

Date: 22 January 2015

Item 10: Elephant & Castle Northern Roundabout

This paper will be considered in public

1 Summary

ST-PJ415C Elephant & Castle				
Financial Authority	Estimated Final Cost (EFC)	Existing Project Authority	Additional Authority Requested	Total Authority
£ 24.368m	£ 24.368m	£4.023m	£20.345m	£24.368m

Authority Approval: The Committee is asked to endorse the extension of Project Authority for this project in light of its strong qualitative business case but negative transport Benefit:Cost ratio.

Outputs and Schedule: Construction is programmed to commence in April 2015, for completion in April 2016. Note: completion of the peninsula public space will be after the London Underground (LU) station works are complete in 2022.

- 1.1 The Elephant & Castle Opportunity Area is one of the most significant regeneration opportunities in inner London, creating 5,000 homes and 4,000 jobs with a total investment of more than £3bn. The area is undergoing major transformation with significant investment in housing and retail, integrated with a new high quality public square for London and an attractive transport interchange.
- 1.2 The Elephant & Castle Northern Roundabout (NR) is a strategic junction on the Inner Ring Road. It has an important role in supporting the efficient movement of people and goods around London, including a large number of bus routes. The current junction is a major 1960s gyratory, whose design and operation reflect the transport and city planning priorities of that period. It forms part of a major interchange for bus passengers and between bus, underground and rail. It is an unattractive and dangerous environment for people walking, cycling and using public transport. It has the highest level of collisions of any junction in London and is a major obstacle to cycling. The current junction design also creates major severance for the local community. As such, and notwithstanding its role as part of the Inner Ring Road, the current design and operation of the NR represents a major barrier to the social, economic and environmental development of the surrounding area.

- 1.3 The scheme to transform the NR is similar to a number of other projects across London being undertaken or planned by TfL and the London boroughs at locations like Aldgate, Archway, Waterloo IMAX, Wandsworth, Baker Street and Stratford. The scheme at Elephant & Castle will support the transformation of a key area of London, allowing it to grow from a District to Major Town Centre and addressing the worst collision record of any junction in London.
- 1.4 The Mayor's Roads Task Force (RTF) report states that 'Developments are constrained or delayed due to a lack of connectivity and the impacts of the current road layouts on 'place value' and to unlock and build an inner city quarter we need we need to 'deliver a high quality environment and major improvements for walking and cycling'. The proposed scheme will deliver this.
- 1.5 In line with the approach set out in the RTF, projects like that at Elephant & Castle aim meet to the challenge of improving the "place" value of the local area while avoiding, where possible, or minimising and mitigating, where necessary, detrimental impacts on the movement of people and goods through the area. The London Plan states that 'the area is undergoing major transformation with significant investment in housing and potential for new retail provision integrated with a more efficient and attractive transport interchange. There is scope to create a series of connected public open spaces complemented by environmental and traffic management improvements. Resolution of these and rail related issues are crucial to the successful redevelopment of this southern gateway to central London'.
- 1.6 This project is the first of the Surface Transport schemes funded from TfL's £300m Growth Fund (with a contribution of approximately £15m to this project) and is a RTF demonstration scheme, being used as the launch venue for the RTF Report in July 2013.
- 1.7 The scheme has strong public support, with over 80 per cent of respondents to the highway public consultation supporting an improvement to the interchange, the removal of the subways and the creation of public space. The public realm consultation has also received in excess of 80 per cent support for the proposals to dramatically improve the new square that would be provided following the changes to the carriageway.
- 1.8 This scheme will transform the NR into a two-way traffic system, creating a new public space peninsular. The scheme improves cycling provision and cycle safety and will help address the high rate of cycling casualties at this location. It will include segregated cycling facilities, creates pedestrian at-grade (surface) crossings and regenerates the urban realm. This scheme is part of the Better Junctions Programme, is the starting point for the proposed North-South Cycle Superhighway and is cited as a key location in the Mayor's Vision for Cycling in London.
- 1.9 This scheme is linked to the provision of the new LU Northern Line Ticket Hall (NLTH) and facilitates the delivery of that scheme. The funding for both schemes is interlinked and the agreement with the London Borough of Southwark and the Greater London Authority (GLA) will be submitted for the approval of the Board on 26 March 2015.

