

Oliver Stewart
RAIB Recommendation Handling Manager



24 July 2026

Mr Andy Lewis
Deputy Chief Inspector of Rail Accidents

Dear Andy,

RAIB Report: Near miss at Farnborough North footpath level crossing on 19 May 2022

I write to provide an update¹ on the action taken in respect of recommendation 2 addressed to ORR in the above report, published on 24 April 2023.

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 2 is **'Closed'**.

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.

Yours sincerely,

Oliver Stewart

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

Recommendation 2

The intent of this recommendation is that temporary and interim crossing attendant roles are subject to suitable training and competency management.

Network Rail should review the role of temporary and interim crossing attendants nationally, including that currently in use at Farnborough North. This review should consider the nature of the tasks undertaken by crossing attendants and whether these are safety-critical in nature. Based on this review, Network Rail should develop and implement appropriate requirements for developing and managing the competency of this role, in line with industry good practice and any applicable legislative requirements

ORR decision

1. Network Rail has undertaken a national review of level crossings with temporary and interim attendants, including Farnborough North. The review considered the tasks performed at each location and the mechanism in place to manage the attendant's competence. The review found a variety of different arrangements in place
2. Level crossing attendant roles deemed safety critical would follow the Network Rail crossing keeper competency profile. The relevant National Operating Procedure (NOP) has been updated. The revised NOP clarifies the role of crossing steward, which is not a safety critical role, as distinct from a Level Crossing Attendant and a Level Crossing Keeper. Network Rail has also set out the competency framework for the role of crossing steward. Following challenge from ORR, Network Rail has conformed that operation of maglock gates by a crossing steward is not a safety-critical task under ROGS.
3. The measures taken by Network Rail have clarified the training and competency management arrangements for a crossing steward, therefore the recommendation can be closed.
4. 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
 - is taking action to close it.

Status: Closed.

Previously reported to RAIB

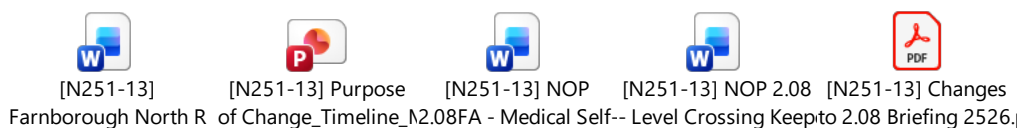
5. On 28 March 2024 ORR reported the following:
Network Rail has reviewed the role of temporary and interim crossing attendants, taking into consideration if the tasks undertaken are safety-critical in nature. Network

Rail are developing template level crossing instructions and identifying the competence requirements for the two different types of crossing keeper. The templates and assessment criteria will be provided to the regions and arrangements made for both criteria to be covered in the assurance regime.

Network Rail plan to provide information on the training requirement for each of the activities to regions by the end of March 2024, with evaluation of the impact of the training to be done by June 2024.

Update

6. On 21 April 2026 Network Rail provided the following closure statement and supporting documents:



7. On 1 June 2026 ORR wrote to Network Rail as follows:

Thank you for sharing this closure statement with us. Can you provide us with more detail on the reasoning for how it was determined that the operation of maglock gates wouldn't be considered safety critical under ROGS?

8. Network Rail responded on 2 June 2026 as follows:

We looked at the requirements in ROGS and the work or tasks considered safety critical. The review looked at the activities performed by the role which is solely around managing the magnetic locks at the crossing and not the movements of trains on the crossing. In ROGS a safety critical task" means:

1. in relation to a vehicle used on a transport system

- (a) Driving and train dispatch*
- (b) Operating signals and level crossings, and related communication*
- (c) Coupling or uncoupling vehicles*
- (d) Controlling the power supply connected to track and vehicles*
- (e) Checking vehicles are working properly and, if loaded, loaded correctly*
- (f) Protecting the safety of people working on or near to the track*

For bullet (b) this is further clarified as 'signalling, and signalling operations, the operation of level crossing equipment, receiving and relaying of communications or any other activity which is capable of controlling or affecting the movement of that vehicle'.

2. in relation to the transport system, we considered that the 4 bullet points were not relevant to this role.

