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31 March 2022

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

Dear Andrew,

**RAIB Report: Self-detrainment of passengers onto lines that were still open to traffic and electrically live at Lewisham, south-east London on 2 March 2018**

I write to provide an update<sup>1</sup> on the action taken in respect of recommendations 3, 4 & 5 addressed to ORR in the above report, published on 25 March 2019.

The annex to this letter provides details of actions taken in response to the recommendations and the status decided by ORR. The status of recommendations 3, 4 & 5 is '**Implemented**'.

We do not propose to take any further action in respect of the recommendations, unless we become aware that any of the information provided has become inaccurate, in which case I will write to you again.

We will publish this response on the ORR website on 5 April 2022.

Yours sincerely,



Oliver Stewart

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

### Recommendation 3

*The intent of this recommendation is to ensure that information that is critical to the operation of the railway is communicated to the correct role within the KICC in an accurate and timely manner, as highlighted by the reasons for miscommunication identified in paragraph 129.*

Network Rail (South East route) and Southeastern should continue their joint review of the processes for decision making, communications and the handling of information with and within the KICC. They should make enhancements so that:

- the functional responsibilities of the individual roles within the KICC, and the information important to them, are defined and make arrangements to ensure that staff clearly understand;
- the appropriate lines of communication between signalling staff and KICC staff are defined, and incorporated in the method of working, and make arrangements to ensure that staff clearly understand; and
- within the KICC, information critical to the operation of the railway is made visible to, or communicated to, the relevant responsible role in a timely manner.

### ORR decision

1. The information provided by Southeastern indicates the recommendation has been taken into consideration, the joint review with Network Rail (South East route) has been completed and changes made to communication and handling of information in the Kent Integrated Control Centre (KICC).

2. After reviewing the information provided ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, Network Rail (South East route) and Southeastern have:

- taken the recommendation into consideration

***Status: Implemented.***

### Previously reported to RAIB

3. On 25 March 2020 ORR reported the following:

Network Rail (South East route) and Southeastern have identified a number of actions following their joint review of the processes for decision making, communications and the handling of information with and within the Kent Integrated Control Centre (KICC).

We have asked Southeastern to demonstrate that by discharging the actions communication arrangements at the KICC have been improved, such as providing evidence of testing new processes and procedures and if they been demonstrated to be better.

## Update

4. On 10 February 2020 Southeastern provided the following update:

*Network Rail South East Route, in conjunction with Southeastern, have completed the following actions:*

- *A review of communications within the control centre*
- *Updated our work instructions and handbooks on Controller Communications, including a defined RACI which now forms part of the competency assessment process*
- *The “Ice Call” process as mentioned above to support urgency and clarity of action*
- *Signal box direct line telephones to the Control have been reviewed to ensure that they connect directly to the appropriate position, with phones redirected as required.*

*We believe that this recommendation can now be closed.*

5. On 1 February 2022 Southeastern provided the following update:

*We have not conducted a formal post implementation review, however a very similar incident occurred on 16th September 2019 again involving multiple stranded trains in the Lewisham area; although the cause and the exact location of trains were different, the incident was similar enough for us to use this to re-examine our procedures. The investigator (Jason Bridges, then Service Delivery Transformation Director for NR Wessex) found that the control centre and signalling teams had understood the magnitude of the situation and the potential severity of the situation:*

*“Although there are several recommendations within this incident review the principal feedback is that by arranging for 6 trains to be set back into stations within 67 minutes the KICC and TBROC teams performed outstanding work that should not be underestimated. Lessons have clearly been learned in the aftermath of previous incidents with the priority to set trains back and minimise the risk of passenger self-evacuation always at the forefront of the leadership team. The RCM and PEDM were both on duty when the previous incidents occurred, this experience and the new processes implemented drove the team to take the appropriate immediate action to ensure trains started were making the wrong direction moves within minutes of the incident starting.”*

*The review did make several recommendations pertaining to the particular circumstances on the day it occurred, and (specifically relevant to the work done under the Lewisham Project) around the use of the stranded trains board, this has since been digitised to make it easier to fill out in real time.*

*In terms of enhanced procedures, Southeastern and Network Rail have played a leading role in the revision of industry standards after the Lewisham incident. The two key documents which we have fed into are Network Rail’s National Operating Procedure NR/L3?OPS/045/4.15 Managing Stranded Trains and Train Evacuation and the Rail Delivery Group guidance note RDG-OPS-GN-049 Meeting the Needs of Passengers Stranded on Trains, these form the main industry guidance applicable to all routes and train operating companies. Internal procedures for Southeastern and Network Rail Kent have since been assessed against the new guidance and found to*

