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31 March 2021

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

Dear Andrew,

**RAIB Report: Near miss between a train and a level crossing user at Dock Lane, Melton, Suffolk on 14 June 2016**

I write to provide an update<sup>1</sup> on the action taken in respect of recommendation 3 addressed to ORR in the above report, published on 3 May 2017.

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

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

We will publish this response on the ORR website on 1 April 2021.

Yours sincerely,



Oliver Stewart

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

### Recommendation 3

*The intent of this recommendation is to identify and assess any other signal boxes that manage high volumes of user worked crossing telephone calls, and reduce the associated risk, if necessary.*

Network Rail should identify signal boxes, and other locations, where signallers, or similar, are responsible for giving permission to cross at multiple high usage telephone crossings. It should reassess the risks associated with the work demand on the signallers at each such location, using all the relevant assessment tools that it has available, to understand whether the signaller's workload is being managed effectively. Where this is not the case, it should develop prioritised, time- bound plans for implementing any necessary improvements.

### ORR decision

1. For each route Network Rail has identified the signal boxes and other locations where signallers are responsible for giving users permission to cross at multiple high-usage telephone crossing. On the basis of that information Network Rail sent us a closure statement in February 2019. We did not consider the recommendation to have been implemented until we had seen evidence of the actions plans Network Rail had for reducing the identified risks. These have now been provided to us.

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

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

**Status: Implemented.**

### Previously reported to RAIB

3. On 3 May 2018, ORR reported that no formal response to the recommendation had been provided.

### Update

4. On 19 June 2018, Network Rail provided the following initial response:

*A survey of signal boxes has already been completed in Anglia Route in response to ORR Improvement Notice (1/DTHM/06/03/2017). This focused on those locations that have a combination of user worked crossings in long sections and a high volume of telephone calls. This has led to identification of an improvement plan for these locations.*

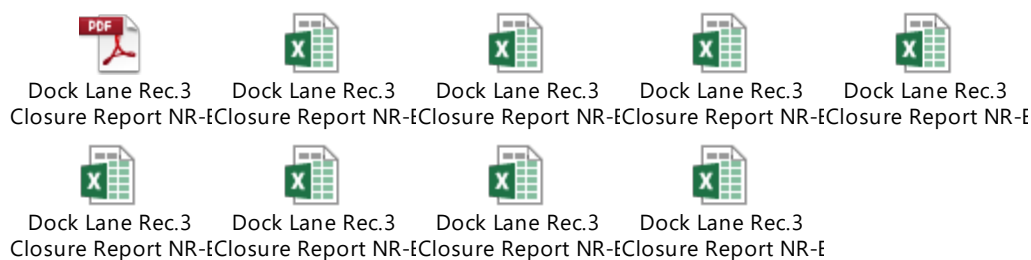
*This plan to address this recommendation is based on the tools and learning from developing and applying the survey approach in Anglia. To achieve this, the following activities will be carried out:*

- 1) *To identify those signalling locations which are subject to a high demand on signallers from the volume of level crossing calls, a screening survey tool will be developed. This will be designed to allow operations managers to assess and input data from each signalling location and to enable locations that require further investigation to be identified.*
- 2) *Those locations that are selected from the screening survey will require detailed investigation. To achieve this, the detailed survey tool used in Anglia Route will be modified to form a "Special Inspection Checklist". This will be designed for use by operations managers to assess and gather data on error producing conditions in signalling locations.*
- 3) *To apply and administer the questionnaires, the Heads of Operations Delivery for each Route will nominate a lead to manage and report on progress;*
- 4) *Each Route will apply the screening survey tool to identify those locations/signalling positions that are subject to high demand from level crossing telephone calls (by end August 2018);*
- 5) *Each Route will then complete the Special Inspection Checklist at each selected location identified as being within scope. The responses will be reviewed for completeness and collated by STE (by end September 2018);*
- 6) *Each Route will then perform a review of the findings and develop a prioritised and time-bound plan for any remedial actions that reflects the level of risk at the locations surveyed (by end October 2018).*

*The above programme is subject to change once the scope of the detailed inspections is agreed by each Route at the end of Step 4) above.*

*On completion of a robust, prioritised and time-bound plan by each Route, this recommendation will be closed. The tracking of commitments will be carried out through routine reporting to STE of progress against each Route plan.*