3. *In relation to the training or assessment of items in 1 and 2, we determined that this was also not covered within the scope of the role or those managing the role.*

The report indicates that the gates are not linked directly to the signalling/crossing system, and the electro-magnetic locks will only be effective at holding closed a gate which is already closed. If a gate is held open by a user, the lock will be ineffective. Due to the gates not being linked to the interlocking and not impacting the safe movement of trains (vehicles) we did not believe the activity was within the scope of bullet point (b) above. The clause is there to cover Crossing Keepers and Attendants who do operate the crossing controls and could impact the safe movement of trains. These roles are safety critical.

The report also states that the gates are unlocked by the crossing attendant when the miniature stop lights revert to green. A push-button release is also provided at both gates which allows users to unlock the gate from within the crossing, this is to prevent a person becoming trapped on the crossing by a locked gate. The miniature stop lights are the primary method to warn crossing users about whether it is safe to cross. This further reinforces that the activity of using the magnetic lock is not safety critical.

The report goes on to state that the footpath crossing is located adjacent to a UWC-T. This is operated either by the user (normally a vehicle driver) who contacts the signaller by telephone and requests permission to cross, or by the crossing attendant acting on the user's behalf. The use of the term crossing attendant is incorrect if referring to the person operating the magnetic lock at the footpath crossing. Contacting the signaller for permission to cross is not considered a safety critical activity with the decision-making being with the signaller.

Although the role was not classed as safety critical, we did determine that the role and activities they perform are classed as being critical to safety. This is the reason the arrangements, including the medical questionnaire and capability framework, have been enhanced and align closely to the arrangements for safety critical roles.

The decision was based on the rationale above for these roles and was endorsed at the Operations Capability Review Group which is Chaired by the Professional Head of Operations for Network Rail.

Previously reported to RAIB

Recommendation 2

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ORR decision

1. Network Rail has reviewed the role of temporary and interim crossing attendants, taking into consideration if the tasks undertaken are safety-critical in nature. Network Rail are developing template level crossing instructions and identifying the competence requirements for the two different types of crossing keeper. The templates and assessment criteria will be provided to the regions and arrangements made for both criteria to be covered in the assurance regime.
2. Network Rail plan to provide information on the training requirement for each of the activities to regions by the end of March 2024, with evaluation of the impact of the training to be done by June 2024.
3. 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
 - is taking action to close it

Status: Open.

Information in support of ORR decision

4. On 15 June 2023 Network Rail provided the following initial response:

Action Plan

Please provide milestones with dates

Review with each Route/Regional Level Crossing Manager to identify where arrangements are in place a form of attendant at level crossings that are not covered by the Hand Book 18 or Crossing Keeper competence. This will allow a review of the tasks completed at each location and identify where arrangements are in place. R Wainwright (31 July 2023)

With the activity list, complete a review of these activities to identify if they are individually or in combination classed as safety critical activities. This will identify

whether the arrangements are linked to ROGs or H&SW Act. The outcome will then allow the work to commence with the correct governance. P Ashton (15 September 2023)

Review each of the activities performed and complete a task based analysis to identify the medical, learning and competence requirements. This will allow the training requirements to be identified or built for each task. J Willett (31 October 2023)

Identify current training available or any training that needs to be developed for each of the tasks or activities. This will enable the training to be put in place and sign posted for each of the activities performed and allow the Regions to implement the arrangements. J Willett (31 January 2024)

Provide the materials to the Regions through a cascade process to make them aware of the training requirements for each of the activities. J Willett (31 March 2024)

Evaluate the implementation of the training and hold a review session with the Regions to confirm how the measures have been implemented and whether they have improved the capability of those performing these activities. J Willett (30 June 2024)

Evidence required to support closure of recommendation

List of activities performed.
Assessment about being a safety critical role.
Task analysis.
Learning Needs Analysis.
Evidence of cascade.
Evidence of post implementation review..

5. On 29 February 2024 Network Rail provided the following update:

Action Plan

Please provide milestones with dates

Review with each Route/Regional Level Crossing Manager to identify where arrangements are in place a form of attendant at level crossings that are not covered by the Hand Book 18 or Crossing Keeper competence. This will allow a review of the tasks completed at each location and identify where arrangements are in place. R Wainwright (31 July 2023)

With the activity list, complete a review of these activities to identify if they are individually or in combination classed as safety critical activities. This will identify whether the arrangements are linked to ROGs or H&SW Act. The outcome will then allow the work to commence with the correct governance. P Ashton (15 September 2023)

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Crossing Attendant
Details.docx



Farnborough North
CDG Slides Jan 2024.pptx