our risk analysis and assessments show that the requirements for tactile surfaces on our platforms are justified and recommended.

We commit to provide a more detailed update to the project by 30th November 2021 when, hopefully, we hope to have a much clearer understanding of the issues involved.

5. On 14 June 2021 Greater Anglia provided the following initial response to recommendations 1 & 2:

I write in response to your letter dated 9 April regarding recommendation 1 & 2 of RAIBs investigation report following a Person struck by a train at Eden Park station, south-east London on the 26 February 2020.

Greater Anglia are the Station Facility Operator and under its current franchise arrangements has the responsibility of full asset management arrangements of 133 stations, which includes 280 operational platforms, of which there are currently 193 platforms that do have tactiles fitted. The

remaining 87 platforms are generally at lower footfall locations and more rural locations.

Greater Anglia are developing its own risk tool methodology that will enable Greater Anglia to prioritize further potential installation of tactiles, that will into account, and include:

- total passenger usage and any location- specific circumstances likely to affect usage by passengers at greater risk,
- identifying stations where installation of tactile surfaces would give greatest benefit,
- identifying and remedying locations where tactile surfaces have been installed incorrectly (including where they have been installed partially along the length of a platform),
- identifying and remedying locations where tactile surfaces have been installed incorrectly (including where they have been installed partially along the length of a platform),
- determining risk levels at the platform-train interface that will include adequate consideration of passengers at greater risk (including visually impaired passengers).

Greater Anglia aim to have this completed by October 2021 and will share the methodology and outputs with their local inspector.

In parallel, Greater Anglia have surveyed the remaining stations are have full detailed costs to fit tactiles at these remaining locations and has applied for appropriate funding to progress these works. In addition, Greater Anglia have been working with industry colleagues to share the status of its platforms so that wider communications can be shared with various stakeholders and user groups.

6. On 7 January 2022 Greater Anglia provided the following update:

I write in response to your letter dated 9 April and subsequent follow up email on the 13 December 2021 regarding recommendation 1 & 2 of RAIBs investigation report following a Person struck by a train at Eden Park station, south-east London on the 26 February 2020.

Greater Anglia are the Station Facility Operator and under its current National Rail Contract has the responsibility of full asset management arrangements of 133 stations, which includes 280 operational platforms, of which there are currently 193 platforms that do have tactiles fitted. The remaining 87 platforms are generally at lower footfall locations and more rural locations.

Greater Anglia developed its own risk tool methodology that enables Greater Anglia to prioritize further potential installation of tactiles, that will consider, and include:

- total passenger usage and any location- specific circumstances likely to affect usage by passengers at greater risk,
- identifying stations where installation of tactile surfaces would give greatest benefit,

- *identifying and remedying locations where tactile surfaces have been installed incorrectly (including where they have been installed partially along the length of a platform),*
- *identifying and remedying locations where tactile surfaces have been installed incorrectly (including where they have been installed partially along the length of a platform),*
- *determining risk levels at the platform-train interface that will include adequate consideration of passengers at greater risk (including visually impaired passengers).*

Greater Anglia have been working with industry colleagues to share the status of its platforms so that wider communications can be shared with various stakeholders and user groups and have surveyed the remaining stations and have full detailed costs to fit tactiles at these remaining locations. Greater Anglia included appropriate funding to progress these works within a recent business plan submission to the DfT. Since that submission Greater Anglia, has engaged with Network Rail who have confirmed that they will now be including the remaining Greater Anglia Stations within their tactile fitment programme, with works commencing imminently.

7. On 11 August 2021 Heathrow Rail provided the following initial response:

The RAIB report titled Person struck by a train at Eden Park station, south-east London, dated the 26 February 2020, has been retained in our document library and knowledge management database to ensure that any future processes developed prior to the construction of new platforms at Heathrow mandate the installation of tactile paving into the design. It is considered that the installation and use of tactile surfaces on platforms is of benefit at Heathrow stations.

8. On 14 January 2022 Heathrow Rail provided the following update:

Thank you for your e-mail dated the 13 December 2021 seeking clarification, and further to our letter dated the 11 August 2021.

Heathrow Airport Limited engages with Network Rail and other key industry stakeholders on a formal and regular basis on a wide range of strategic, policy and operational issues. Primary amongst these interfaces is a monthly TOC interface meeting which reviews and discusses a wide range of topics from forward planning to operation responses to industry updates.

Additionally, as Network Rail act as the infrastructure maintainer for Heathrow, we hold regular planning, renewals and other meetings with Network Rail, and as such are made aware of potential changes to construction standards relating to our stations and other rail infrastructure.

The RIAB reports, their recommendations, and likely industry responses feature amongst our discussions at these various meetings and the Eden Park incident has been discussed.

