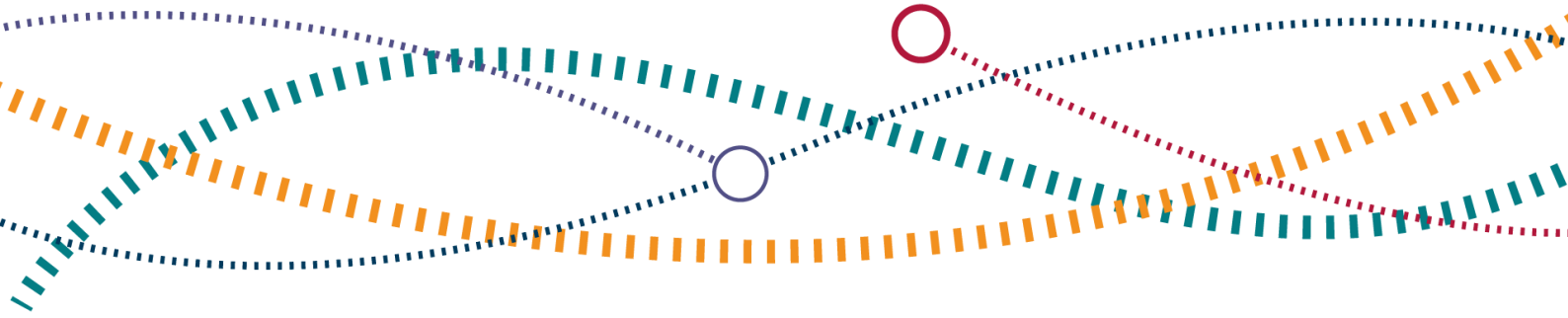
Station only, non-scheduled, and other passenger services reference guide for ORR Core Data compliance monitoring

April 2026 to March 2027

27 March 2026



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1. Introduction

Purpose of this document

1.1 This guidance has been produced to support station only, non-scheduled, and other passenger services ('Operators') with submitting the Core Data reporting template. This refers to those licensees that were the subject of our Licence Outliers consultation process and at the conclusion of which were deemed to be within scope of regulation and required to supply ORR with ongoing compliance monitoring Core Data. This document sets out what data they are required to provide and the technical guidance on how to collect the data. It also provides details of the frequency with which it should be reported.

1.2 Details of the applicable Core Data indicators can be found in Annex 1 of this document.

1.3 The ORR licence conditions can be found on the licensing section of the ORR website.

Reporting template

1.4 The Core Data reporting template for station only, non-scheduled, and other passenger services is located on our Core Data section of the ORR website (please see the 'Related publications' section at the bottom). See chapter 9 for details of where to send the completed template or an email confirming a nil return.

1.5 Where data cannot be provided, please leave the table empty and provide a note in the commentary section below the table.

Training or refresher in data submission

1.6 If you are new to reporting, or require a refresher on any reporting sections, please email rail.stats@orr.gov.uk and we will be happy to provide support.

Questions or feedback

1.7 For any questions or feedback please email rail.stats@orr.gov.uk.

2. Updates for April 2026 to March 2027

2.1 There are no updates for April 2026 to March 2027.

3. Complaint definition

What counts as a complaint?

3.1 The following, as well as Sections A and B, supplement the Complaints Code of Practice.

3.2 The complaint definition is used for reporting in Sections A and B. **Only complaints relating to operations on mainline infrastructure should be included. Complaint relating to operations on other infrastructure (e.g. metros, tramlines, heritage lines) should not be included.**

3.3 The Complaints Code of Practice defines a complaint as:

> **"Any expression of dissatisfaction by a customer or potential customer about service delivery or company or industry policy where a response or resolution is explicitly or implicitly expected."**

3.4 The following contact methods for complaints are included within Sections A and B:

- Letter (including comment cards).
- Email or Webform.
- Telephone call.
- Meet the manager.
- Online forums (including live chat).

Meet the manager and online forums

3.5 ORR recognises that meet the manager and online forums generate lots of customer feedback. To count as a complaint the feedback should lend itself to investigation as per our complaints definition. The licence holder should then assist the complainant in making a formal complaint, which will then be dealt with in accordance with the licence holder's Complaints Handling Procedure.

Live chat

3.6 Live chat is increasingly being used by Operators to interact with passengers. While many of the comments may be classified as general feedback or enquiries, the same approach listed for meet the manager and online forums above should be used to determine if correspondence needs to be escalated as a formal complaint.

Telephone complaints

3.7 All telephone complaints should be recorded. If a complaint is made without the person leaving their details, this should still be captured as a complaint within Sections A and B.

What should not count as a complaint

3.8 The following criteria are out of scope and should **not** be counted as a complaint within Sections A and B:

- Another Operator's complaint.
- Delay compensation claim (unless a complaint, see note below).
- Feedback (see note below).
- Praise.
- Social media (see note below).
- Complaints about other rail organisations (e.g. National Rail Enquiries, Transport Focus, and London TravelWatch).

Another Operator's complaint

3.9 Complaints which relate to another Operator (these are sometimes referred to as 'OTOC complaints') should **not** be included within the complaint data. A complaint about a specific train, staff member, ticket office or station shall be owned by the licence holder responsible for that train, staff member, ticket office or station. A complaint about a delay will be owned by the licence holder on whose train the passenger was travelling when the delay occurred (see Complaints Code of Practice sections 1.12 and 1.13).

Delay compensation claims

3.10 Data regarding delay compensation claims (e.g. delay repay) should not be included in the complaints data. A standard delay compensation claim is not a complaint.

3.11 However, complaints about delay compensation schemes, claims or claims processes **should** be included in the complaints data.

Feedback

3.12 Feedback can take the form of comments which are neutral, positive or negative. Feedback comments should **not** be included unless they are classified as a complaint. All forms of feedback are valuable. For example, feedback that is not necessarily a complaint could still help to drive improvement. Licence holders are therefore encouraged to invite wider feedback and praise via their complaints page and other channels, as appropriate (see Complaints Code of Practice section 1.37).

Praise

3.13 Correspondence exclusively containing praise comments should **not** be counted within the complaint data. If praise is included, it will inflate the complaints rate for the Operator and give a false representation of the number of complaints closed.

Social media

3.14 Comments received through social media should **not** be included in the complaints data. However, there may be circumstances in which the feedback on social media lends itself to further investigation.