2 Recommendations

- 2.1 The Committee is asked to note the paper and to endorse Project Authority for the reconfiguration of the Elephant & Castle Northern Roundabout to the sum of £24.368m.**

3 Background

- 3.1 This scheme is referenced in the London Plan and meets Mayoral, RTF and Surface Transport strategic outcomes. It has a negative transport Benefit:Cost ratio but generates a local retail and residential property value increase of approximately £12m a year, underlining the project's contribution to regeneration and development within the Opportunity Area.
- 3.2 A commitment to a scheme at this location has been made in response to support from the GLA and key local stakeholders, including the London Borough of Southwark, London Assembly Members, local community organisations and developers. It is included in TfL's response to the RTF and in the Mayor's Vision for Cycling in London.
- 3.3 Elephant & Castle is the key road gateway into central London from southeast England and is located at the boundary of the Congestion Charge Zone on both the Inner Ring Road and A3. The NR at Elephant & Castle is a major traffic gyratory, which has consistently had the highest number of collisions of any junction in London – 123 in the last three years, of which 13 were people seriously injured. The Mayor received a 2,500-signatory petition calling for road safety improvements in early 2013 and key stakeholders agree that the existing arrangement is unsatisfactory. Elephant & Castle will become the terminus for the southern end of the Cycle Superhighway North-South route, and the location is already used by high volumes of cyclists. Vulnerable road users (cyclists and pedestrians) are disproportionately represented in the collision data with 64, out of the 123 collisions, involving vulnerable road users. The design is expected to reduce the number of all collisions by 41 in the three years after completion, which represents a significant safety improvement for a junction of this nature.
- 3.4 The existing NR layout forces indirect and lengthy pedestrian movements between key locations including bus stops, the railway station, the LU station, the new development area, existing residential areas, the shopping centre and leisure destinations in the area. To build a connected local community in alignment with the RTF vision, the new design will include appealing and more direct pedestrian crossings to improve connectivity for pedestrians and to help them feel safer from vehicle conflict and potential crime.
- 3.5 To achieve the benefits for road safety, pedestrian environment, public realm, crime reduction and cycling provision, the reallocation of road space in the scheme results in increased journey times for general traffic and buses. These impacts are reflected in the negative Benefit:Cost Ratio for the project, which forms part of the wider business case (see section 4.7 below).

3.6 An image of Elephant & Castle at present



3.7 An image of the completed scheme looking at the same view



- 3.8 A map of the scheme area and the proposed new road layout are both provided as appendices.
- 3.9 The table below sets out the implications of the scheme in relation to the relevant Surface Transport Outcomes;

Strategy - Alignment to relevant Surface Transport Outcomes

	Proposed	Commentary
 <ul style="list-style-type: none"> • Quality bus network 		There are variable changes to journey times for buses increases for some routes in the AM and PM Peak
 <ul style="list-style-type: none"> • Reliable roads 		There is additional journey time in the AM and PM Peaks
 <ul style="list-style-type: none"> • More and safer cycling 		New segregated cycle lanes, ASLs and cycle racks. Increased Journey Times.
 <ul style="list-style-type: none"> • More and safer walking 		More direct crossings, wider footways and an improved quality of paving
 <ul style="list-style-type: none"> • Safer and more efficient deliveries 		No changes (other than journey time impacts)
 <ul style="list-style-type: none"> • Reduced casualties 		Collision estimates have identified opportunities for 33% reduction in all collisions (12 per annum) and cycling collisions by 50%
 <ul style="list-style-type: none"> • Reduced crime 		Improved CCTV and sight lines. Reduced risk of crime when subways are removed
 <ul style="list-style-type: none"> • Improving the environment 		Increase in JTs increases air pollution however modelling has shown effect is negligible, but urban realm improved.