As a responsible station owner and station Infrastructure Manager, Heathrow's policy is for tactile surfaces to be maintained at all of its stations. These have been in place since the railway system to Heathrow was brought into service in 1998. With the recent introduction of the new rolling stock to Heathrow, the Class 345 units, and Class 387 units, the PTI has been subject to review – as the PTI stepping distance has been altered due to different train construction – and amendments to the PTI, both train and platform, are currently underway. As this required a derogation to the standards, the RSSB has been approached and a deviation application has been made. This has been granted in principle by the RSSB and final approval is being progressed following formal consultation with our TOC's. Heathrow actively requires a minimal PTI gap to reduce the likelihood of a fall between the train and the platform.

Heathrow has not specifically engaged with the DfT in respect of this RAIB report as the avenue for this is normally through Network Rail, rather than directly with the DfT. However, our current policy is that all station platforms are installed with tactile surfaces and these are maintained. Should these standards be revised in the future,

Heathrow would review any new standard and act accordingly. If you feel that we as Heathrow should engage directly with the DfT on this matter I am happy to explore this avenue.

9. On 26 May 2021 LNER provided the following initial response:

LNER has liaised with Network Rail who have, as part of the wider recommendation, worked with the Department for Transport (DfT) to develop a risk assessment process to apply to all stations across the UK network that currently do not have full tactile surfaces at platform edges. A prioritisation tool has been developed based on footfall, partially tiled platforms, high usage by visually impaired, FWI and potential financial impact of a fatality. The results of this assessment have been shared with LNER and it categorises our managed stations that do not have full tactile surfaces as follows:

<i>LNER managed station</i>	<i>No. of platforms</i>	<i>No. of platforms without tactiles</i>	<i>Risk Category</i>	<i>Notes</i>
<i>Newcastle</i>	<i>12</i>	<i>4</i>	<i>1</i>	<i>NR manages infrastructure</i>
<i>York</i>	<i>11</i>	<i>4</i>	<i>2</i>	<i>NR manages infrastructure</i>
<i>Doncaster</i>	<i>9</i>	<i>8</i>	<i>3</i>	
<i>Darlington</i>	<i>4</i>	<i>4</i>	<i>4</i>	
<i>Grantham</i>	<i>4</i>	<i>4</i>	<i>4</i>	
<i>Retford</i>	<i>4</i>	<i>4</i>	<i>4</i>	

10. On 5 January 2022 LNER provided the following update:

In response to your query of the 13th December; please see below further details of our repair and asset management approach to the Eden Park Recommendations.

It is LNER's intention to ensure all platforms have tactiles installed at all locations. We have identified 25 platforms across our estate where tactiles are not installed and as such LNER has been working with Network Rail over the past few months on the works required for LNER managed stations including those stations subject to the 99 year FRI and the funding and timescales.

An agreement has been reached for the DfT funding allocated to Network Rail for LNER stations listed in both tranche 1 and tranche 2 delivery to be transferred to LNER. Additional funding is being provided by LNER to ensure all works required to complete instalment of tactile studs at all platforms across LNER managed stations.

Materials have been ordered and will be delivered by the end of February. LNER and Network Rail are working together to identify when access can be provided at each station. It is unlikely, due to access restrictions, that the 31st March 2022 will be completed for the priority stations and it is understood Network Rail are talking to the DfT about this deadline. LNER aim to complete these works as soon as access to the required platforms can be granted.

11. On 6 August 2021 London Southend Airport provided the following initial response to recommendations 1 & 2:

Following receipt of this investigation report London Southend Airport conducted an internal inspection of all tactile paving at the Southend train station. It was found that the tactile paving in place throughout the platform was fully compliant. There were no defects to any slabs and they were all straight, level and none were discoloured. Additionally the current slabs have only been in place for 11 years and were installed by a division of Stobart Group (who currently own London Southend Airport).

12. On 17 December London Southend Airport provided the following update

Sorry, to be clear, London Southend Airport Station has tactile paving situated the full length of both platforms. This was planned and installed by Stobart Rail and is still fully compliant.

Could you please advise if this is sufficient? If not could you please explain your full expectations.

13. On 3 August 2021 MTR Elizabeth Line provided the following initial response to recommendations 1 & 2:

The accident has been the subject of considerable discussion at our internal safety governance meetings. Including as part of a standing agenda item, where we review RAIB reports for lessons learned / to ensure we are adopting and implementing industry best practice, guidance and RAIB report recommendations as relevant.

We have undertaken a survey at all stations served by MTR Elizabeth line (MTREL) - both at those stations for which MTREL are SFO and those managed / operated by other duty holders. Following the review of the survey findings over the past two months we have rectified the few locations where we had identified any gaps in tactile surfaces, or where they were worn out / damaged and have thus now been replaced.

