Oliver Stewart
RAIB Recommendation Handling Manager

31 March 2026

Mr Andy Lewis
Deputy Chief Inspector of Rail Accidents

Dear Andy,

RAIB Report: Derailment of a freight train at Llangennech, Carmarthenshire on 26 August 2020

I write to provide an update[1] on the action taken in respect of recommendations 6 & 8 addressed to ORR in the above report, published on 13 January 2022.

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 6 & 8 is **'Closed'.**

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.

Yours sincerely,

Oliver Stewart

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

Recommendation 6

The intent of this recommendation is to provide practical guidance on good practice in wagon maintenance.

RSSB, in conjunction with the National Freight Safety Group and entities in charge of maintenance (ECMs) with UK certification, should commission guidance on the practical application of the ECM regulations in the freight sector. This guidance should provide existing and new ECMs with examples of good practice that can be adopted to meet the legal requirements for all four ECM functions. It should also document ORR's regulatory strategy for freight wagon maintenance and its reasonable expectations of ECMs when operating in the UK, particularly in respect of outsourced maintenance delivery activities

ORR decision

1. The requirement of the recommendation to provide practical guidance on good practice in wagon maintenance is addressed by two documents published by RSSB: GMGN 2697 *Application of the Entity in Charge of Maintenance Regulations* and part 6 of *Key Wagon Maintenance Principles*.

2. GMGN2697 clarifies the requirements for Entities in Charge of Maintenance (ECMs) set out in ROGS and the equivalent European legislation applicable to vehicles in cross-border operation, with particular focus on freight wagons. It explains the general requirements applicable to all vehicles and the roles and responsibilities of parties involved in all aspects of freight wagon maintenance. It provides general guidance on the system of maintenance set out in Schedule 10 of ROGS and explains the key differences in the equivalent EU legislation.

3. The KWMP sets out good practice for the maintenance of railway freight wagons and captures current industry knowledge and good practice.

4. 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
- has taken action to close it.

Status: Closed.

Previously reported to RAIB

5. On 12 January 2023 ORR reported the following:

ORR hosted a workshop on 13 September 2022 for those organisations likely to be impacted by this recommendation, including representatives from the FOC, ECM

and wagon maintenance sectors. RSSB and DfT were also represented at the meeting.

At the meeting RSSB made a proposal to lead and coordinate the development of guidance on the practical application of the ECM regulations. RSSB proposed establishing working groups to address recommendations 6 and 8, with the Llangennech Recommendations Steering Group (LRSG) to oversee and coordinate the work of both groups.

Nominations for the working groups for each recommendation and the steering group have been received and membership finalised. Each group will have an appointed lead and consist of relevant subject matter experts, with the task of collating and analysing information and delivering a response. External support will be managed by the working group as and when required.

RSSB have agreed to provide us with periodic updates on the work of the groups and timescales for delivery of agreed outputs.

Update

6. On 30 September 2025 RSSB provided the following update:

RSSB accepted this recommendation, first holding a workshop with ORR on 13 September 2022, at which FOC engineering representatives, ECM and relevant stakeholders were also present. RSSB presented and agreed in principle a proposed industry structure for managing, monitoring and progressing all recommendations from the Llangennech report. The method adopted was to form cross-industry working groups (CIWG) for each recommendation. CIWG 6 took charge of all activity relating to Recommendation 6.

The first complete CIWG meeting took place on 25 January 2023. The terms of reference were agreed and the aims and objectives shared. The first formal individual meetings of each working group – CIWG 6 included – were then set up, being held during March 2023. This collaborative approach led to the formulation of a guidance note to address Recommendation 6. The intent was to publish the guidance note as part of the RSSB standards catalogue. It would therefore go through the full standards publication governance process.

As a result, development of the GN progressed under RSSB project number 23-011, which was approved by Rolling Stock Standards Committee (RST SC), as the lead standards committee which will 'own' the document. However, the project was also supported by Plant Standards Committee (PLT SC) and Freight Technical Committee (FTC).

As the Condition of Freight Vehicles on the Network (CFVN) programme was being reviewed following the introduction of NFSG's Freight Safe Programme governed by the Freight Safe Steering Group, this provided an opportunity to align and consider programmes of work that may be applicable to other freight derailment events and associated recommendations. This fed into the drafting of the guidance note, which continued throughout 2024. The note – Guidance Note GMGN 2697 Application of Entity in Charge of Maintenance Regulations (ECM) – was duly drafted and endorsed by CIWG 6 to go forward for industry consultation during January and February 2025.

Consultation responses and comments were received and actioned in the usual manner, such that GMGN 2697 was published on 7 June 2025 and appeared in the Standards Webinar.

GMGN 2697 sets out an overview of the ECM regulations to provide a basic understanding. It notes too that official guidance is provided by the ORR in Guidance to ROGS, Guidance for Entities in Charge of Maintenance in Great Britain and Guidance on the requirements in ROGS (regulation 18A) that relate to entities in charge of the maintenance of railway vehicles.

Good practice is referenced throughout (see sections G 3.1.4 and G 3.5.8 for example). It is also very clear on what is expected from an ECM when operating in the UK, with regard to outsourced maintenance delivery activities (see for example section G 4.5). The remaining element, concerning the practical implementation of the ECM regulations, is not addressed by GMGN 2697, but is being covered by the response to Recommendation 8.