Funding and Authority Strategy

- 3.10 The scheme has Financial Authority of £24.368m. Project Authority has been given up to detailed design and enabling works. Full Project Authority for construction was delayed until the Funding Agreements between GLA, the London Borough Southwark and TfL had progressed. Combined funding terms for the NR and LU's NLTH are now agreed in principle and approval for the Funding Agreement will be sought from the Board at its meeting on 26 March 2015. Given the overall balance between benefits and disbenefits reflected in the business case, the Committee's endorsement for Project Authority is being sought. Procurement Authority will be sought separately in accordance with Standing Orders.
- 3.11 Both the Independent Investment Programme Advisory Group (IIPAG) and Programme Management Office (PMO) Reports have advised that the project be granted Project Authority to permit construction to start in April 2015, but that works do not commence until the Funding Agreement is in place.
- 3.12 As mentioned, Project Authority was approved for Gate 3 in September 2014. The terms of the London Borough of Southwark's funding contribution have now been agreed in principle. The GLA will enter into a funding agreement with TfL, which will cover the GLA's and London Borough of Southwark's contribution to both this NR

project (£10m) and for the NLTH, as the funds are required. The London Borough of Southwark will enter into a separate funding agreement with the GLA, which commits the borough to a schedule of fixed payments to 2030 to cover its contribution to both projects. It is intended that a TfL GLA funding agreement will be submitted to the Board for approval in March 2015.

3.13 The funding terms cover both the NR and NLTH projects and are as follows:

- (a) TfL will provide £86.1m, the London Borough of Southwark £63.0m and the GLA £5.0m for the delivery of the NR and the NLTH based on the NR costing £24.4m and the NLTH hall costing £129.7m;
- (b) the London Borough of Southwark's contribution will be a fixed schedule of payments out to 2030, derived from section 106 and Community Infrastructure Levy receipts, which the GLA will receive and then pass on to TfL irrespective of the actual timing of delivery;
- (c) TfL will be responsible for delivering both the schemes and will spend funds in line with the overall proportion of contribution to be made;
- (d) the GLA will cover any shortfall in funding where spend runs ahead of funding coming in from the London Borough of Southwark and the GLA will be liable to meet any financing costs associated with this;
- (e) if there is any overall reduction in the expected cost of the scheme at contract award, then TfL will get the first £3.5m of any saving and then share it 60:40 with the London Borough of Southwark. TfL will bear any cost increases, except where there is a scope change initiated by the GLA / London Borough of Southwark where the initial presumption would be that the party requesting the change would fund it; and
- (f) post-contract awards, TfL would bear any cost increases and benefit from any cost savings.

3.14 From this agreement, the London Borough of Southwark will contribute £10m towards the NR. The remaining £14.4m of funding for the NR scheme has been allocated from the Growth Fund element within Surface Transport's Transforming Streets and Places Business Plan Portfolio.

4 Proposal

4.1 The proposed design is the result of discussions and design optioneering ongoing since 2011. The original proposal to retain the NR was heavily criticised by stakeholders. The current scheme is a result of a review of multiple previous options and the proposed innovative design which seeks to reduce the number of road junctions is a result of extensive engagement with all key stakeholders including the GLA, the London Borough of Southwark, Developers, the Mayor's Cycling Commissioner and TfL's Better Junctions Design Review Group.

Preferred Option

4.2 The proposals are for the carriageway to the south of the NR to be closed and a two-way carriageway provided on the three other sides. Subways will be closed and replaced by new direct, wide, at-grade crossings. On and off carriageway cycle facilities will be provided to reduce the risk of collisions and meet the growing demand.

- 4.3 The proposed design rebalances the distribution of highway space away from motor vehicle traffic to pedestrians and cyclists. This has journey time impacts for motorised traffic including buses, as set out in the table in section 3.9 above.
- 4.4 Public consultation on the public realm proposals commenced on 17 November 2014, following extensive engagement with key stakeholders and coordination with the emerging LU and shopping centre interfaces. The consultation closed on 22 December 2014.
- 4.5 The proposed urban realm designs were presented to the Streetscape Review Group in December 2014. The group was largely supportive and has endorsed progression to technical approval. These designs will be presented to the Mayor's Design Approval Group in January 2015.

Equality Issues

- 4.6 A full Equality Impact Assessment has been completed and no issues have been identified. The scheme delivers accessibility improvements by replacing subways with at-grade crossings.

Business Case

- 4.7 The business case for this project takes account of the full range of benefits and disbenefits that will arise from its implementation. This is in line with TfL's Business Case Development Manual, which states the business cases should include:
- (a) strategic narrative that provides the compelling story of why a particular course of action is required;
 - (b) multi-criteria analysis, which is a framework for evaluating strategies;
 - (c) formal cost:benefit analysis (the benefit to cost ratio); and
- 4.8 (a) and (b) can be supported by any relevant quantified or qualitative analysis. In addition, (a) can also be supported by relevant diagrams, maps or photographs that help make the case.

