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Director of Environment

Environment and Social Regeneration

Ms Sarah Ormond-Walshe
Assistant Coroner, Inner South London
Southwark Coroner's Court
1 Tennis Street
London SE1 1YD

Date: 13 April 2017

Ref: EHartsilver

Dear Ms Ormond-Walshe,

Re: Regulation 28: Report to Prevent Future Deaths – Esther Hartsilver

The London Borough Southwark ('Southwark') is in receipt of your, Regulation 28 (Report to Prevent Future Deaths) in relation to the death of Esther Hartsilver. In your report, you required Southwark and Transport for London (TfL), together with assistance from the police, to give further consideration to the design of the junction of Denmark Hill with Orpheus Street and to:

1. Consider modifications to this junction now, as an interim measure; and thereon
2. The safety of cyclists (and other vulnerable road users) should continue to be a major consideration at this junction when the final decisions are made about the larger planned improvement of Camberwell.

As Southwark is the Highway Authority for the Denmark Hill Orpheus Street junction, we have taken the lead in relation to this.

Responsibilities of Southwark and TfL

As you are aware, Southwark is the Highway Authority for Denmark Hill, Orpheus Street and the junctions of Orpheus Street and Coldharbour Lane respectively with Denmark Hill and is responsible for the maintenance and repair, road design and layout on these roads and junctions.

Although Southwark is the Highway Authority for this area, TfL is the traffic authority for part of Denmark Hill from the junction with Camberwell New Road to the controlled pedestrian crossing immediately to the north of the junction with Orpheus Street and is responsible for the maintenance, management and operation of the controlled crossing.

Denmark Hill is also part of the designated Strategic Route Network (SRN) in London. This means that although Southwark is the Highway and Traffic Authority for this area that it must notify TfL of any proposals which may have an impact on the Strategic Route Network. TfL must give approval to any such proposals before they can be implemented. As such, any changes to road design in this area cannot be made unilaterally if they may impact on the SRN, which anything altering the traffic flow along Denmark Hill may do.

Further Consideration of Safety Improvements

A site meeting was held at 8am on the 9 March 2017 and representatives from all three organisations (Southwark, TfL and the police) were present. The meeting was specifically held so that those present could consider the issues during the morning 'rush hour' period.

The meeting recommended the following should be considered:

Interim safety improvements

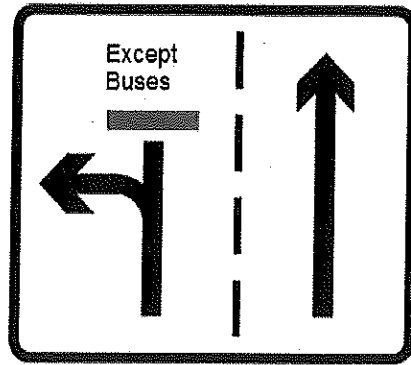
The following interim safety improvements were agreed to proceed to design and implement if feasible by Southwark:

1. Cycle symbol markings being painted on Denmark Hill, at the junction with Orpheus Street to highlight presence of cyclists using the nearside lane;
2. The removal of bus lane line on the southbound lane between bus stop Q and the existing pelican crossing zig-zag lines; and
3. The installation of left turn lane arrows on the nearside lane, and through arrows on the offside lane between bus stop Q and the existing pelican crossing zig-zag lines, subject to available space.

Long-term safety improvements

The following long-term safety improvements were agreed to proceed and be implemented by Southwark as part of the Denmark Hill town centre upgrade project (during 2017-18), subject to design, feasibility and safety audit:

1. Cycle symbol markings on Denmark Hill, at the junction with Orpheus Street to highlight presence of cyclists using the nearside lane. Imprint marking to minimise maintenance requirements;
2. The installation of left turn lane arrows on the nearside lane, and through arrows on the offside lane between the newly located bus stop Q (located between Butterfly Walk and Orpheus Street), subject to available space. Imprint marking to minimise maintenance requirements;
3. The installation of an advisory sign to indicate, nearside lane left turning only 'except buses', and offside lane through only; (see image directly below)



4. The installation of entry treatment (whereby the entrance to the side road is raised to the level of the adjacent footway, to encourage vehicles turning into the side road to slow down on the approach) on Orpheus Street at the junction with Denmark Hill. The photograph below shows the entry treatment applied to another junction within the borough and it is intended to apply a similar treatment to the junction of Orpheus Street/Denmark Hill.