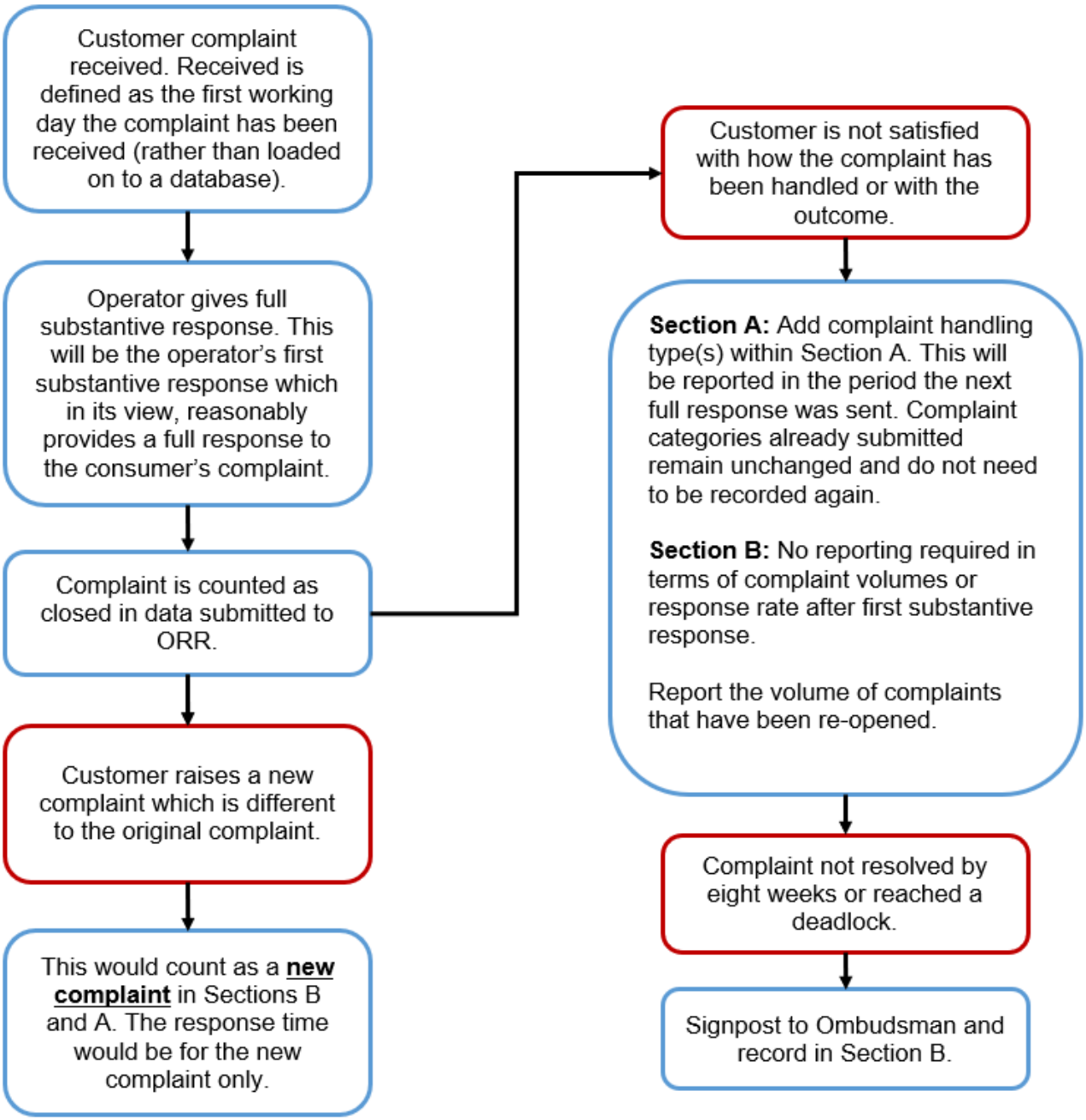
3.15 Where a complaint is made via social media and the licence holder cannot resolve it on the spot, the licence holder must, as a minimum, assist the complainant in making a complaint by signposting them to the appropriate channels (see 1.40 of the Complaints Code of Practice). For example, this may involve signposting the complainant to a webform or providing an email address at which they can log formal complaints. Once the formal complaint is closed, it will then be in scope to be included within the data submitted to ORR.

Other rail organisations

3.16 Complaints about other organisations such as National Rail Enquiries, Transport Focus and London TravelWatch should **not** be recorded within the complaints data. Such complaints should be referred to the relevant organisation.

How to record a complaint

3.17 The following flow diagram gives an overview of how a complaint should be recorded in the data template. Further guidance, e.g. asking a complainant for further information, is provided in the following chapters.



4. Section B – Complaints

4.1 Guidance on Section B has deliberately been placed before Section A in this document since correct understanding of how to report Section B is required first to complete Section A.

4.2 Section B records complaint volumes and response times to those complaints. Section B fulfils station only, non-scheduled, and other passenger services complaints handling procedure (CHP) indicators 1, 2 and 5 (see Annex 1 for more information on Core Data indicators).

Reporting timescales

4.3 To be submitted twice a year after Period 7 and Period 13. Submission dates are shown on the cover sheet of the data template.

Total number of complaints closed (row 8)



4.4 The methodology for reporting complaint volumes is set out below.

Complaints closed

4.5 Complaint correspondence volumes are based on the number of complaints **closed** within a period (as opposed to complaints received).

4.6 For the purposes of reporting data to ORR, a closed complaint is one which has had a first full substantive response. This is defined as:

The Operator's first substantive response which, in its view, reasonably provides a full response to the consumer's complaint. This does not include an acknowledgement or holding response.

4.7 For details on how to calculate response times in cases where a complainant does not respond within 10 working days, please see paragraph 4.29 for details.

4.8 Once these data in Section B have been submitted to ORR for a particular period, they should remain fixed, with no retrospective changes required.

Correspondence following the first full substantive response

4.9 Any responses following the first full substantive response regarding the same complaint should not be reported within this section of the data template (row 8).

4.10 For example, if the complainant is not satisfied with how the complaint has been handled or with the outcome and this results in a 'comeback' which leads the Operator to reopen the complaint, this will **not** count as an additional complaint volume in Section B.

4.11 It is only in circumstances where the complainant makes a **new complaint** (i.e. materially distinct from the original complaint) that it should be categorised as a new complaint in Section B.

Reporting example for a complaint 'comeback'

4.12 In this example, the original complaint was about the attitude of staff at station X. If the Operator has sent a first full substantive response but the passenger then comes back and complains that on a different day staff at station Y were also unhelpful, then this should be recorded as a **new complaint** in Section B with the subject of the new complaint also logged in Section A.