*be in line with them, so the learning from the incident at Lewisham has been fully operationalized in this regard and is now “business as usual”.*

#### **Recommendation 4**

*The intent of this recommendation is to improve the availability of Southeastern staff that are competent to support train crews in the event of a railway incident at locations other than in station platforms. This complements recommendation 2 in RAIB report 16/2018 that was placed on Network Rail (South East route) to enable provision of appropriate support to staff on the ground, such as train crew.*

Southeastern, in consultation with Network Rail (South East route), should review its arrangements and resources for assisting train crews in managing, informing and reassuring passengers on trains that are stopped at locations remote from station platforms. It should make any changes that are necessary to provide sufficient numbers of suitably trained staff who are competent to access the track and support the managed evacuation of trains. It should also clarify when and how these staff will be deployed

#### **ORR decision**

6. Further to our initial response in March 2020, Southeastern has clarified the role and responsibilities of Railway Enforcement Officers (REOs) in supporting passengers in the event of a train becoming stranded.

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

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

**Status: Implemented.**

#### **Previously reported to RAIB**

8. On 25 March 2020 ORR reported the following:

Southeastern have identified a number of actions to improve their communication with passengers in the event of a train becoming stranded.

We have asked Southeastern how robust the process for deploying Railway Enforcement Officers (REOs) is, how quickly can they be deployed to an incident and if the plan is supported by a risk assessment.

We have also asked Southeastern if REOs are given any training to help with a detainment.

## Update

9. On 10 February 2020 Southeastern provided the following update:

*Southeastern have completed the following actions:*

- *Conducted passenger journey mapping exercises to understand the options available to keep passenger information flowing to passengers on stranded trains.*
- *Strengthened our ability to make remote announcements directly to trains from the Control Centre using GSMR by re-training the teams responsible for using this equipment. We have also re-sited them to a more central position in our control centre during August 2019.*
- *Strengthened face to face communication by a programme of briefing for all Drivers, Conductors and On-Board Managers that took place in late 2018/early 2019 and has been incorporated into training for new staff in these grades.*

*Southeastern and Network Rail have jointly created guidance (both text and video based) suitable for all railway staff, emergency services etc who may be on board a stranded train. These have been extensively shared across the rail industry including non-operational staff.*

*Southeastern maintains a group of 60 Railway Enforcement Officers who are primarily aimed at revenue enforcement tasks, but also have Personal Track Safety certification and can access the track to assist stranded passengers. The REO teams cover extended early and late shifts and provide staff for two response vehicles alongside mobile teams. They are geographically based at locations across our network and teams are mobile whilst on shift, coordinated by a 24/7 position in the Kent Integrated Control Centre. The REO team carry the Airwave radio system and we have re-briefed them on how to gain access to a stranded train and to act as both a reassuring presence onboard and as a communications conduit between control and stranded passengers.*

*We believe that this recommendation is now closed.*

10. On 1 February 2022 Southeastern provided the following update:

*Southeastern's response to this Recommendation was to highlight an existing team who could already carry out this function; the Rail Enforcement Officers (REOs). Our REOs already held personal track safety certification, gaining this in their initial training courses as – since the 2012 Olympics – they had been routinely deployed to trains stranded following suicides or suspected suicides. As part of our response to the recommendations the project team approached the REOs to re-brief the team and extend their role and responsibilities in these situations to explicitly include attending failed trains. The REO management team used their regular briefing slots, and used pre-existing PTS materials along with output from the project including the control handbook and company stranded passenger policy for a round-table type discussion. It was not necessary to create a bespoke manual for the sessions as the REOs already have the required competency for these duties. Since then we have used the REOs repeatedly for these duties, most recently three REOs were deployed to the stranded passenger train at Sandwich last Saturday evening (29th*

*January) where they provide a valuable reassuring presence for passengers. With the Airwave radio system (used by the REOs and Emergency Services) now available in the KICC it is possible for Controllers to remain in direct touch with REOs deployed to site, providing a helpful source of real-time information. Once again this is fully operationalized and now forms part of our “business as usual” response to incidents.*

## **Recommendation 5**

*The intent of this recommendation is to ensure that the essential needs of train passengers are reasonably met in the event that they need to stay on board for an extended time as result of a foreseeable extreme weather event.*

Southeastern, in consultation with Network Rail (South East route) as appropriate, should continue its review of the adequacy of the systems and facilities on each type of train it operates as they relate to alleviating the risk that passengers decide to detrain from trains that have been stranded for extended periods of time. This should include consideration of toilet use, heating, ventilation, passenger information, food and drink, and take into account the practice of other metro-type railway operators. It should then review its seasonal preparedness and make arrangements to provide any additional facilities, provisions and information that passengers need in an emergency resulting from an extreme weather event.

