

ANNUAL REVIEW

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Inspiring consumer confidence

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Approved by Government under the Alternative Dispute Resolution for Consumer Disputes (Competent Authorities and Information) Regulations 2015

Foreword - Kevin Grix

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2024 was a year of both change and consistency - a new Government signalled progress would be made on plans for rail reform, meanwhile the relative absence of major events impacting rail travel and passenger experiences meant a year of greater stability, in contrast to considerable fluctuations witnessed in previous years.



2024 was a year of both change and consistency - a new Government signalled progress would be made on plans for rail reform, meanwhile the relative absence of major events impacting rail travel and passenger experiences meant a year of greater stability, in contrast to considerable fluctuations witnessed in previous years.

The Rail Ombudsman has, however, been busy not only delivering but enhancing our service to both Consumers and Rail service providers. We have worked closely with the Office of Rail and Road on a programme of test and research work, adopting a number of improvements, including commissioning the production of a British Sign Language version of our Quick Start Guide for consumers. This will be deployed alongside other website enhancements during 2025.

Our work with the Statutory Appeals Bodies Transport Focus and London TravelWatch continues to be a keystone, both for insight generation and the handling of disputes according to our respective remits. During 2024, our collaborative insight work has included a project focusing on passenger assistance, which was undertaken jointly with Govia Thameslink Railway, highlighting to the wider sector the issues causing passenger assistance failures.

The latter part of 2024 saw the Rail Ombudsman team engaging with the largest third-party retailer of rail tickets: Trainline. Trainline's decision to enter the Rail Ombudsman's jurisdiction (effective 31st January 2025) is a positive move for its customers, who now have the reassurance of impartial dispute resolution, and represents a significant step in simplifying the complaint landscape.

Throughout the year, our team engaged with consumers on a wide range of issues via multiple channels designed to ensure accessibility to all. We were responsive to their needs as individuals and receptive to what they told us, both about our service and their experiences with the industry. I am proud to stand over the service we have delivered and the difference it continues to make to users of the railway.

Kevin Grix CEO and Chief Ombudsman







Full member of the Ombudsman Association City & Guilds approved training centre

Cyber Essentials certified



2024 - Judith Turner



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Over the past year, we have expanded our reach, engaging with the Third-Party Retailer market to provide a more comprehensive ADR service to the sector from 2025. This, alongside our investment in technology-driven solutions, ensures that companies benefit from accessible training, dynamic webinars and tailored guidance whether they subscribe to our services or seek broader industry insight.

As we reflect on our journey, our heritage continues to shape the way we evolve. Our new office Heritage Mural stands as a visual testament to our foundations, growth, and ongoing commitment to delivering excellence in dispute resolution, foundations from which the Rail Ombudsman was born.

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Our commitment extends beyond resolution; we aim to empower Rail Service Providers by offering strategic recommendations to help them support passengers in navigating an often complex complaint landscape. Collaboration remains at the heart of our work, exemplified by our casework deep dive report, developed in partnership with the regulator to extract key learnings that enhance dispute resolution practices industry-wide.

Looking ahead, our dedication to accessibility and fairness continues with projects such as Getting to the Match, in collaboration with Level Playing Field and the Independent Football Ombudsman. This initiative is set to make a lasting impact, with an envisaged publication in 2025 that will drive further improvements for disabled fans and stakeholders alike. We look forward to sharing more details with you over the coming months.

With a strong legacy behind us and an ambitious future ahead, we remain committed to progress, collaboration, and delivering real value to the people and industries we serve.

Judith Turner Deputy Chief Ombudsman

About us

The Rail Ombudsman is an independent, not-for-profit organisation approved by the Chartered Trading Standards Institute and validated as a Full Member of the Ombudsman Association.

Our vision

Our vision is to work with the rail industry to inspire consumer confidence and resolve complaints without the need for costly litigation. We are neither a consumer champion nor a trade body. We operate independently to ensure fairness in every case.

What do we do?

We offer a free and expert service to investigate unresolved complaints about participating service providers (such as train companies).

We also support the rail industry to raise standards and improve services for passengers. We listen to both sides and seek to find a solution that the parties can both agree to. If that's not possible, we are empowered to make decisions which are binding upon Rail Service Providers; this means that they have to comply with our decisions.

We can also make recommendations to Rail Service Providers to improve the way their service is delivered and we publish case studies and data which can provide insight into common complaints.

Training

Training was once again at the heart of the Rail Ombudsman's engagement with the sector in 2024, with both short courses and accredited City & Guilds training being well attended by the industry.