4.13 In contrast, the comeback would be considered '**related'** to the original complaint if it was expressing the complainant's dissatisfaction about how long it took for them to receive a response to the original complaint. This would mean the complaint is reopened but the additional complaint about the response time would only be recorded in Section A (in the period in which the complainant came back), with no additions made to Section B. The same would apply if the complainant disagreed with the outcome of the complaint and no further action was required.

Multiple complaint types in one correspondence

4.14 If there are multiple complaint types within a single complaint correspondence, this should be recorded once within Section B (row 8). This is because Section B records the number of complaint correspondence closed. Within Section A, each complaint type is recorded separately (see guidance in chapter 5 for Section A reporting).

4.15 For example, if a complaint correspondence contains a complaint on both the punctuality of the journey and on accessibility issues, this will be counted as one complaint within Section B.

Response times to complaints (rows 6 to 10)

Percentage of complaints responded to within 10 working days	All contact methods (%)	
Percentage of complaints responded to within 20 working days	All contact methods (%)	
Total number of complaints closed		0
Total time to respond to complaints closed within period (working days)		
Average time to respond to complaints within period (working days)		-

4.16 The methodology for reporting response times to complaints is outlined below.

Response times are based on complaints closed

4.17 Response times to complaints are based on those **complaints closed** during the period (as reported in row 8 of the complaint volumes section). For example, if 100 complaints were reported as closed, then the response time calculation would be based on those 100 complaints.

Calculating response time

4.18 The response time is based on when the complaint was first received by the Operator to when the Operator issued the first full substantive response. In cases where a complaint is initially sent to the wrong Operator, the response time should still be calculated against the time at which the complaint was first received rather than from the point that the correct Operator receives the complaint.

4.19 Received is defined as the first working day that the complaint reached the Operator. This is **not** when the Operator first uploads the complaint to a complaints management system.

4.20 The first full substantive response is defined in paragraph 4.6 above.

Response times are based on working days

4.21 The number of days to answer a complaint is to be reported in working days only, and therefore excludes weekends and bank holidays.

4.22 The response time to each **individual complaint** should be recorded to the nearest **whole working day**. If the first full substantive response is provided on the same working day the complaint is received (i.e. the first working day), then this should be counted as a response time of 1 working day. If the first full substantive response is provided on the next working day, then this should be

counted as a response time of 2 working days (and so on). As such, the **Total time to respond to complaints** should be reported in whole days.

Correspondence following the first full substantive response

4.23 Further correspondence with the complainant following the first full substantive response should **not** be counted as part of the response time. Response times to complaints should reflect the first full substantive response only.

4.24 If the complainant makes a new complaint, then it should be categorised as a new complaint with its own response time.

Total time to respond to complaints closed within period and average time to respond to complaints

4.25 This is the total amount of time, in whole working days, that were taken to respond to the complaints closed in the period.

4.26 Once entered into the template, the (mean) average time in working days taken to respond to complaints closed within that period is calculated. The table below gives a simple example of the process. Four complaints with a total of 33 working days result in an average of 8.25 working days per complaint.

Complaint	Working Days
1	6
2	4
3	16
4	7
Total days	33
Total days divided by number of complaints	33 divided by 4 equals **8.25**

Percentage of complaints responded to within 10 and 20 working days

4.27 The percentage of complaints responded to within 10 and 20 working days should be provided to at least two decimal places.

Response times reporting example

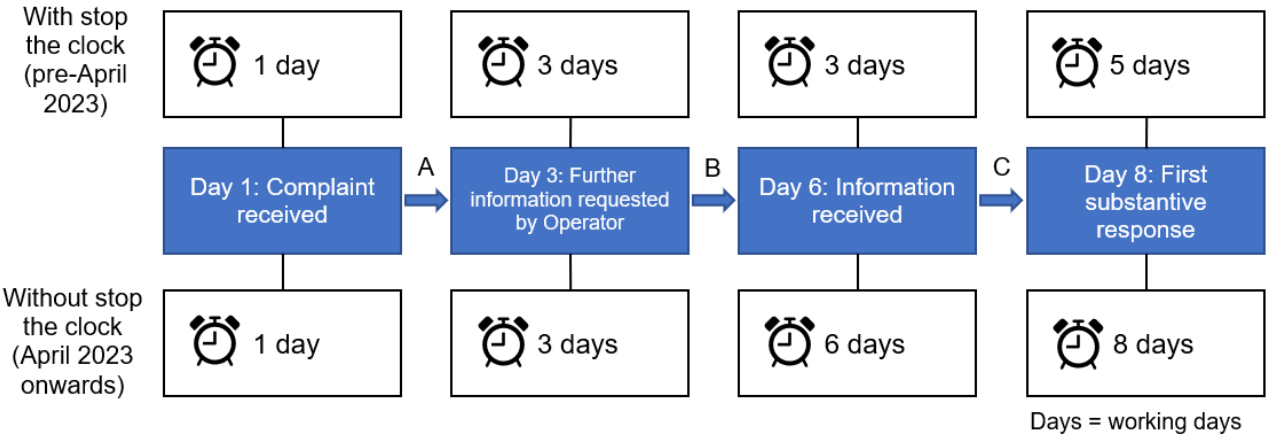
4.28 The Operator received a complaint by email and made a first full substantive response on the 15th working day. The complaint is reopened and takes a further 10 working days to issue another response. The first full substantive response of 15 days is included only within the response time. The complaint will be recorded in Section B in the following way:

Percentage of complaints responded to within 10 working days	All contact methods (%)	0.00%
Percentage of complaints responded to within 20 working days	All contact methods (%)	100.00%
Total number of complaints closed		**1**
Total time to respond to complaints closed within period (working days)		15
Average time to respond to complaints within period (working days)		15.00

Putting the complaint on hold while waiting for the complainant to respond

4.29 In August 2021, ORR first consulted the rail industry on a draft Complaints Code of Practice. This included proposals to remove 'stop the clock', which is the process of putting a complaint on hold while waiting for the complainant to respond. A new Complaints Code of Practice and amended licence condition was published on 2 February 2023. **Since 1 April 2023, a complaint response time cannot be paused if the Operator is waiting for the complainant to reply** (e.g. to provide the Operator with more information to enable the complaint to be investigated).

4.30 The flow diagram below shows an example of how response times should be calculated from April 2023 onwards, without the use of stop the clock.