## **ORR decision**

11. Southeastern have carried out a review and made a number of changes to the facilities and systems across its train fleets in order to identify improvements such that the essential needs of passengers can be met should they need to stay on board a train in the event of it becoming stranded.

12. In order to consider the recommendation to have been implemented, we asked Southeastern for confirmation that the work to fit door barriers (allowing doors to be opened to provide ventilation, should a train become stranded) had been completed.

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

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

***Status: Implemented.***

## **Previously reported to RAIB**

14. On 25 March 2020 ORR reported the following:

We have asked Southeastern to confirm if the work to fit door barriers has been completed.

## Update

15. On 10 February 2020 Southeastern provided the following update:

*Southeastern have carried out a review of the facilities and systems on our existing train fleet and their ability to maintain the onboard environment for a prolonged period.*

*With only limited amounts on onboard storage space available due to train design, Southeastern have placed 'grab bags' of essential supplies at strategic locations around our network containing:*

- *Bottled water,*
- *Food (energy bars),*
- *Foil blankets for warmth,*
- *Light Sticks/Glow Sticks for lighting*

*These can be taken to site either by road by Network Rail mobile teams or Southeastern on call staff or can be moved to site onboard a train.*

*Although it is not normal practice for metro operators to provide toilets on trains, Southeastern have procured Emergency Portable Toilets which are held by Network Rail's mobile response staff. It should be noted that these are not intended as a replacement for the on-train facilities and would not be suitable for large numbers of passengers, however they can be used to make the environment more bearable for a limited number of passengers if a controlled passenger evacuation is not possible (for example due to Police request after a complex fatality).*

*Although not strictly related to the Lewisham incident, Southeastern have also procured barriers which allow a limited number of passenger doors to be opened for ventilation during hot weather. These are held by Network Rail response staff and all Driver Managers have been trained in the procedure for installing them (we have since decided to extend this to Conductor Managers and this is ongoing at the time of writing). Southeastern and Network Rail have instigated a series of live exercises to test the policies, procedures and equipment detailed above. These exercises are invaluable both for the staff involved and for those playing the part of passengers; they have also been used to compile training videos and information. We believe that this recommendation is now closed.*

## Previously reported to RAIB

### Recommendation 3

*The intent of this recommendation is to ensure that information that is critical to the operation of the railway is communicated to the correct role within the KICC in an accurate and timely manner, as highlighted by the reasons for miscommunication identified in paragraph 129.*

Network Rail (South East route) and Southeastern should continue their joint review of the processes for decision making, communications and the handling of information with and within the KICC. They should make enhancements so that:

- the functional responsibilities of the individual roles within the KICC, and the information important to them, are defined and make arrangements to ensure that staff clearly understand;
- the appropriate lines of communication between signalling staff and KICC staff are defined, and incorporated in the method of working, and make arrangements to ensure that staff clearly understand; and
- within the KICC, information critical to the operation of the railway is made visible to, or communicated to, the relevant responsible role in a timely manner.

### ORR decision

1. Network Rail (South East route) and Southeastern have identified a number of actions following their joint review of the processes for decision making, communications and the handling of information with and within the Kent Integrated Control Centre (KICC).

2. We have asked Southeastern to demonstrate that by discharging the actions communication arrangements at the KICC have been improved, such as providing evidence of testing new processes and procedures and if they been demonstrated to be better.

3. After reviewing the information provided ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, Network Rail (South East route) and Southeastern have:

- 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

4. On 1 June 2019 Network Rail and Southeastern provided the following updated joint initial response:

#### **Action Plan**

*Network Rail (South East route), in conjunction with Southeastern, have completed the following actions:*



- *Review of communications in control*
- *Updated Controller Communications Handbook*
- *RACI defined and briefed to control, forming part of competency assessment process for South East route and Southeastern*
- *“Ice Call” process to support urgency and clarity of action*
- *Signalbox direct line telephones to the Control office have been checked to ensure that calls are placed to the correct desks in the Control. This action was completed recently on 30<sup>th</sup> May 2019*