With the above in mind, we consider Recommendation 6 to be closed.

Recommendation 8

The intent of this recommendation is to improve the management of wagon maintenance on GB railways. This recommendation should be implemented in parallel with the existing programme of work for condition monitoring of freight wagons on the network (CFVN) and any actions taken in response to recommendations 1, 2, 3 and 4.

The National Freight Safety Group and the Freight Technical Committee, in conjunction with Network Rail and other industry stakeholders should develop a comprehensive programme of measures designed to promote the improvement of freight wagon maintenance in the UK. The programme should address all areas of significant risk, and aim to address the following issues:

a. how to capture and record high quality data relating to events which are recognised precursors to accidents, such as dragging brakes, to enable the better identification of the root causes and trends;

b. how to encourage the effective sharing of safety related information between wagon owners and maintainers;

c. the promotion of improved maintenance instructions, equipment, working conditions, methods and levels of compliance;

d. quality and management assurance processes that encompass ECMs, workshops, contractors and suppliers of specialised services; and

e. how to develop the competence of those undertaking maintenance of freight wagons, including the ability to spot defects that may affect the safe operation of freight wagons.

Once developed and agreed by stakeholders, the programme of measures should be implemented and progress monitored by the National Freight Safety Group

ORR decision

7. The National Freight Safety Group (NFSG) is addressing part (a) of the recommendation through development of a precursor indicator model, using data from RSSB safe insights. Initial feedback on the precursor indicator model has been positive and has received endorsement from the Freight Safe Steering Group with the freight sector is working collaboratively through NFSG to address issues around data quality.

8. Literature covering parts (b) – (e) of the recommendation are collated in RSSB Technical Note 2323 issue 1: *Guidance on wagon maintenance related to recommendations from RAIB reports* and the *Key Wagon Maintenance Principles* document. The promotion of improvement of freight wagon maintenance is covered by the governance provided by the NFSG and Freight Safe programme.

9. After reviewing the information provided ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, National Freight Safety Group and the Freight Technical Committee has:

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

Status: Closed.

Previously reported to RAIB

10. On 12 January 2023 ORR reported the following:

ORR hosted a workshop on 13 September 2022 for those organisations likely to be impacted by this recommendation, including representatives from the FOC, ECM and wagon maintenance sectors. RSSB and DfT were also represented at the meeting.

At the meeting RSSB made a proposal to lead and coordinate the development of guidance on the practical application of the ECM regulations. RSSB proposed establishing working groups to address recommendations 6 and 8, with the Llangennech Recommendations Steering Group (LRSG) to oversee and coordinate the work of both groups

Nominations for the working groups for each recommendation and the steering group have been received and membership finalised. Each group will have an appointed lead and consist of relevant subject matter experts, with the task of collating and analysing information and delivering a response. External support will be managed by the working group as and when required.

RSSB have agreed to provide us with periodic updates on the work of the groups and timescales for delivery of agreed outputs.

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ORR decision

1. ORR hosted a workshop on 13 September 2022 for those organisations likely to be impacted by this recommendation, including representatives from the FOC, ECM and wagon maintenance sectors. RSSB and DfT were also represented at the meeting.

2. At the meeting RSSB made a proposal to lead and coordinate the development of guidance on the practical application of the ECM regulations. RSSB proposed establishing working groups to address recommendations 6 and 8, with the Llangennech Recommendations Steering Group (LRSG) to oversee and coordinate the work of both groups.

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4. RSSB have agreed to provide us with periodic updates on the work of the groups and timescales for delivery of agreed outputs.

5. 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

6. On 21 December 2022 RSSB provided the following project update:

1. *Project Update Report*

Project Name	*Llangennech RAIB Recommendations 6 & 8*
RSSB Project Code	*2022-SSH-049*
Update to ORR/Industry Stakeholders	*14/12/22*
Completed by	*Dougie Hill, Principal Freight Strategy Implementation – Rail Safety and Standards Board*

2. *Key Achievements in the period*

- *Rail Safety and Standards Board project manager appointed to work with Freight lead on the project*
- *Industry structure steering group and working group member nominations identified*
- *Formal letters to industry group members distributed 13 Dec 2022 – confirmed response requested by 19 Dec 2022*
- *Correspondence distributed to industry group members providing details of recommendations 6 & 8.*
- *Initial set up meeting for steering group and working groups planned for 25 Jan 2023 at Rail Safety and Standards Board offices Helicon London*

3. *Forward Planned Activities*

- *Administration preparation for the initial set up meeting*
- *Issue Terms of Reference for the groups*
- *Agree agenda for group meetings*
- *Agree frequency for group meetings*
- *Discuss and agree key activities that support recommendations*
- *Agree and produce practicable deliverables plan and action tracker*

Recommendation 8

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parallel with the existing programme of work for condition monitoring of freight wagons on the network (CFVN) and any actions taken in response to recommendations 1, 2, 3 and 4.

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11. 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

12. On 21 December 2022 RSSB provided the update action plan at paragraph 22.