4.31 The response time is calculated in the following way, based on the flow diagram example above:

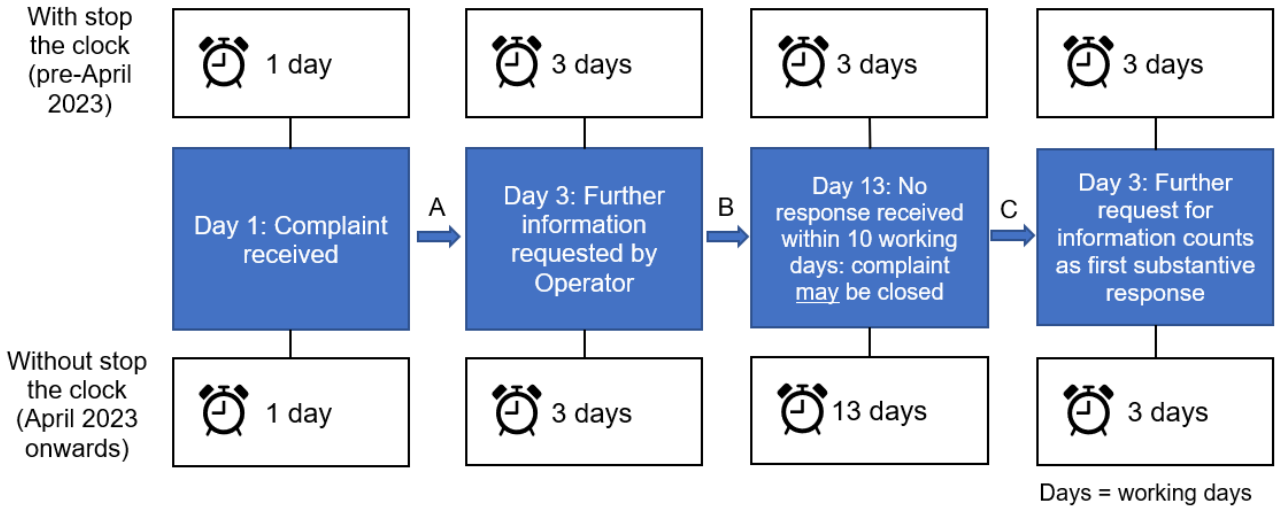
- Part A: From the date the complaint was received to the date the Operator asked for more information required to fully respond to the complaint = 3 working days (if the first substantive response is provided on the same working day as the complaint is received, then this counts as 1 working day for response time).
- Part B: From the date the Operator asked for more information to the date when the information was received = 3 working days.
- Part C: From the date the Operator received the requested information from the complainant to replying with the first full substantive response = 2 working days.
- Therefore the response time for this one complaint would be calculated as: A + B + C, i.e. 3 + 3 + 2 = 8 working days in total.

Calculation of response time where a complainant does not provide further information within 10 working days

4.32 If the Operator requests further information from the complainant, and the complainant does not respond within 10 working days, the Complaints Code of Practice states that the Operator may choose to close the complaint (see 1.51 of the Complaints Code of Practice for further details[1]). In these circumstances, the complaint is closed and the original request for further information should count as the first substantive response in Section B.

4.33 In the example below, the complainant was asked to provide further information on Day 3. The complainant does not respond within 10 working days. The request for information issued on Day 3 counts as the first substantive response. The complaint should be recorded in Section B as a closed complaint.

[1] Note that if these circumstances apply, the Operator must inform the complainant that they close the complaint, along with how the complainant can get in touch with the Operator if they wish for their complaint to be reopened.



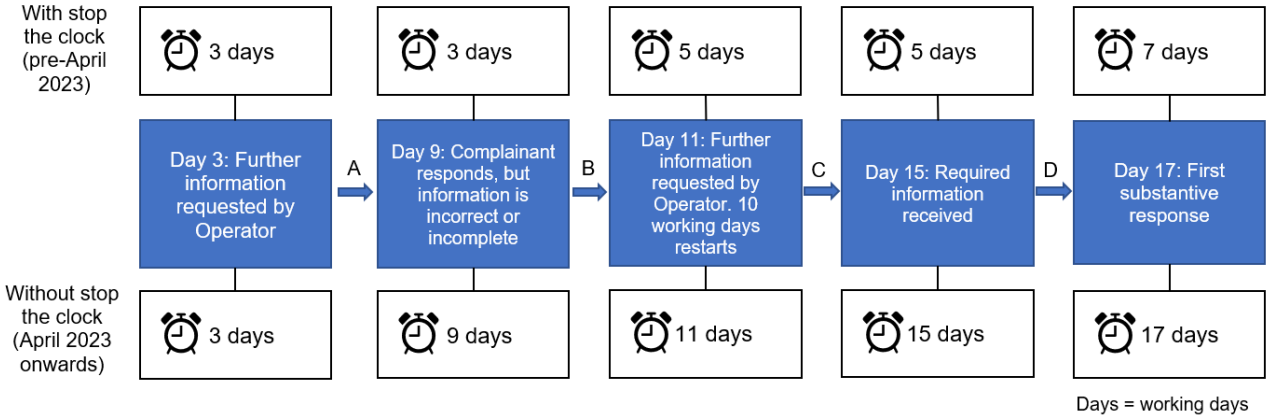
4.34 The complaint should be recorded as closed in the period in which the 10 working days expire. For example, in the scenario above, if the request for further information was made in Period 1, but the 10 working days expired in Period 2, the complaint should be counted as closed in Period 2 (with a response time of three days) even though the request for further information was made in the previous period.

4.35 Should the complainant provide further information at a later date, the complaint should be reopened but any responses should not count again as a complaint closed in Section B. This is to ensure that complaint volumes are not inflated. It should also not count as a complaint reopened in Section B (complaints reopened volumes are to be reported as per the definition in paragraph 4.43 below).

Calculation of response time where more than one request for further information is made

4.36 Where the complainant responds to a request for further information within 10 working days, but the information provided is incorrect or incomplete and a further request for information is required, a new 10 working day period begins.

4.37 In the example below, the complainant responded six days after the initial request for further information; however, a further request for information was required. The complainant has 10 working days to provide a response from the day on which the second request for information is sent. The complainant provides the required information on Day 15 and the first substantive response is issued on Day 17. The clock does not stop and this counts as a 17 day response time.



4.38 Should the complainant fail to respond within 10 working days of the second request for information, then the **initial request** for information should count as the first substantive response. In the example above, this would be **3 working days**.