These organisations took part in our two-day accredited City & Guilds consumer law training during 2024. This demonstrates their commitment to improving their people's understanding and skills, and to helping them improve the consumer experience.

Chilternrailways by arriva











Passenger Advisory Panel:

Jon Walters (Chair) Citizens Advice

Susan James London TravelWatch & Transport Focus

Stephen Brookes MBE Disability Rights UK

Claire Walters Bus Users UK

Owain Davies Level Playing Field

Peter Stonely Independent, Trading Standards experience

Cynthia van der Linden Belgian Rail Ombudsman

Naomi Creutzfeldt Professor of Law and Society, University of Kent

Scheme Member Panel:

Julie Allan Govia Thameslink Railway - Chair

Micky Ball National Rail Enquiries / Rail Delivery Group

Mike Ross London North Eastern Railway

Jason Ness Great Western Railway

Paul Jackson Hull Trains

Julie Balmain Nexus

Joanne Ferguson Scotrail

Lynsey Flack Greater Anglia

Nicola Mayers Network Rail

James Shuttleworth West Coast Railways

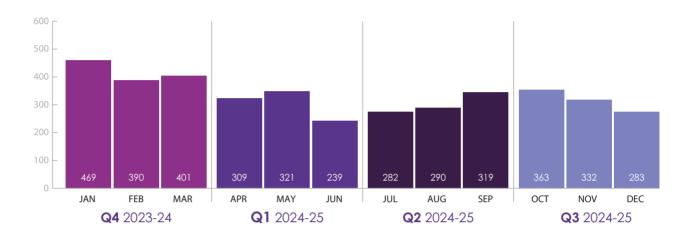


Our year in numbers



Our case results for 2024

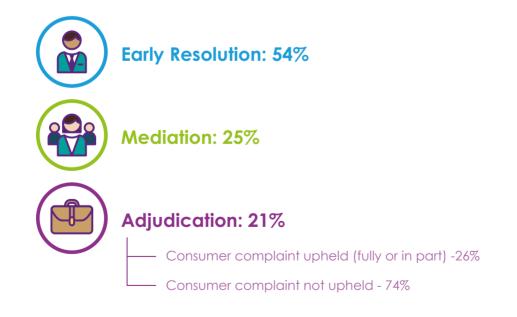
Cases raised: 3,998 Cases closed: 3,948



Cases raised by month

Early Resolution, Mediation & Adjudication

Excluding cases found to be Out-of-Scope and rounded to the nearest whole number.





Activity and engagement overview

Last year's Annual Review described the transition of the Rail Ombudsman to sponsorship under the Office of Rail and Road, which took place on 26 November 2023. 2024 therefore saw the bedding in of new arrangements and progress made in several areas, amidst a backdrop of continuity of service to consumers and the industry.

Close cooperation with the regulator was a dominant theme, with a constant drumbeat of engagement between ORR and the Rail Ombudsman. Robust contract management by ORR has ensured that we are demonstrably held to account and delivering the high standard of service expected of us. ORR commissioned a series of test and research projects, and worked collaboratively with the Rail Ombudsman to expand the scope of our established consumer experience monitoring. The outputs of this programme of works have informed a series of improvements, some of which are ongoing. Notably, this includes an enhanced website, which is in an advanced state of development at the time of writing. Improvements to accessibility and usability have included the replacement of the textphone service with a modern text relay service, the creation of a British Sign Language video translation of our consumer-facing Quick Start Guide (which will be deployed on the new website), a new Easy-Read format version of the Quick Start Guide and the addition of a WhatsApp contact channel.

The rail complaint landscape includes several bodies and our task is to ensure consumers contacting our service can navigate it seamlessly. We therefore work closely with stakeholders, such as the Statutory Appeals Bodies: Transport Focus and London TravelWatch. In 2024, we worked constructively with the Independent Complaint Assessors sponsored by the Department for Transport, ensuring optimal consumer experiences given our respective remits, particularly in relation to Network Rail complaints. Our work to make the rail complaint landscape simple and accessible to consumers was significantly enhanced through engagement with the third party ticket retailer Trainline. We worked with both Trainline and ORR to explore relevant casework examples and put arrangements in place to enable third party retailer participation in the scheme, with incidents relating to Trainline taking place from 31st January 2025 onwards now eligible for consideration. We have been encouraged by the work taking place through the National Centre for Accessible Transport during 2024, and welcome the opportunity to contribute our insights – derived from the experiences of disabled passengers using our service – to build a more inclusive railway and indeed wider transport system.