Summary of scheme impacts

Pedestrians and public realm

- 4.9 Pedestrians will be able to cross safely, and with reduced fear of being victims of crime (owing to removal of subways), between the key locations surrounding the roundabout. This will help reduce local severance. While the pedestrian routes through the junction are shorter, the pedestrian journey time is modelled to be slightly longer due to waiting times at traffic signals.
- 4.10 This project is expected to increase pedestrian trips being made in the local area by 20 per cent and reduce pedestrian collisions by 35 per cent. The urban realm assessment confirmed that the scheme will generate improvements to the public realm in and around the NR. This will encourage people to spend longer in commercial areas and would support higher property values.

Cyclists

- 4.11 The area becomes safer for cyclists by reducing expected collisions involving cyclists by at least 29 a year. This does not account for the growing number of

cycling trips.

- 4.12 Clearer and safer cycling connections remove the barrier that the current roundabout creates for cyclists. This will attract more cyclists to use Cycle Superhighway 7 and the proposed North-South Cycle Superhighway, and will generally increase the amount and length of cycle trips in the area.
- 4.13 Cycle counts and typical journey times were collected and entered into the Health Economic Assessment Tool and assessed over a 20-year period. A health benefit of over £500k is expected from the increase in cycling. Likewise the urban realm will improve the area as a destination, encouraging more pedestrians to the area and average pedestrian journey times were included. A monetised benefit of this improvement is over £600k. This improvement in health is also forecast to reduce existing sickness absence generating a further benefit of over £21k per year.

Impact on General Traffic and Bus Operations

- 4.14 Temporary traffic management during construction will be designed to avoid any impact on peak traffic in excess of that expected as a result of the permanent scheme. The works are being coordinated with other schemes and programmes to minimise overall disruption where possible.
- 4.15 As mentioned above, the change to the design of the NR will have a material impact on journey times for both general traffic and buses. The modelling used to calculate the transport impacts of the scheme is based on the busiest hour of the morning peak period. This has predicted journey time delays whose monetised value significantly outweighs the monetised ambience, safety and health benefits of the scheme, by a factor of almost three to one. This results in a negative Benefit:Cost ratio, which forms part of the overall business case for the project.

Monetised benefits and disbenefits

- 4.16 The overall monetised benefits and impacts for the scheme include a predicted 33 per cent reduction in collisions, giving a positive safety benefit of £1.4m pa; health benefits of £0.9m pa; urban realm ambience benefits of £0.2m pa; and crime reduction benefits of £0.1m pa. The scheme results in slower vehicular traffic speeds, which are expected to cost of -£3.9m pa (for both general traffic and buses). Monetised journey time benefits arise similarly for slower (but safer) cycle trips at a cost of -£0.3m pa and slower (but at grade) pedestrian movements at a cost of -£2.1m pa. TfL believes that the wider benefits of this project set out in the business case offset the resulting negative transport Benefit:Cost ratio.

Mitigation

- 4.17 TfL is developing a programme of traffic management, Travel Demand Management and freight mitigations. This is designed to offset the impacts of the Elephant & Castle scheme and other schemes in the Mayor's Roads Modernisation Programme, as well as those arising from schemes being implemented by developers and London boroughs. Further analysis is underway to ascertain the precise scale of impact on bus operations of this and other schemes as part of the Bus Priority Programme. This programme aims to mitigate the bus service impacts of the wider Roads Modernisation Programme.

Options Analysis

- 4.18 TfL endorsed the preferred option in February 2014 at Gate two. The current scheme is a result of extensive engagement with all key stakeholders including the GLA, the London Borough of Southwark, Developers, the Mayor's Cycling Commissioner and TfL's Better Junction Design Review Group.
- 4.19 Subsequent public consultation on the highway layout has resulted in a number of minor design refinements to address comments and concerns raised by stakeholders. A full report on the consultation, comments and TfL's response can be viewed online at <http://www.tfl.gov.uk/elephantandcastle>.