4.39 In such a scenario, the same process as set out in paragraph 4.35 should apply if the complainant comes back after more than 10 working days.

If the 95% within 20 working days requirement is not met (row 12)

4.40 If the percentage of complaints closed within 20 working days is lower than 95%, ORR should be informed of the following:

- The reason for the extended response times and their expected duration.
- The plans in place to remedy the situation.
- The procedures in place to ensure that the quality of responses is maintained.
- Any steps taken to advise affected complainants.

4.41 If the failure to meet the 20 working day requirement is due to any large or unexpected increase in complaint volumes, you should inform ORR as to how you will build resilience into recovery plans so that any prolonged period of non-compliance does not reoccur.

4.42 Please add your response to the commentary rows within Section B. If further explanation needs to be provided, please send to rail.stats@orr.gov.uk.

Volume of complaints reopened (row 11)

4.43 The volume of complaints reopened within the period. Complaints reopened are those complaints which have already had a first full substantive response either in that period or a previous one, but the complainant has 'comeback' due to not being satisfied with how the complaint has been handled or with its outcome.

4.44 Operators should report on complaints reopened during the period, irrespective of what period the initial contact was, rather than reopened complaints closed during the period.

4.45 At the time of reporting a particular period's data, correspondence yet to be categorised should not be included in this metric. Operators should report on only those complaints that have been classified as reopened, and not include all correspondence. This data may need to be revised retrospectively if Operators subsequently categorise further complaints received in a period as reopened.

4.46 A reopened complaint does not count towards the volume of complaint correspondence (row 8). This is because the complaint correspondence data only records complaints which require a full substantive response, and the reopened complaint will have previously been recorded in this section.

Signposting to the Ombudsman

4.47 Signposting refers to the stage in the complaints process where the Operator issues an alternative dispute resolution (ADR) letter. This will be through either a 'deadlock' or '8 week' letter, informing the complainant of their right to take their unresolved complaint to the relevant ADR scheme, i.e. the Rail Ombudsman (see clauses 1.68 to 1.70 of the Complaints Code of Practice).

4.48 Signposting is different from providing information about ADR membership in **complaint acknowledgements**. All acknowledgements of complaints (including telephone, letter and electronic communications) must explain that the licence holder is a member of the relevant ADR scheme, an impartial service who can assist when complaints remain unresolved, and signpost complainants to where they can find out further information about the scheme (see 1.67 of the Complaints Code of Practice).

4.49 Operators **must** report on the volume of complaints that are formally signposted to the Ombudsman via ADR letters. This will be reported based on the volume of either '8 week' or 'deadlock' letters.

Volume of complaints signposted to the Ombudsman (rows 12 and 13)

Volume of complaints sign-posted to the Ombudsman - deadlock letters	Volume of 'deadlock' letters			
Volume of complaints sign-posted to the Ombudsman - 8 week letters	Volume of 8 week letters			

Deadlock letters (row 12)

4.50 These are letters sent to the complainant signposting them to the Ombudsman **before it reaches the 8 week stage** where the Operator and complainant cannot agree a resolution to the complaint.

4.51 If the complaint reaches deadlock and the deadlock letter has been issued, it should **not** be counted within the volume of 8 week letters as well.

8 week letters (row 13)

4.52 This refers to the number of letters sent to complainants at the 8 week stage (in calendar days from when the complaint was received) signposting them to the Ombudsman where a resolution to the complaint has not been achieved. 8 week letters are the equivalent of 40 working days.

Methodology for reporting response times

4.53 The timeframe for an Ombudsman referral (whether for a deadlock letter or an 8 week letter) should be taken from the date the complaint was received by the Operator. The timescale runs continuously from when the complaint was received, and **the Operator should not use 'stop the clock'**. The complaint should not be put on hold, including where the complaint has been reopened.

Average time to deadlock (row 14)

4.54 This refers to the average time in working days that complaints take to reach deadlock within a period. It should be reported to the nearest whole day.

5. Section A – Complaint categories

5.1 Section A categorises the type of complaints which were closed in Section B. It also categorises reopened complaints (see paragraph 5.9 for details on how to process complaints that have been reopened). This fulfils station only, non-scheduled, and other passenger services CHP indicators 3 and 4, as well as accessible travel policy (ATP) indicator 9 (see Annex 1 for more information on Core Data indicators).

Reporting timescales

5.2 To be submitted twice a year after Period 7 and Period 13. Submission dates are shown on the cover sheet of the data template.

Categorisation of complaints

5.3 Each cause for a complainant's expression of dissatisfaction (complaint type) within a complaint correspondence should be recorded in Section A. One complaint can be recorded in more than one category. However, one complaint subject should only be recorded in one category. For example, a complaint about a lift being out of service should be recorded in the facilities and services under station quality. However, if the complaint related to disabled access, then it should instead be recorded in lack of accessible facilities.

5.4 Operators are required to record the number of complaints about accessibility issues and complaints handling. Other categories can be submitted in rows beneath those reserved for the mandatory categories.

Level 1 Category	Level 2 Category	P1	P2
All Contact Methods	Accessibility issues		
All Contact Methods	Complaints handling		
All Contact Methods			
All Contact Methods			
All Contact Methods			
All Contact Methods			
All Contact Methods			
All Contact Methods			
All Contact Methods			
All Contact Methods			
All Contact Methods			

Complaints on accessibility issues and complaints handling must be reported

Operators should submit their own complaint categories below

Reporting example

5.5 A complaint correspondence contains two type of complaint categories: one on complaints handling and one on accessibility issues. This is recorded twice within section A, once under complaints handling, and once under accessibility issues (in contrast this will be recorded as one closed complaint in section B).

Level 1 Category	Level 2 Category	P1
All Contact Methods	Accessibility issues	1
All Contact Methods	Complaints handling	1

Mandatory complaint categories

5.6 There are two mandatory categories that must be submitted. These categories are **accessibility issues** and **complaints handling** and for this reason have already been entered within the template.

Entering further categories

5.7 In order to reduce the burden on Operators the remaining complaint categories will be collected based on the licensee's own categories. The licence holder should populate the rest of the section A table with their own complaint categories.

Complaints mapping table

5.8 Within the data template there is a complaints mapping table sheet. This gives examples and guidance for the complaint categories that ORR currently publish for mainline operators. It also includes guidance on COVID-19 type complaints. Please feel free to look at these categories and adapt them to your reporting if helpful.