Our proactive engagement with the industry continues both at an individual operator and industry-wide level. Our routine participation in a redress forum managed by Rail Delivery Group continues to ensure knowledge of the latest work happening in the industry, while also providing a forum in which to discuss learnings arising from our casework and to support the industry with continuous improvement. Key feedback and learnings from our engagement with the industry were:

- Clarity in decisions/awards is of paramount importance to the industry; the Rail Ombudsman's preparedness to engage with operators to ensure case outcomes are fully understood was welcomed.
- Whether further work can be done to close feedback loops around recommendations made by the Rail Ombudsman in particular whether the industry's action taken in response to recommendations can be captured more visibly.
- Industry appetite for guidance on handling customers they consider to be vexatious.
- To examine the way the Rail Ombudsman approaches mediation, in the context of impartiality. It has been found that sometimes the Ombudsman's question of whether an offer would be made was seen as an endorsement of the consumer's position and implication that one should be made, where this was not necessarily the case. Similarly, the industry sought clarity that the Ombudsman makes similar efforts to manage consumer expectations as well as facilitate offers.
- To embrace opportunities to create more consumer-facing educational content.



Written by Matthew Thomas Director of Public Affairs

Recommendations to industry

In 2024, the Rail Ombudsman made 42 formal recommendations either to individual Rail Service Providers (RSPs) or to the industry more widely as a result of investigations through its case work. Unlike awards, recommendations are not binding but they provide an opportunity for both the industry and train operator to review practices and implement improvements.

Some examples of the recommendations made by the Rail Ombudsman during 2024 are set out below:

Accessibility issues/Passenger Assistance

The Rail Ombudsman saw a range of complaints relating to passenger assistance failures in 2024.

A typical scenario is when a passenger books assistance through one Rail Service Provider for a journey which involves more than one RSP. The requirement on the second or subsequent RSPs to provide assistance is not always communicated or carried out. We have also seen cases where disruption has occurred, and as a result, assistance was required but not booked in advance.

The following recommendations were made to address these issues:

- The Rail Ombudsman recommends that the RSP reconsiders how to log and record investigations into alleged assistance failures, to ensure that learnings are taken as a result.
- The Rail Ombudsman recommends that the industry considers the handling of such scenarios and whether advice for disabled travellers without prebooked assistance should be included within Accessible Travel Policies in order to give guidance to both passengers and providers.

Information relating to station opening hours

In the particular case from which this recommendation arose, the Consumer arrived at the station to find it locked and empty. The Consumer experienced a delay with their previous connections and therefore arrived at the station later than planned. As the station was locked, the Consumer arranged a taxi. The Consumer received full reimbursement of the costs but the RSP stated that the station is staffed 24 hours a day so they would have been able to assist.

The Rail Ombudsman recommended that if station doors are locked within usual opening hours, the RSP considers how to signpost this clearly within the station.

Excess fares

In this case in which a recommendation was made to the train operator, the Consumer complained that they were charged a much higher excess than they expected, when upgrading their ticket from Standard to First Class.

The Consumer quoted the RSP's internal policy and expressed that this was not applied when they were charged the excess fare.

The following recommendations were made:

- The Rail Ombudsman recommends that the rail industry reconsiders the wording within the National Rail Conditions of Travel (NRCoT) about how to upgrade/excess from a standard to a first-class ticket.
- The Rail Ombudsman recommends that the RSP considers whether more information could be provided online to manage consumer expectations relating to the option to upgrade standard tickets to first-class. This could include information that the upgrade price will differ depending on a number of factors, including original ticket type.



Case studies

Case study: Passenger Assistance

Introduction

The placing of luggage in wheelchair spaces can pose particular challenges for disabled passengers, with considerable impact to their experience of travel. This can be challenging for RSP staff on board, particularly in the event of a crowded service. While acknowledging that there will be occasions when this type of scenario has to be managed by RSP staff, it is clear that the issue is of critical importance to allowing disabled passengers to travel with confidence.

The industry should therefore take all steps possible to promote considerate storage of luggage such that it does not block disabled passenger access, and in the event that it does, be prepared to take appropriate action to rectify the situation. If this cannot be satisfactorily resolved on board, RSPs should take further steps to ensure they fully appreciate the impact of such scenarios on disabled passengers and address this within the complaints process.