Delivery of Preferred Option

Execution Strategy

- 4.20 The detailed design and construction is to be undertaken by Ringway Jacobs, the London Highway Alliance Contract (LOHAC) contractor offering the best value, capability and supply chain to suit the project. The works will be managed and supervised by in-house resource from the Projects and Programmes Directorate (PPD), who will also coordinate the statutory utility works, signals installation and bus infrastructure.
- 4.21 The construction works will be divided into four phases with sub-phases within each main phase. All traffic movements will be maintained during construction with lane restrictions only being put in place during non-Lane Rental times.

Impact or dependency on other Programmes

- 4.22 The main construction works are proposed to commence in April 2015, at the same time as both the North-South Cycle Superhighway and early stages of the LU NLTH works. These works are being coordinated by PPD to minimise disruption to traffic, residents and the travelling public. The phasing will enable LU to complete its lift shaft enabling works ahead of highways works completion, thus avoiding further traffic disruption.
- 4.23 To support the integration of the LU station into the new shopping centre and to coordinate the interface with this project, a Memorandum of Understanding has been drafted between TfL and the shopping centre developer.

4.24 Key milestones

Milestone	Target Date
Mid Stage 4 Project Authority request	16/12/14
Commencement of Highway Works	13/04/15
Completion of Highway Works	30/04/16
Completion of Peninsula public realm	2022

4.25 Top five risks

Risk No	Risk Description	Mitigation Actions
EC101	LU station upgrade lift shaft construction works delays project	Early involvement with LU resulting in advanced statutory utility works that must be complete in advance of April 2015 for start of highway works.
EC103	Unidentified services are discovered below ground	Trial holes undertaken on areas from the historical records and ground radar survey have been carried out at the memorial area.
EC104	Complex statutory utility diversions may not meet delivery programme	Trial holes carried out and statutory utility companies have been engaged. Thames Water is undertaking works as part of the LU advanced works. Early involvement with statutory undertakers to finalise their detailed works and cost estimates before commencement of Advance works.
EC109	Road space restriction (including Lane Rental restriction)	Early engagement with TfL's Planned Intervention and Lane Rental teams, agreeing different phases of the TM prior to starting works on site. Having contingency in the programme if there are restrictions on road space which was not approved prior to starting works.
EC160	Scope change in detailed design	Regular workshop with key stakeholders to review detailed design and make changes at early stages of the scheme, before commencing work on site.

4.26 The total risk sum for the project as defined in Active Risk Manager included in the requested EFC is £2,845,000 at P50, the level at which there is a 50 per cent statistical probability of it being exceeded.

Resources and staffing considerations

4.27 The project team and staff resources are from existing in-house resource. Detailed design and construction will be carried out by the LoHAC contractor Ringway Jacobs.

IM Requirements and Resources

4.28 The contract is being managed through the ASITE Project management tool. Access to this tool will be available to the Project Team and the Contractor.

5 Legal Implications

5.1 A section 8 Agreement will be required from the London Borough of Southwark. A Certificate of Lawful Development has been received from the London Borough of Southwark.

6 Financial Implications

Cost estimate development

- 6.1 A detailed cost estimate has been produced using LoHAC rates. The base cost of the NR scheme is £21.5m and risk is expected to be a further £2.8m making a total of £24.4. Third party funding (income) is £10m and TfL's investment funding £14.4 from Surface Transport's Transforming Streets and Places portfolio.
- 6.2 Current Financial Authority is £24.4 and current Project Authority sits at £4.02m.

Funding Strategy and Authority expiry summary

- 6.3 The London Borough of Southwark will contribute £10m towards the NR. The remaining £14.4m of funding has been allocated from the ring fenced Growth Fund element within Surface Transport's Transforming Streets and Places portfolio.

Third Party Funding

- 6.4 Commercial Finance has led discussions with the GLA and the London Borough of Southwark to establish a funding terms that secures the £10m section 106/Community Infrastructure Levy external funding contribution as the funds are required. This agreement will cover the NLTH as well as the NR.

Commercial

Procurement strategy

- 6.5 The use of LoHAC significantly reduces the TfL and contract overhead such as preliminaries and out-of-hours working, which reduces the contract price. The contract will be awarded on a target cost basis, with the initial target cost established using the contract rates and agreed schedule. This will incentivise the delivery teams to work collaboratively to deliver further savings against the base design and assumptions.