Complaints that have been reopened

5.9 If the complainant is not satisfied with how the complaint has been handled or with the outcome, then the complaint may be reopened, and the Operator may send another response. When the Operator responds with the next substantive response, the complaint handling type(s) will be categorised in Section A in the period the Operator sent the next substantive response. **Complaint categories already recorded in Section A at the time of the first substantive response should not be recorded again.**

5.10 The reopened complaint will count as a complaint reopened in Section B (see Chapter 4 above for guidance on Section B).

Difference between Sections A and B

5.11 The total number of complaints in Section A will be higher than or equal to Section B. This is because each complaint recorded in Section B should be classified at least once within Section A. There is a quality assurance check in Section B which will highlight if Section A is lower than Section B. If row 17 within Section B shows a ‘check’ note, please ensure all complaints in Section B are categorised in Section A.

6. Section D – Assisted journeys

6.1 Section D records the detail on both booked and unbooked assisted journeys. It fulfils station only, non-scheduled, and other passenger services ATP indicator 8 (see Annex 1 for more information on Core Data indicators).

Reporting timescales

6.2 To be submitted twice a year after Period 7 and Period 13. Submission dates are shown on the cover sheet of the data template.

Booked assistance (rows 6 to 13)

6.3 How to complete the booked assistance section of the data template is explained below. The guidance covers booked assistance completions volumes, incomplete booked assistance volumes and reasons for the incomplete assistance.

Metric reference	Type	Metric	P1
A	Booked	A). Volume of booked assistance	
B	Booked	B). Volume of booked assistance completions	
C	Booked	C). Volume of booked assistance incomplete, and reasons for each incomplete assistance (below)	
Ci	Booked	i). No space on train	
Cii	Booked	II). No staff available	
Ciii	Booked	iii). Disruption	
Civ	Booked	iv). Passenger did not arrive / arrived too late for service	
Cv	Booked	v). Other	

Volume of booked assistance (row 6)

6.4 This is the volume of booked assistance requested. This figure will be the sum of both metric B – volume of booked assistance completions (row 7) and metric C – volume of booked assistance incomplete. For example, if there were 20 booked assistance completions, and 5 booked assistance which were incomplete, then the total for metric A would be 25 for the volume of booked assistance.

Volume of booked assistance completions (row 7)

6.5 The number of booked assists made via the National Passenger Assistance Booking System actually **completed** by the Operator within the specified period.

This is a single number for the Operator, i.e. an aggregate of all booked assists delivered successfully by the Operator across all its services within the specified period (including both trains services and its managed stations).

Volume of booked assistance incomplete, and reasons for each incomplete assistance (below) (row 8 to 14)

6.6 If a booked assistance request has been logged in the National Passenger Assistance Booking System and the assist has **not been provided** to the passenger, this must be recorded as 'incomplete' and the reason for the failure should be categorised as follows:

(i) No space on train.

(ii) No staff available.

(iii) Disruption.

(iv) Passenger did not arrive / arrived too late for service.

(v) Other.

Unbooked assistance (rows 14 to 21)

6.7 How to complete the unbooked (Turn Up and Go) assistance section of the data template is explained below.

D	Unbooked	D). Volume of unbooked assistance (Turn Up and Go) requested	
E	Unbooked	E). Volume of unbooked assistance (Turn Up and Go) completed	
F	Unbooked	F). Volume of unbooked assistance (Turn Up and Go) incomplete, and reasons for each incomplete assistance (below)	
Fi	Unbooked	i). No space on train	
Fii	Unbooked	II). No staff available	
Fiii	Unbooked	iii). Disruption	
Fiv	Unbooked	iv). Passenger did not arrive / arrived too late for service	
Fv	Unbooked	v). Other	

Volume of unbooked assistance (Turn Up and Go) requested (row 14)

6.8 The volume of unbooked assistance requests received by the Operator from passengers within the specified period. The volume of unbooked assistance should equal the volume completed (metric E) plus the volume incomplete (metric F).

6.9 This is a single number for the Operator, and we do not require this to be reported at station level.

Volume of unbooked assistance (Turn Up and Go) completed (row 15)

6.10 The volume of unbooked assists actually carried out by the Operator within the specified period.

6.11 This is a single number for the Operator, and we do not require this to be reported at station level.

Volume of unbooked assistance (Turn Up and Go) incomplete (row 16), and reasons for each incomplete assistance (rows 17 to 21)

6.12 This is the volume of unbooked assists that were requested by passengers but were unable to be fulfilled by the Operator, broken down by the reason for each incomplete assistance as categorised as follows:

(i) No space on train.

(ii) No staff available.

(iii) Disruption.

(iv) Passenger did not arrive / arrived too late for service.

(v) Other.

6.13 The volume of unbooked assistance requested (row 14) should sum to the volume of unbooked assistance completed (row 15) plus the volume of unbooked assistance incomplete (row 16).

Reporting example

6.14 There were five counts of assistance requested in rail period 1. Two were booked, whilst three were unbooked. One count of booked assistance was completed, whilst the other was incomplete, due to the passenger arriving too late for their service. All counts of unbooked assistance were complete.

6.15 This would be reported in the template as follows:

Metric reference	Type	Metric	P1
A	Booked	A). Volume of booked assistance	2
B	Booked	B). Volume of booked assistance completions	1
C	Booked	C). Volume of booked assistance incomplete, and reasons for each incomplete assistance (below)	1
Ci	Booked	i). No space on train	0
Cii	Booked	II). No staff available	0
Ciii	Booked	iii). Disruption	0
Civ	Booked	iv). Passenger did not arrive / arrived too late for service	1
Cv	Booked	v). Other	0
D	Unbooked	D). Volume of unbooked assistance (Turn Up and Go) requested	3
E	Unbooked	E). Volume of unbooked assistance (Turn Up and Go) completed	3
F	Unbooked	F). Volume of unbooked assistance (Turn Up and Go) incomplete, and reasons for each incomplete assistance (below)	0
Fi	Unbooked	i). No space on train	0
Fii	Unbooked	II). No staff available	0
Fiii	Unbooked	iii). Disruption	0
Fiv	Unbooked	iv). Passenger did not arrive / arrived too late for service	0
Fv	Unbooked	v). Other	0

Commentary

6.16 If the assists the Operator have provided relate to a sample of stations, (e.g. if four stations are logging these data), please indicate the stations within the commentary rows from row 24.