The Rail Ombudsman can play a key role in ensuring that reasonable passenger needs and expectations are met, through an impartial resolution that is equally fair to the Consumer and to the RSP.

The Rail Ombudsman case

The Consumer complained about a journey with pre-booked Passenger Assistance. The Consumer uses a mobility scooter and has prebooked a ramp for assistance on to the train, a wheelchair space once on it, and a companion seat for their son.

The Consumer advised the RSP that the train was overcrowded, and the wheelchair space had been blocked with luggage. As a result, they were left next to the disabled toilet and their son sat on the floor. The Consumer stated that they were told when boarding that RSP staff would rectify their seating arrangement at the next station, but this did not happen. The Consumer explained that they felt abandoned and were very uncomfortable. Also, due to their seating position, they were the only people who could access the toilet door button, which was embarrassing and inconvenient.

The Consumer acknowledged that Passenger Assistance for boarding the train was provided by a different train company to the one they had booked with. The Consumer complimented the RSP's Train Manager who helped them later in the journey. The Consumer complained to the RSP, because they believed that the issue had been caused by overcrowding resulting from a short train.

In response to the complaint, the Consumer received a full refund of their return train tickets from the RSP, but they escalated their claim as they were seeking additional compensation for the incident. The RSP accepted that the carriage was busy, but disputed that this was due to a lower number of carriages.

During Mediation, the RSP shared a statement received from the member of staff who had provided assistance later in the journey. This statement confirmed that the passenger had not been positioned safely, and attributed blame to the departure station, because onboard staff had not been notified of this. The RSP stated that the passenger's position was noticed when the Train Manager had been undertaking dispatch procedures at a later station. When they noticed, other passengers were told to move out of the way so the Consumer could use the wheelchair space. At the final destination, the member of staff stated that they checked to ensure that Passenger Assistance was provided to alight the train.

The Consumer corroborated the staff account of what happened and complimented the members of staff involved. However, the Parties could not agree on an amount of compensation to settle the claim.

At Adjudication, the Rail Ombudsman noted the RSP's Accessible Travel Policy, which commits to ensuring the wheelchair space is kept clear. The decision found that although the RSP took positive action by correcting the seating issue, the Consumer spent only one hour of a three-hour journey in their reserved space. The impact on the Consumer was further supported by the staff's statement. The Consumer's seating arrangement was found to be within the control of both the departure station and the RSP's onboard staff. The Rail Ombudsman awarded compensation to acknowledge the impact on the Consumer. However, the mitigating actions of the identified staff member were recognised.

The RSP had commented on a lack of communication from the departure station as a contributing factor to this incident. Accordingly, the Rail Ombudsman recommended that the RSP reviews the process for communicating with Passenger Assistance staff at stations, particularly where boarding is provided by a different train company. This is to ensure that all essential information about boarding is obtained, and should include notification if there are outstanding actions for onboard staff.

Case study: Provision of information

Introduction

There are millions of train journeys every day, and multiple sources of information, such as National Rail Enquiries, customer information screens and staff. The receipt of information during disruption can greatly impact onward journeys. There are continuing efforts within the industry to fill the information gaps, and the Rail Ombudsman has been providing ongoing feedback on this issue, as it appears in many cases.

This case study demonstrates the impact of an unexpected change whilst travelling, and the importance of communicating such changes clearly.

The Rail Ombudsman case

The Consumer complained that their train journey stopped before the destination, and then began returning to their departure station. This meant that they started travelling in the wrong direction. The Consumer got off the train at the next station when they realised this. They were advised after getting off the train that there had been an announcement that the train's destination had been changed, and they should have changed onto a different service.

The Consumer's journey took just over one hour longer than it should have. They claimed Delay Repay, but this claim was rejected. During Mediation, the Parties continued to dispute that there was a clear announcement. The Consumer disputed that there was an announcement, but noted that they had used the toilets shortly before the incident, and may not have heard if it happened at that time. The RSP provided internal messaging which demonstrated that there was a fault on the Consumer's original service, but did not show how the change of services was communicated. The RSP declined to offer Delay Repay, because an alternative train had been provided.

The Rail Ombudsman's Adjudication found that there was an unexpected service change. The RSP had provided internal messaging which showed the change that occurred, but there was no supporting evidence of the way this change was communicated. The Consumer had provided supporting evidence of their rerouted journey, with a photograph of the station from which they alighted. This matched their account of what happened. The Consumer was awarded compensation for the delays incurred, due to their rerouted journey.