5. Resurfacing the road.

The sign proposed in the long-term solution was considered as an interim option but, unfortunately, there were no suitable locations to site the sign due to the current positions of the bus stops and the pelican crossing.

Interim safety improvements

Following this site visit Southwark have designed the interim safety improvements to ensure that they are feasible and are therefore able to be laid. The proposals were sent to the works contractor on 13 March for implementation and the changes were introduced on 21 March 2017. Photographs showing the completed interim measures



appear below.

Having implemented these interim measures a further site visit took place on 7 April, again in the morning rush hour, where all three organisations were represented. All those present agreed that the interim measures had significantly improved the visual awareness of cyclists and the junction, and whilst no formal monitoring has been carried out, there was anecdotal evidence of improved driver behaviour.

Long-term safety improvements.

Southwark with its partners is committed to making improvements in Camberwell Town Centre, this has proved difficult on Southwark's road network, particularly along Denmark Hill and its junctions with Orpheus Street and Coldharbour Lane.

The original proposals by Southwark included reintroducing a right turn from Denmark Hill into Coldharbour Lane and to allow for traffic to travel in both directions along



Daneville Road rather than the current arrangement which only allows traffic to travel one way towards Coldharbour Lane. Although these proposals would limit the number of vehicles that turn left into Orpheus Street in order to continue into Coldharbour Lane, they raised considerable concerns in terms of both safety and congestion, including:

- (a) The introduction of two way working on Daneville Road would reduce the capacity on Denmark Hill, as it reduces the exit onto Denmark Hill from two lanes to one lane adding to delays. These delays would primarily affect buses that use this location to terminate. Discussions and consideration of these proposals have concluded that there are no other viable locations in the immediate area for this facility for the termination of buses. Delays to buses would also clearly impact on other traffic using the roads in this area and increase congestion even further;
- (b) In relation to the re-introduction of the right-turn into Coldharbour Lane the biggest impact was in terms of safety. Right turns at traffic signals are considered a high-risk manoeuvre, as in this case, it relies on drivers anticipating gaps in opposing traffic streams, this is often compounded at night when speeds can be higher. In addition, both cyclists and motor cyclists are vulnerable in these situations as drivers can and do fail to see road users. In both London, and within Southwark, 25% of all collisions at Traffic Signals involve a right turning vehicle. This is often why such turns are banned or are given their own stage where they are not in conflict with other vehicles. At this location, this is not achievable.

Given these issues Southwark's Proposals have been revised and these are summarised below. Southwark's long-term proposals, following from the approval of the TfL scheme, now include the following:

1. The introduction of two new pelican crossings (by Love Walk and Camberwell Passage);
2. The relocation of Orpheus Street controlled pedestrian crossing northwards towards Butterfly Walk shopping centre;
3. Introduction of a junction treatment across Orpheus Street at its junction with Denmark Hill; and
4. Resurfacing of the Denmark Hill carriageway together with footway renewals.

These proposals are in addition to the implementation of the measures outlined at the 9 March meeting and set out above.


These proposals are currently at the stage of detailed design and it is intended and envisaged that they will be implemented during 2017-18, subject to statutory consultation, and approvals being obtained, including necessary approval from TfL.

TfL's proposals for the main Camberwell Town Centre junction were considered and approved by TFL's Road Space Protection Group on 16 March 2017 and will be consulted on during 2017-18 and with a view to implementation in 2018-19.

I hope that the information provided offers assurances that the findings of your investigations and the areas you have highlighted for the prevention of future deaths have been further considered and have resulted in action with the aim of improving road safety in the area and preventing future deaths. The safety of cyclists (and other vulnerable road users) is, and will continue to be, a major consideration at this junction, as it is generally throughout the Borough, and will remain at the forefront of our minds when designing, consulting and implementing the future larger planned improvement of Camberwell.

Yours sincerely,




Director of Environment
London Borough of Southwark