6.17 Please also provide any data caveats or limitations that ORR should be aware of.

Commentary
Please provide any additional commentary we should be aware of in the rows below:
P1:
P2:
…
P13:

7. Complaints data to be published by Operators (formerly Section E)

7.1 The Complaints Code of Practice (see Provision 7) requires Operators to publish information annually on their continuous improvement activities (formerly Section E) and data on complaints handling response times either quarterly or annually (depending on their complaints volumes). This fulfils station only, non-scheduled, and other passenger services CHP indicator 6.

7.2 Data on complaints handling response times, along with annual reporting on continuous improvement, **must** be published on each Operator's website. We allow flexibility for each Operator to determine the best location but recommend that these could be published on the complaints page of each Operator's website. They should be clearly visible and easy to find.

Annual publication on continuous improvement activities

7.3 All Operators must publish information annually on their continuous improvement activities and how they have actively used and applied learning from complaints, and the complaints process, within their business (see Complaints Code of Practice 1.76). These reports must:

- assess the passenger experience of accessing and using the complaints process and describe any improvements made[2].
- report the key issues that passengers have complained about.
- demonstrate how licence holders have actively used and applied learning from complaints within their business.
- describe the impact of improvement activities.

7.4 We expect the content to cover at least the top five key areas passengers have complained about. However, we encourage Operators to consider how they can go further, for example by considering:

- Interventions that have been made following feedback or a complaint that does not form the "top five", but which nevertheless had a significant impact on the passenger experience.

[2] Noting the duty of Operators under the Equality Act 2010 to make reasonable adjustments.

- Business improvements that have been designed to reduce the volume of complaints that are received in the first place.

7.5 For licence holders who are subject to the reporting requirements of Regulation (EC) No 1371/2007 (as amended) on rail passengers' rights and obligations, the requirements above can be included within the publication of the annual Service Quality Report (SQR) (see chapter 8 for further information about the SQRs).

7.6 The annual reports on continuous improvement activities should be published by **31 May 2026**, to coincide with the annual SQRs due at the same time. In line with Complaints Code of Practice 1.79, Operators must inform ORR when and where the report has been published by providing a hyperlink to rail.stats@orr.gov.uk.

7.7 The requirement to publish annual information on continuous improvement activities replaces the requirement to submit annual continuous improvement data to ORR via the Core Data template, and therefore Section E has been removed.

Quarterly or annual publication of data on complaints handling response times

7.8 Operators must publish data on their performance in handling complaints on key metrics at least once a quarter to cover:

- Percentage of complaints responded to within 10 working days.
- Percentage of complaints responded to within 20 working days.
- Average response times for responding to complaints.

7.9 Operators may add narrative to explain the reasons for their performance.

7.10 Operators who record fewer than **100 complaints in a year** will only be required to publish these three metrics annually, rather than quarterly. The 100 or more complaints threshold for requiring quarterly publication will be based on an average across the last three reporting years.

7.11 This is in line with Complaints Code of Practice section 1.72 to 1.74.

7.12 Operators do not need to calculate quarterly data for these purposes. Operators should use the data that they already report to ORR periodically in their Core Data template and publish this at least once a quarter (e.g. publish periodic data after Periods 4, 7, 10 and 13).

7.13 In line with Complaints Code of Practice 1.79, Operators must inform ORR when and where the report has been published by providing a hyperlink to rail.stats@orr.gov.uk.

8. Rail Passenger Rights and Obligations (PRO) Regulation

8.1 The Rail Passenger Rights & Obligations (PRO) Regulation enhances and strengthens the rights of rail passengers particularly in the areas of information and ticketing provision, compensation and assistance, and provides rights for disabled persons and persons with reduced mobility.

8.2 The PRO Regulation came into law in Great Britain (GB) in 2009. The PRO consists of core and non-core Articles – the core Articles have applied to the GB's domestic and international rail transport services since December 2009. The Government exercised the power under the PRO to temporarily exempt GB's domestic railways from all of the non-core Articles. The domestic exemption in relation to the non-core Articles expired on 3 December 2019. This now means that passenger operators including charter train operators, are required to publish an annual Service Quality Report (SQR) (see Article 28 of the PRO Regulation) as a requirement of their operating licence (Condition 3: Passenger Rights).

8.3 In order to support operators with the production of the SQR, ORR has provided the following guidance on the indicators to be included within the reports, taking a proportionate approach with charter operators. This will help ensure consistency in reporting between operators.

8.4 Operators should ensure they follow the PRO Regulation and if in doubt over the interpretation, seek independent legal advice.

Service Quality Report publication

8.5 Service Quality Reports should be published on the Operator's own website by **31 May** each year.

8.6 Confirmation of publication with a hyperlink to where the report can be found should be made by the same date to rail.stats@orr.gov.uk.

8.7 Whilst operators are free to select the presentational format of their SQR as appropriate to their business, in most cases we expect that the report will be presented as either a webpage or as a downloadable pdf.

Service Quality Report content

8.8 This section of the guidance sets out the content that each SQR must include. To reduce the reporting burden for charter operators, where possible we have selected the recommended sources for each indicator to align with the Core Data reporting requirements.

Information and tickets

Report content	Recommended source
Provision of travel information during the journey	Operators' own qualitative information. This may cover information provision about on-board services and security & safety issues.

Punctuality of services and general principles to cope with disruption to services

Disruptions

Report content	Recommended source
Existence and short description of contingency plans, crisis management plans	Operators' own qualitative information

Cancellation of services

Report content	Recommended source
% cancellation of services as part of all services	Performance data from TRUST. If there were no cancellations during the reporting year, this should be indicated within the report. Operators may supplement any quantitative metrics with additional explanatory text.

Cleanliness of rolling stock and station facilities (air quality in carriages, hygiene of sanitary facilities, etc.)

Report content	Recommended source
Cleaning intervals	Operators' own qualitative information of cleaning intervals of rolling stock and where applicable, station facilities of managed stations which are in scope of the PRO.

Customer satisfaction survey

Report content	Recommended source
Customer satisfaction survey	Operators' own qualitative information on its customer feedback. This should include a description of customer feedback or themes of complaints received in the reporting year. Operators should also provide details of its continuous improvement activities, and how it has actively used and applied learning from feedback and or complaints.

Complaint handling refunds and compensation for non-compliance with service quality standards

Report content	Recommended source
Procedure in place	Operators' own qualitative information of how complaints are handled.