Case study: Revenue protection

Introduction

The Rail Ombudsman cannot make decisions that would prejudice byelaw enforcement and therefore cannot overturn enforcement actions taken. However, we can consider certain complaints related to these incidents. The claims seen by the Rail Ombudsman are usually related to staff complaints.

Also, as in the case study below, the Rail Ombudsman sees claims in which a Consumer states that they reasonably believed that they were travelling with a valid ticket, based on the information available to them. This is another way in which the provision of information becomes relevant.

The Rail Ombudsman case

The Consumer complained after being issued a Penalty Fare Notice. The Consumer had used their contactless bank card to pass through the barrier at the departure station in London. The Consumer arrived at their destination outside of London and attempted to use their card to exit the station, which is when they were informed that the station was outside of the 'Oyster' zone. The Consumer expressed that the information relating to where they can use their contactless card was unclear.

In this case, it was outside of the Rail Ombudsman's remit to assess the appeal of the Penalty Fare but the provision of information was considered within this case.

At Adjudication, the Rail Ombudsman reviewed the information that is publicly available about Oyster cards, both online and the signage on trains. The Rail Ombudsman found that the public information clearly showed that a contactless card could not be used to travel to the Consumer's destination. The Consumer's claim could not be upheld.



Consumer experience survey



Since the Rail Ombudsman's first year of operation, we have commissioned lpsos, an independent research agency to conduct a consumer experience survey. This enables us to measure and track the perceptions of service users and provides us with feedback that we can use to review our ways of working and seek improvements.

How does it work?

Ipsos contacted users of the Rail Ombudsman service, whose cases were closed between January to December 2024. Their fieldwork was conducted between February and March 2025. Consumers were asked to complete a survey that explores the full spectrum of their interaction with the Rail Ombudsman. The data captured helps to create a profile of respondents and reflect the different types of outcomes a user of the Rail Ombudsman may see.

Key areas from the Executive Summary highlight:

• Accessibility remains a key area of strength

Accessibility remains a top-rated area both among all complaints handled by the Rail Ombudsman as well as for those with outcomes in favour of the rail consumer. This year perceptions have improved most around the Rail Ombudsman being helpful, informative and transparent.

Encouragingly, there is no evidence of any complainants experiencing specific challenges accessing services once they have contacted the Rail Ombudsman.

• An overall increase in user satisfaction

Perception of staff being professional and knowledgeable remains positive

These insights will guide our ongoing work in ensuring fairness, transparency and accessibility for all rail passengers. We remain committed to working with the industry to implement positive changes.

The full survey can be viewed here:

https://static.railombudsman.org/roweb/wp-content/uploads/2025/03/27144704/lpsos-Report-accessibility.pdf

Rail Ombudsman Members





Profiles



Kevin Grix Chief Executive and Chief Ombudsman

Kevin was appointed Chief Executive and Chief Ombudsman at Dispute Resolution Ombudsman in 2008. He read law at university and graduated with honours, prior to studying to be a Barrister in London at the Inns of Court School of Law. He was called to the Bar by the Honourable Society of the Inner Temple, after successfully passing his Bar exams and is also professionally qualified by the Chartered Institute of Arbitrators (CIArb). Kevin has served on the Board of Directors of the Ombudsman Association, a body that advises government and helps to oversee the ombudsman and complaint handling landscape in the UK, Ireland, British Overseas Territories and British Crown Dependencies. In November 2018, Kevin was invited to join the Board of Trustees at Citizens Advice Stevenage; in 2024, he was appointed Company Secretary.

Kevin has a dual-mandate, serving also (from the 1st January 2022) as the Chief Ombudsman at the Independent Football Ombudsman (IFO), a scheme that was established by the football authorities (The Football Association, The Premier League, and The Football League) to receive and adjudicate on complaints which have not been resolved at an earlier stage. Prior to this appointment, Kevin sat on the IFO's Advisory Board between 2015 and 2021, where he advised his predecessor on football-related casework and dispute resolution procedures.

Kevin has a keen interest in consumer affairs and has appeared several times on television, radio and in the press to provide expert opinion on a range of issues that affect consumers. He has a specialist understanding of consumer law and has written and presented a series of accredited courses and seminars in this field.

Kevin was previously employed for two years as in-house legal counsel at a global certification and testing business and in 2005 he was part of the team of advisers that set up the University of Hertfordshire Law Clinic, a pro-bono legal advice centre that served the local community. Kevin's previous non-legal and ADR career includes positions in the retail, financial and online gaming industries.