*These actions will be shared at the Head of Operations Delivery meeting.*

#### **Recommendation 4**

*The intent of this recommendation is to improve the availability of Southeastern staff that are competent to support train crews in the event of a railway incident at locations other than in station platforms. This complements recommendation 2 in RAIB report 16/2018 that was placed on Network Rail (South East route) to enable provision of appropriate support to staff on the ground, such as train crew.*

Southeastern, in consultation with Network Rail (South East route), should review its arrangements and resources for assisting train crews in managing, informing and reassuring passengers on trains that are stopped at locations remote from station platforms. It should make any changes that are necessary to provide sufficient numbers of suitably trained staff who are competent to access the track and support the managed evacuation of trains. It should also clarify when and how these staff will be deployed

#### **ORR decision**

5. Southeastern have identified a number of actions to improve their communication with passengers in the event of a train becoming stranded.
6. We have asked Southeastern how robust the process for deploying Railway Enforcement Officers (REOs) is, how quickly can they be deployed to an incident and if the plan is supported by a risk assessment.
7. We have also asked Southeastern if REOs are given any training to help with a detainment.
8. After reviewing the information provided ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, Southeastern 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**

9. 29 May 2019 Network Rail and Southeastern provided the following joint initial response:

**Action Plan**

*Southeastern have completed the following actions:*

- *Conducted passenger journey mapping exercises to understand the options available to keep passenger information flowing to passengers on stranded trains.*
- *Strengthened our ability to make remote announcements directly to trains from the Control Centre using GSMR by re-training the teams responsible for using this equipment. We are also re-siting them to a more central position in our control centre move during August 2019.*
- *We have strengthened face to face communication by a programme of briefing for all Drivers, Conductors and OBMs that took place in late 2018/early 2019 and has been incorporated into training for new staff.*

**Actions to be completed:**

- *Southeastern are creating guides for railway staff, emergency services etc who may be on board a stranded train, which we plan to issue to all Se and NR staff by 31st August 2019*

*Southeastern maintains a group of 60 Railway Enforcement Officers who are primarily aimed at revenue enforcement tasks, but also have Personal Track Safety certification and can access the track to assist stranded passengers. The REO teams cover extended early and late shifts and provide staff for two response vehicles alongside mobile teams. They are geographically based at locations across our network and teams are mobile whilst on shift, coordinated by a 24/7 position in the Kent Integrated Control Centre. The REO team carry the Airwave radio system and we are re-briefing them to act as both a reassuring presence onboard and as a communications conduit between control and stranded passengers.*

*Completion Date: 31 August 2019*

**Recommendation 5**

*The intent of this recommendation is to ensure that the essential needs of train passengers are reasonably met in the event that they need to stay on board for an extended time as result of a foreseeable extreme weather event.*

Southeastern, in consultation with Network Rail (South East route) as appropriate, should continue its review of the adequacy of the systems and facilities on each type of train it operates as they relate to alleviating the risk that passengers decide to detrain from trains that have been stranded for extended periods of time. This should include consideration of toilet use, heating, ventilation, passenger information, food and drink, and take into account the practice of other metro-type railway operators. It should then review its seasonal preparedness and make arrangements to provide any additional facilities, provisions and information that passengers need in an emergency resulting from an extreme weather event.

**ORR decision**

10. We have asked Southeastern to confirm if the work to fit door barriers has been completed.

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

12. 29 May 2019 Network Rail and Southeastern provided the following joint initial response:

#### **Action Plan**

*Southeastern and Network Rail (South East route) have jointly reviewed seasonal readiness and resource planning, which now forms part of a structured decision-making process beginning four days ahead of a predicted severe weather event. We have updated our 'Winter Matrix' of pre-planned actions covering all areas of Southeastern and Network Rail (South East) operations.*

*After reviewing the facilities and systems on our existing train fleet, Southeastern now have the following placed at strategic locations around our network:*

- *Bottled water,*
- *Food (energy bars),*
- *Foil blankets for warmth,*
- *Light Sticks for lighting,*

#### **Actions to be completed:**

- *Although it is not normal practice for metro operators to provide toilets on trains, Southeastern, with Network Rail (South East route) is reviewing the feasibility of providing emergency use toilets to stranded passengers. The review will be completed by 31st August 2019 and appropriate next steps planned by 31st August 2019.*
- *Provision of barriers which allow passenger doors to be opened for ventilation (to be in place by 31st August 2019).*

*These supplies can be moved to site by Network Rail's mobile response teams or by Southeastern staff either by road or by train.*