I can therefore now confirm that all stations served by MTREL services have correctly fitted tactile surfaces in place at the edge of platforms with the exception of the following:

- 1. Iver station (platforms 1-4)*
- 2. Hanwell station (all platforms)*

The two locations listed above have been raised formally with Network Rail (as landlord) and discussions are progressing to facilitate installation of tactile surfaces on a risk-prioritisation basis, as part of Network Rail's wider programme. We have explained to NR that remedying these two locations would complete our tactile surfaces project.

Also included in our survey was a review of white / yellow lines at the edge of / on our platforms. I can confirm that all yellow / white lines are in place as per internal and industry standard requirements. Any remedial works are factored in as part of our planned preventative annual maintenance schedule, and any faults reported by station or other colleagues are rectified as per agreed timescales.

14. On 10 January 2022 MTR Elizabeth Line provided the following update:

Thanks for your email dated 13th December 2021 (contained in the email chain below) where you asked how MTR Elizabeth Line have engaged with Network Rail and DfT to develop a coherent policy for establishing when tactile surfaces should be provided at the edge of station platforms.

As you will be aware, I contacted our ORR inspector (Kerry Williams – cc-d for info) for guidance and I'm grateful for Kerry's steer on the matter.

I have checked with our Head of Property and projects as to the dialogue with NR – the email I have attached shows the plan we have in place to get the works done once we receive the instruction to proceed from NR.



2022 01 10 Eden
Park station (Recs 1)

15. On 21 May 2021 Network Rail provided the following closure statement in response:



2021 05 21 Eden
Park station (Rec 1)

16. On 28 June 2021 Transport for Greater Manchester provided the following initial response:

Horwich Parkway Station was built in 1999 and tactile paving was installed during this time. The full length of both platforms has white lining painted on the platform edge and also yellow lining to indicate for passengers to stand behind prior to boarding trains in the event of non-stopping trains passing through the station at high speed.

The station currently does not have LLPA, however this is planned to be installed by the end of 2021. This will allow for additional safety messages to be announced to passengers including informing passengers of train arrivals for non-stopping trains.

17. On 21 December 2021 Transport for Greater Manchester provided the following update:

As we had previously stated within our response, TFGM own Horwich and are responsible for the operation and maintenance at the station in its entirety and as such this station is already fully compliant with the installation of tactile paving on the full length of both platforms. Network Rail have no jurisdiction or responsibility at the station bar track, signal and OHLE.

As we stated, whilst TfGM has devolution aspirations to manage other stations across GM this is currently not the case and therefore TFGM has no position to currently engage with DfT or Network Rail to establish when tactile surfaces should be provided. Obviously if circumstances change in the future and TFGM were to be responsible for other stations then we would need to engage with Network Rail to discuss this issue, but at the moment that is all hypothetical.

I am not sure if I have mis understood your response, and I am happy to arrange a call either this week or in the new year so that it can be clarified prior to any further response that you may require.

18. On 3 September 2021 Amey Infrastructure Wales provided an initial response to recommendations 1 & 2 ((see Rec 1 above).

19. On 20 May 2021 c2c provided the following initial response:

Trenitalia c2c Ltd is currently developing a time bound and prioritised programme for the installation of platform edge tactile surfaces to the twelve platforms with no platform edge tactile surfaces and the rectification of the incorrectly installed platform edge tactile to one platform. The completed plan will be shared with the DfT for agreement and approval.

20. On 27 August 2021 Glasgow Prestwick Airport provided an initial response to recommendations 1 & 2 (see Rec 1 above).

21. On 14 June 2021 Greater Anglia provided an initial response to recommendations 1 & 2 (see Rec 1 above).

22. On 11 August 2021 Heathrow Rail provided the following initial response:

We are pleased to report that all six mainline platforms at Heathrow Airport are equipped with tactile paving at the platform edge along the full length of all platforms, and that no further installation or corrective action is required in respect of this recommendation at this time.

23. On 26 May 2021 LNER provided the following initial response

Newcastle and York stations are our highest risk stations however the platform infrastructure is managed by Network Rail. Network Rail has indicated that works to put in place tactile edging on the remaining platforms are likely to take place at Newcastle in CP6 and York in CP7.

In terms of the remaining stations which come under LNER's 'full repairing and insuring lease' asset management arrangements the following programme of works is proposed however this is subject to DfT funding. If this funding is approved the platform works being scoped out as detailed below are planned to be undertaken in financial years 2022 – 2024.