Kevin and his colleague, Deputy Chief Ombudsman Judith Turner, are the co-authors of Volume 28 of Atkin's Court Forms and Precedents on Ombudsman schemes in England and Wales. Published by LexisNexis in 2020, it forms part of the UK's only encyclopaedia of civil litigation forms, precedents and procedure and is a leading authority on the process that should be followed by complainants.



Judith Turner Deputy Chief Ombudsman

Judith read Law at King's College London for three years before graduating with honours in 1998. She then went on to complete the Legal Practice Course (LPC) and a training contract before qualifying as a solicitor in 2001. She was previously employed by a City Law firm, practising in Commercial Law.

Judith joined the Ombudsman in 2011 and now specialises in Alternative Dispute Resolution (ADR). Since her appointment, she has written and presented a wide variety of accredited training courses on Consumer Law and Compliance tailored to the sectors within which the Ombudsman operates.

Judith is a regular speaker at industry and ombudsman conferences and events, and is the current Chair of the Ombudsman Association Policy Network. She also serves as a member of the Civil Justice Council's ADR Liaison Panel and has written extensively on ADR and consumer issues, including co-authoring ombudsman content for Atkins Court Forms.

Judith is the Rail Ombudsman's representative on the collaboration of European ADR schemes, Travel-Net and was instrumental in forging the relationship with Bus-Users UK, an example of the Rail Ombudsman's broad approach to engagement in order to share best-practice and influence the delivery of ADR more broadly.



Matthew Thomas Director of Public Affairs

Matt started working with the Dispute Resolution Ombudsman in 2017, and in June 2018 began helping to establish the new Rail Ombudsman. Matt brings diverse experience spanning both sales/commercial and policy roles, gained in the private and public sectors. As Director of Public Affairs, Matt has a strong customer service ethos and his responsibilities include stakeholder relationship management and contact management. As a keen advocate of rail travel with a first-hand appreciation of the benefits it offers, Matt is always looking to work collaboratively with the industry to see real impacts on the network.

2024 Financial Statements for the Rail Ombudsman with figures in £

Income		
Rail membership:	993,250	
Cases:	792	
Other income:	12,825	
Total income:	1,006,877	
Expenditure		
Staff costs:	781,680	
Operating costs:	291,685	
Net profit/loss:	-66,487	

The total fee for the second contract year (i.e. 26th November 2024 - 25th November 2025) of the ORR-sponsored contract is $\pm 1,048,015.33$.

Based on data extracted from the annual audited accounts of the Dispute Resolution Ombudsman for the 12 months ended 31 December 2024.

Definitions

Adjudication	The process by which, in the event that an Early Resolution and Mediation have been unsuccessful in reaching agreement between the Participating Rail Operating Company and the Consumer, the Rail Ombudsman will investigate and make an impartial decision on the case.	
Complex Resolution	A stage in the Rail Ombudsman process where an Early Resolution is not possible. The Rail Ombudsman will first Mediate and then where applicable, Adjudicate to resolve an In-Scope complaint.	
Consumer	An individual who has undertaken, or has attempted to undertake, a journey on a scheduled rail service, and has purchased (or has had purchased on their behalf), or has attempted to purchase, a ticket for that journey.	
Early Resolution	A stage in the Rail Ombudsman process that provides an opportunity, in some circumstances, to quickly resolve an issue.	
In-Scope	A complaint accepted as being eligible for the Rail Ombudsman scheme.	
Mediation	The process by which, assisted by an independent view from the Rail Ombudsman, a settlement in relation to an In-Scope complaint can be negotiated to which both the Consumer and the Participating Rail Operating Company agree.	
Out-of-Scope (Ineligible)	A complaint which is deemed ineligible for the Rail Ombudsman scheme and also for Transport Focus and London TravelWatch. The majority of complaints found to be ineligible are caused by Consumers approaching the Rail Ombudsman without a deadlock letter and before the end of the 40 working day period allowed to Participating Rail Operating Companies.	
Out-of-Scope (Transferred)	A complaint that is outside the scope of the Rail Ombudsman scheme which is transferred to either Transport Focus or London TravelWatch.	
Participating Rail Operating Company	A rail operating company which is part of the Rail Ombudsman scheme. We sometimes refer to these as Rail Service Providers (RSPs). The full list of Participating Rail Operating Companies is available here: www.railombudsman.org/about-us/Participating-service-providers	



















www.railombudsman.org

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Inspiring consumer confidence