Report content	Recommended source
	This may include a link to operators' Complaint Handling Procedure where applicable.
Number of complaints and outcome	* Operators may use the data from its ORR core data submission: Section B volume of complaints closed.
Categories for complaints	* Operators may use the data from its ORR core data submission: Section A- complaint categories.
Received complaints	* Operators may use the data from its ORR core data submission: Section B - volume of complaints received.
Processed complaints	* Operators may use the data from its ORR core data submission: Section B - percentage of complaints responded within 20 and 10 working days.
Average response times	* Operators may use the data from its ORR core data submission: Section B average time to respond to complaints.
Possible improvement action undertaken	Operators' own qualitative information or link to where this information can be found, if published elsewhere. Operators' should refer to Complaints Code of Practice for further guidance on the content for this section (see ref 1.76).

Assistance provided to disabled persons and persons with reduced mobility

Report content	Recommended source
Assistance procedure in place	Operators' own qualitative information on how assistance is provided, this may include a link to the operator's Accessible Travel Policy.
Number of cases of assistance	Volume of booked assistance. Volumes of unbooked provided if applicable and available. Please provide notes on any caveats, for example, if volumes are based on a sample.

* Metric meets Article 27 (Complaints) PRO reporting requirements.

9. Sending the data to ORR

9.1 Please submit data in the excel template provided to rail.stats@orr.gov.uk at most fifteen working days after rail periods 7 and 13. **If there are no data to report for the most recent rail periods, please still provide an email confirming a nil return.**

9.2 It is essential that the template is used, and no modifications are made to it as the data is uploaded directly to our data warehouse and any changes to the format of the template will result in an error when it is uploaded.

9.3 We accept revised data for previous periods and will refresh the time series with any new data received. It would be helpful if Operators could indicate in their covering email if any data have been revised and any reasons for the revision.

9.4 A copy of the template can be downloaded from the Related Publications box on our Core complaints data webpage.

Railway period dates and submission dates

9.5 The railway period dates and submission dates can be found within the cover sheet of the reporting template.

Commentary on trends

9.6 We welcome any comments you have which describes changes in your Core Data. For example, if the complaints volume has increased or decreased, any impact on percentage of complaints responded to, and type of complaint. Please provide comments within the commentary rows in each section of the data template.

Quality assurance checks

9.7 ORR carry out periodic quality assurance checks on all data received every period. We will contact Operators the week after the periodic data submission deadline if we find any potential issues. We have listed our checks in Annex 2. Operators should build these checks into their own reporting schedule in order to reduce ORR contacting them with any issues following submission.

Annex 1: Core Data indicators

The table below summarises the Core Data indicators for station only, non-scheduled, and other passenger services, the metrics related to them, the required reporting frequency and where the data should be recorded (if applicable).

Complaints handling procedure indicators

Indicators	Reporting frequency	Sheet name in template (if applicable)
1. Total number of complaints closed	Bi-annual (with P7 and P13 data)	Section B
2. Percentage of complaint cases responded to within the requirement or target, including sub-categories (a) to (d) a) Average time to respond to complaints within period (working days). b) Percentage of complaints responded to within 10 working days. c) Percentage of complaints responded to within 20 working days.	Bi-annual (with P7 and P13 data)	Section B
3. Total number of complaints closed by complaint category Complaint categories detailed in Section A of reporting template.	Periodic	Section A
4. Complaints about the complaint handling process	Periodic	Section A
5. Number of referrals to the Rail Ombudsman	Periodic	Section B

Indicators	Reporting frequency	Sheet name in template (if applicable)
a) Number of complainants signposted to the Ombudsman via deadlock letters. b) Number of complainants signposted to the Ombudsman via 8 week letters. c) Average time to deadlock.		
6. Measuring continuous improvement in complaint handling Operators to self-report annually under 1.76 of the Complaints Code of Practice. No longer collected for Core Data from April 2023.	Annual	Operators own reports

Accessible Travel Policy indicators:

Indicators	Reporting frequency	Sheet name in template (if applicable)
7. Staff who have received relevant disability awareness training or disability equality training DISCONTINUED: No longer collected for Core Data from April 2020.	N/A	Section F (Discontinued)
8. Assisted travel - sub categories (a) to (f) a) Volume of booked assistance (this data is supplied by RDG). b) Volume of booked assistance completions. c) Volume of booked assistance incomplete, and reasons for each incomplete assistance:	Bi-annual (with P7 and P13 data)	Section D

Indicators	Reporting frequency	Sheet name in template (if applicable)
i. No space on train. ii. No staff available. iii. Disruption. iv. Passenger did not arrive/ arrived too late for service. v. Other. d) Volume of unbooked assistance (Turn Up and Go) requested. e) Volume of unbooked assistance (Turn Up and Go) completed. f) Volume of unbooked assistance (Turn Up and Go) incomplete, and reasons for each incomplete assistance (below): i. No space on train. ii. No staff available. iii. Disruption. iv. Passenger did not arrive/ arrived too late for service. v. Other.		
9. Volume of accessibility related complaints See accessibility complaints section in reporting template.	Bi-annual (with P7 and P13 data)	Section A

Annex 2: Quality assurance checks

Below are the quality assurance checks ORR carry out on Operators' data every period. Please ensure you have checked your data against these checks prior to submission to ORR. This should reduce the number of data errors identified by ORR, and therefore resubmissions required by Operators.

Section B

B1). Total number of complaints closed (row 8) must be less than or equal to Section A Grand total (Section A, sum of rows 6 to 79).

B2). Percentage of complaints responded to within 10 and 20 working days (rows 6 to 7) and total number of complaints closed (row 8) and the total time to respond to closed complaints (row 9) should not change throughout the year (since they are based on complaints closed). Any revisions must be explained in your data submission.

B3). Percentage of complaints responded to within 20 working days' (row 7) must be greater than or equal to the 'Percentage of complaints responded to within 10 working days' (row 6).

B5). Total time to respond to complaints closed within period (row 9) must be equal to or greater than the number of complaints closed within the period (row 8).

Section D

D1). The volume of booked assistance (row 6) should sum to the volume of booked assistance completions (row 7) plus the volume of booked assistance incomplete (row 8).

D2). The volume of unbooked assistance requested (row 14) should sum to the volume of unbooked assistance completed (row 15) plus the volume of unbooked assistance incomplete (row 16).

Annex 3: Publication of statistics

The Core Data may be published in ORR's annual data tables. This is in line with our approach to similar data reported by train operating companies, which are published each quarter and can be found on our data portal (within the passenger experience section). The data may also be included in ORR's Annual Consumer Report. The purpose of the Annual Consumer Report is to inform industry stakeholders of licence holders' (e.g. Network Rail and train operators) performance in key passenger areas.

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