5. On 8 February 2019 Network Rail sent the following closure report and supporting documents:



6. Network Rail stated in conclusion the following:

## CONCLUSIONS

*The incident at Dock Lane highlighted how high volumes of calls from user-worked crossings have the potential to increase the likelihood of signaller error when giving permission to cross at user-worked crossings.*

*Recommendation 3 required Network Rail to identify all signal boxes, panels or workstations across the network where the likelihood of signaller error may also be higher due to the signaller receiving high volumes of requests to cross at user-worked crossings and to identify improvement actions to reduce the level of task-demand on the signaller.*

*This report has shown how this has been addressed by a comprehensive survey of all signalling locations to identify those that may be experiencing high call volumes, followed up by a review of a sample of user-worked crossing call data at each of the selected locations. This has resulted in 14 locations being identified as requiring improvement actions to reduce UWC call volumes or their impact on task-demand and likelihood for signaller error.*

*Time-bound action plans have been provided for each of these locations, meeting the requirements of the recommendation, which can now be closed.*

*Arrangements will now be put in place for monitoring of progress on delivering the action plans.*

*Where the task-demand survey identified the presence of factors that might affect the reliability of signaller's decisions (e.g. high/low workload, crossings in long block sections, calls received from user-worked crossings not shown on the signal box diagram, panel or VDU maps) those issues will be addressed through a separate workstream*

7. On 4 March 2021 Network Rail provided the following update:

*Please see attached actions plans from the routes for Dock Lane – Rec 3*



RE RAIB Dock Lane Rec.3 - PHASE 4 Impl



RE RAIB Dock Lane Rec.3 - PHASE 4 Impl



RE RAIB Dock Lane Rec.3 - PHASE 4 Impl



RE RAIB Dock Lane Rec.3 - PHASE 4 Impl



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RE RAIB Dock Lane Rec.3 - PHASE 4 Impl



RE RAIB Dock Lane Rec.3 - PHASE 4 Impl



RE RAIB Dock Lane Rec.3 - PHASE 4 Impl

*and below status updates.*

D	Group	Process	Title	Form Filler	Completion Due Date	Completed Date	Status
201902108.2	Scotland Route (DO NOT USE)	RAIB Recommendation	Dock Lane Rec 3 - Sub Rec (DO NOT REPORT)	Graham Craig	31 Mar 2024	22 Feb 2019	Complete
201902102.4	North West & Central Region	RAIB Recommendation	Dock Lane Rec 3 - Sub Rec (DO NOT REPORT)	Richard Horobin	31 Mar 2024		Incomplete
201902107.4	Western	RAIB Recommendation	Dock Lane Rec 3 - Sub Rec (DO NOT REPORT)	Simon Aston	31 Mar 2024		Incomplete
201902103.4	Eastern Region	RAIB Recommendation	Dock Lane Rec 3 - Sub Rec (DO NOT REPORT)	Richard Tew	31 Mar 2024		Incomplete
201902106.4	Wales	RAIB Recommendation	Dock Lane Rec 3 - Sub Rec (DO NOT REPORT)	Alvan Jones	31 Mar 2024		Incomplete
201902104.6	Southern Region	RAIB Recommendation	Dock Lane Rec 3 - Sub Rec (DO NOT REPORT)	Vincenz Van Der Hoeven	31 Mar 2024		Incomplete
201902101.2	London North Eastern Route (DO NOT USE)	RAIB Recommendation	Dock Lane Rec 3 - Sub Rec (DO NOT REPORT)	Chris Gee	31 Mar 2024	22 Feb 2019	Complete
201902105.2	Wessex Route (DO NOT USE)	RAIB Recommendation	Dock Lane Rec 3 - Sub Rec (DO NOT REPORT)	Glyn Lewis	31 Mar 2024	22 Feb 2019	Complete

## Previously reported to RAIB

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### ORR decision

1. Network Rail has not provided a formal response to this recommendation.
2. ORR has concluded that, in accordance with the Railways (Accident Investigation and Reporting) Regulations 2005, Network Rail has:
  - has not provided a response setting out how the recommendation will be delivered.

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

### Information in support of ORR decision

3. No formal response to the recommendations has been provided.