Procurement Authority

- 6.6 Procurement Authority will be sought separately, in accordance with Standing Orders.

7 Assurance

- 7.1 The PMO has reviewed the changes since the full assurance review in September 2014. An External Expert reviewed the project on behalf of the PMO at Stage three in September 2014 and the PMO summary report recommended that the project pass through the Concept Design Stage and be granted Project Authority for the detailed design and implementation, subject to non-critical recommendations.
- 7.2 The IIPAG reviewed the project at Stage three in September 2014 and its report made four non-critical recommendations. The IIPAG's supplementary note dated 27 November 2014 supports the award of full Project Authority.
- 7.3 The project has been internally reviewed and assured in accordance with the Pathway methodology.

List of appendices to this paper:

Appendix 1: Map of the scheme area, Elephant Square plan

Appendix 2: Proposed new road layout at Elephant & Castle

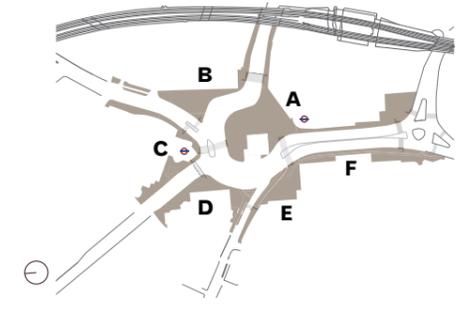
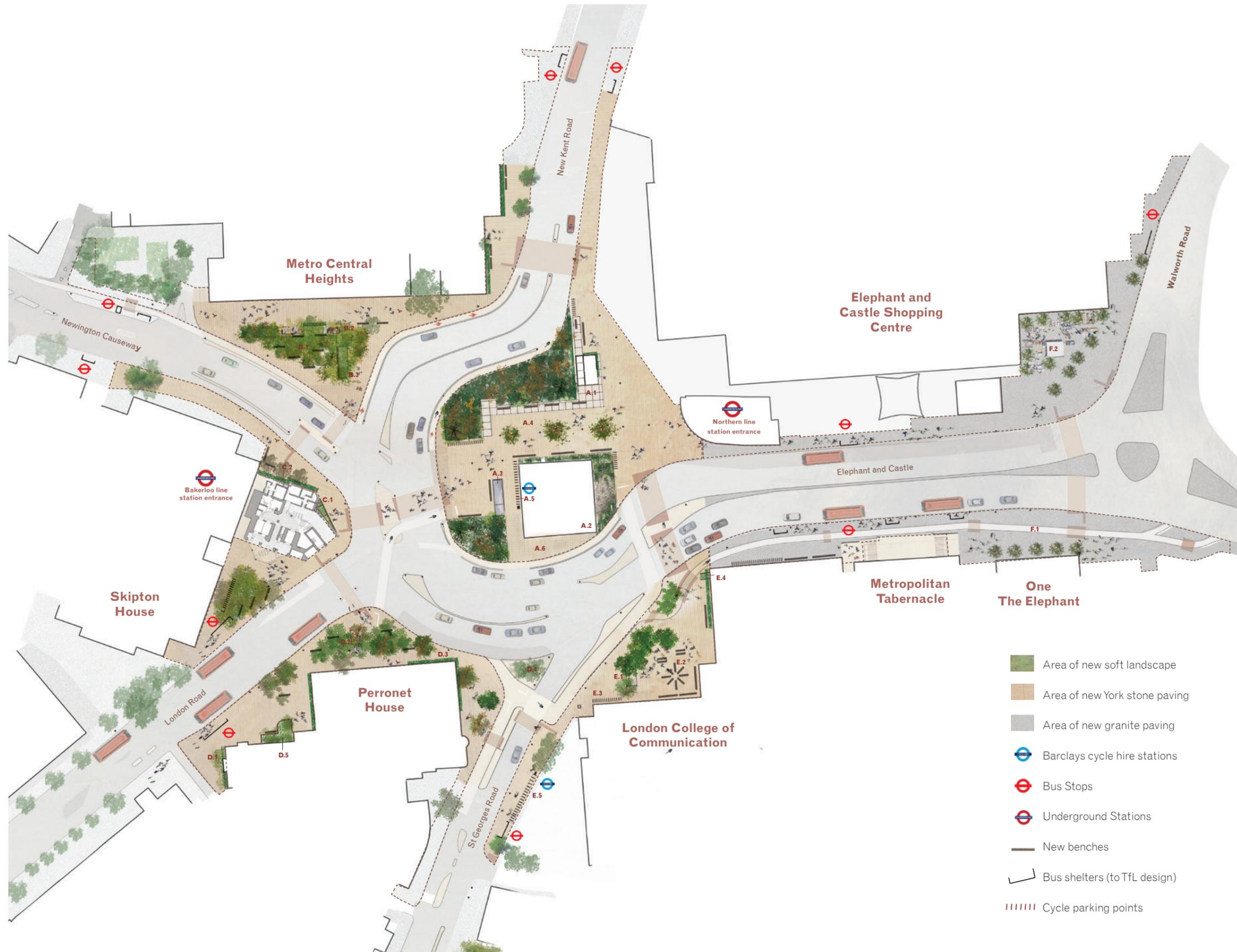
List of background papers:

The consultation, comments and TfL's response, which can be viewed online at <http://www.tfl.gov.uk/elephantandcastle>.

Reports from the TfL Programme Management Office and the Independent Investment Programme Advisory Group and the management response to those reports.

Contact Officer: Alan Bristow, Director of Road Space Management, Surface Transport
Number: 020 3054 2593
Email: Alan.Bristow@tfl.gov.uk

Elephant Square plan



Key for Individual Spaces

- A. The Faraday Garden**
1. New cafe and retail structure with planted roof
 2. Faraday Memorial
 3. New water feature
 4. Elephant Statue
 5. Barclays Cycle Hire Station (subject to consent)
 6. Service access to Faraday Memorial

- B. Elephant Orchard**
1. 20 new fruit trees
 2. 12 pitches for temporary retail outlets
 3. Precast Concrete raised planter

- C. Bakerloo**
1. Potential green wall to south west elevation
 2. New public art work to west elevation

- D. Perronet House**
1. Green wall to north elevation of Perronet House
 2. Potential to retain to subway for future retail use
 3. New planting around edges of existing building
 4. Low level planting on islands
 5. Existing locally managed green infrastructure retained

- E. London College of Communication**
1. Potential for new cafe / kiosk
 2. Existing seating retained and re-sited
 3. Reorganised cycle storage - assumes relocation of existing plastic cycle sheds elsewhere on LCC site
 4. New planting to support safer approach to pedestrian crossing
 5. Barclays Cycle Hire Station (subject to consent)

All proposals subject to agreement with University of the Arts London as part of ongoing consultation

- F. Elephant Link**
1. New off carriageway cycle track to TfL design
 2. Potential location for temporary market

- Area of new soft landscape
- Area of new York stone paving
- Area of new granite paving
- Barclays cycle hire stations
- Bus Stops
- Underground Stations
- New benches
- Bus shelters (to TfL design)
- Cycle parking points

Proposed New Road Layout at Elephant & Castle



General traffic unable to turn left from Newington Causeway into New Kent Road and unable to turn right from New Kent Road into Newington Causeway.

Toucan signal controlled crossings will replace existing subway system, providing safe and convenient crossing points to and from transport links and local amenities.

KEY

- Cycle lane
- Cycle crossing
- Pedestrian crossing
- Toucan crossing
- Bus lane
- Traffic island
- Upgraded footway (widened at key points)

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Wide and direct signal controlled pedestrian crossings will replace the existing subway system, providing convenient crossing points to and from transport links and local amenities.

Existing roundabout to be converted to two-way operation.

Northern line station

Bus stop for buses towards Camberwell relocated to Walworth Road to reduce risk of conflict with cyclists and reduce footway congestion.

LONDON ROAD

Bakerloo line station

Bus stop waiting facilities will be improved with new shelters and step-free access.

St. Georges Road to be narrowed to two traffic lanes to allow room for segregated cycle lanes.

Footway widened to allow a cycle path to be separated from road

Parallel pedestrian and cycle signal controlled crossings will replace existing subway system, providing safe and convenient crossing points to and from transport links and local amenities.

Bus stop waiting facilities will be improved with new shelters and step-free access.

WALWORTH ROAD

ST GEORGES ROAD

ELEPHANT & CASTLE

NEWINGTON CAUSEWAY

NEW KENT ROAD