<i>Doncaster</i>	<i>Feasibility study for works on platforms being undertaken in 2021 and the introducing of tactile edging has been included within the scope of the works.</i>
<i>Grantham</i>	<i>Feasibility study for works on platforms being undertaken in 2021 and the introducing of tactile edging has been included within the scope of the works.</i>
<i>Retford</i>	<i>Feasibility study for works on platforms being undertaken in the 2021/22 financial year and the introducing of tactile edging has been included within the scope of the works.</i>
<i>Darlington</i>	<i>No current plans to introduce tactile strips at Darlington however it is noted that there is a proposal to build a new station at Darlington.</i>

In addition to the above LNER is working with the industry and looking internally at opportunities to introduce additional controls to ensure the safety of passengers with visual impairment travelling at these stations.

24. On 6 August 2021 London Southend Airport provided an initial response to recommendations 1 & 2(see Rec 1 above).

25. On 3 August 2021 MTR Elizabeth Line provided an initial response to recommendations 1 & 2 (see Rec 1 above).

26. On 29 June 2021 Network Rail provided the following e-mail in response with regards to Eastern, Scotland and Southern regions:



EXTERNAL RAIB
Report Person struc

27. On 15 July 2021 Network Rail provided the following action plan with regards to North West and Central region:

Action Plan

Please provide milestones with dates

- Top down prioritisation tool and list created by Network Rail Technical Authority and submitted to Regions – 26/03/2021 Action: **Completed**
- Prioritisation tool/ list shared with Train Operating Companies Northern, Avanti, WMT, Chilterns, TPE, Merseyrail, LUL, ARL for initial discussion – 30/04/2021 Action: **Completed**
- Follow-up meeting with Train Operating Companies to comment on prioritisation list and either add, amend or omit sites – 30/05/2021 Action: **Completed**
- National financial authority paper submitted to portfolio board by Senior Sponsor to confirm £10m funding for CP6 priority works- 10/06/21 Action: **Completed**
- Submit final list of priority sites that will be delivered in CP6 to the TOCs for agreement – 30/09/2021 Action: **Outstanding**
- Issue remit (scope of work) to deliverers for 34 sites identified for delivery in CP6- 30/09/21 Action: **Outstanding**
- Obtain approval and funding at Route level for undertaking priority sites within Control Period 6 – 30/09/21 Action: **Outstanding**
- Completion of works to Priority 1 and 2 sites (CP6) – 01/04/2022 Action: **Outstanding**
- Completion of works to Priority 3,4 and 5 sites (CP7) – 01/04/2028 Action: **Outstanding**

Evidence required to support closure of recommendation

- Network Rail Technical Authority and Department for Transport accept NW&C Region's prioritization list following internal stakeholder discussions.
- Department For Transport provide funding or make funding available for the delivery of works identified within all priority groups.
- Completion of tactile works to 34 stations identified in Priority Sites 1 and 2 (CP6).
- Completion of tactile works to 181 stations identified in Priority Sites 3,4 and 5 (CP7).

28. On 28 September 2021 Network Rail provided the action plan with regards to Wales and Western region:

Action Plan

Please provide milestones with dates

- Review and verify tactile compliance data for Wales & Western Region – 26/06/21
OPAS data to be verified against TOC and project data. Desktop systems and site visits to be utilised where discrepancies exist. Complete
- Identify funding opportunities for priority 1 and 2 platforms for CP6 – 31/07/21
Liaison with local delivery groups to access existing funding. Alignment with anticipated announcement in the Autumn Statement for national funding in CP6. Complete
- Develop regional priority list and delivery strategy aligned with available funding opportunities for priority 1 and 2 platforms – 30/09/21
Work with sponsors, deliverers and train operators to agree the strategy in respect of priority, sponsorship procurement and delivery. Complete
- Deliver tactile installations to priority 1&2 platforms – 01/04/22
- Include provision for remaining funding requirement in CP7 business plan submission and develop delivery strategy for priority 3-5 platforms – 30/06/23
Submit plans for CP7 funding in accordance with updated CP7 policy as outlined in CP7 Roadmap.
- Deliver tactile installations to priority 3-5 platforms – 01 Apr 28
Based on initial OPAS data, to achieve compliance by the end of CP7 delivery of 55 platforms per year will be required across Wales and Western region.

Evidence required to support closure of recommendation

Updated OPAS data
AMP Documentation

29. On 28 June 2021 Transport for Greater Manchester provided the following initial response:

As TfGM currently only own's and manages Horwich Parkway station and as stated in recommendation 1, the station is already fitted with tactile paving, it is felt that this recommendation is not applicable to us. However, should TfGM own or manage further stations in the future then we will endeavour to ensure that any stations that we do own or manage that require tactile paving, will be planned for installation in a timely manner.