MUNICIPAL YEAR 2014/2015 REPORT NO.

ACTION TO BE TAKEN UNDER DELEGATED AUTHORITY

PORTFOLIO DECISION OF:

Cabinet Member for Environment & Community Safety

REPORT OF:

Director – Regeneration & Environment

Agenda – Part: 1	KD Num:	N/A
Subject: Junction Protection Road	n Programme	e – Duchy
Wards: Cockfoster	S	

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1. EXECUTIVE SUMMARY

- 1.1. Residents of Duchy Road, Lancaster Avenue, Douglas Close and Kingwell Road have complained to the Council about inconsiderate and obstructive on-street parking that can occur along parts of Duchy Road.
- 1.2. There are concerns that vehicles are being parked on Duchy Road, in a manner that is restricting access and visibility at the junctions with Lancaster Avenue and Douglas Close.
- 1.3. It is also a concern that part of Duchy Road is being used for commercial benefit, or as a parking area for commercial vehicles. Residents consider these vehicles to be a safety hazard, a cause of obstruction and unsightly.
- 1.4. Residents have therefore asked the Council to consider the introduction of parking restrictions in the form of single or double yellow lines. This report considers the issues raised by local residents, discussions with local ward Councillors and the response to recent consultation with residents.

2. RECOMMENDATIONS

- 2.1. To consider comments in relation to a recent consultation on proposals to introduce new waiting restrictions on Duchy Road and at the junction with Lancaster Avenue.
- 2.2. To approve the making of the Traffic Management Order under the Road Traffic Regulations Act 1984 for the introduction of waiting restrictions as detailed in Appendix B of this report and at an estimated cost of £2,000. This is to be met from the Corridors, Neighbourhoods and Supporting Measures allocation for 2014/15 provided by TfL.

3. BACKGROUND

- 3.1. In the last year, we have received a high volume of correspondence regarding concerns of obstructive parking, trading on the public highway and the use of Duchy Road as a parking area for commercial vehicles.
- 3.2. Duchy Road is a two-way, single carriageway, residential road. It extends just over 425 metres in length and generally in a north to south direction. To the north is its junction with Waggon Road and to the south is its junction with Lancaster Avenue. Along the road are five further junctions, all of which leading to residential cul-de-sacs. The road is street lit and is subject to a 30mph speed limit.
- 3.3. Almost all properties along Duchy Road and in the surrounding area have access to off-street parking. However, there are some limitations in the availability of on and off-street parking within the adjoining Douglas Close.
- 3.4. There are no parking restrictions along any part of Duchy Road at present. Although double yellow lines will shortly be introduced at its junctions with Courtleigh Avenue and Claremont Road. Those restrictions are part of a local safety scheme in the area surrounding Hadley Wood Primary School.
- 3.5. The concerns raised generally relate to vehicles being parked at, or in close proximity to the junctions with Lancaster Avenue and Douglas Close. Those vehicles are restricting access and visibility of oncoming traffic for motorists waiting to turn to or from the junction.
- 3.6. Parked vehicles can also restrict access for pedestrians wishing to cross Duchy Road at the junction with Lancaster Avenue. This is a particular concern for pedestrians with impaired mobility. It is reported that pedestrians are seeking to cross the road away from their preferred crossing point. In some cases, being forced to cross the road between parked vehicles.
- 3.7. There are also concerns that the part of Duchy Road between its junctions with Lancaster Avenue and Douglas Close is being used for commercial purposes and as an area to park commercial vehicles. Residents consider these vehicles to be unsightly and are concerned that they are causing an obstruction and hazard to other road users.
- 3.8. Increased traffic during 'school run' periods is a further concern. Vehicles being parked on Duchy Road, close to the junction with Lancaster Avenue are reported to cause increased obstruction at those times, with queues forming at the junction and back in to Lancaster Avenue. Those queues are reported to cause obstruction to be access and visibility for both motorists and pedestrians in the vicinity of the junction area.
- 3.9. To address these concerns, residents have asked the Council to consider parking restrictions on Duchy Road at its junctions with Lancaster Avenue and Douglas Close.

3.10. Residents have also asked that we consider restrictions that would prevent commercial vehicles from parking on Duchy Road between the junctions of Lancaster Avenue and Douglas Close.

4. ACCIDENT RECORDS

4.1. Our accident records indicate that during the most recent 5 year period, there have been no accidents on any part of Duchy Road that have resulted in personal injuries. This includes areas in the vicinity of the junctions with Lancaster Avenue and Douglas Close.

5. PROPOSALS

- 5.1. From the initial correspondence received from residents, there appears to be a consensus that vehicles should not be parked at, or in close proximity to the junctions of Lancaster Avenue or Douglas Close. The Council's general approach to concerns of this nature has been to provide double yellow lines at junctions as part of the Junction Protection Programme.
- 5.2. Double yellow lines at junctions help to improve access and visibility for both pedestrians and motorists. As a minimum, yellow lines will normally extend over an area necessary to maintain clear unobstructed access for emergency and public service vehicles.
- 5.3. To allay concerns of congestion during the 'school run' periods, it has been suggested that these restrictions should extend beyond the junction of Lancaster Avenue, further in to Duchy Road.
- 5.4. This would improve access for vehicles turning to and from Lancaster Avenue and also improve access to a crossing point for pedestrians. However, an extended length of yellow lines is likely to result in some displacement of parked vehicles.
- 5.5. Beyond that, it has also been suggested that the yellow lines extend up to the junction with Douglas Close. This to address the concerns that Duchy Road is being used as a parking area for commercial vehicles.
- 5.6. In terms of 'commercial vehicles', the Department for Transport does not currently provide local highway authorities with powers to introduce restrictions that differentiate between commercial and non-commercial vehicles. For this reason, we are unable to introduce a waiting restriction that would apply to commercial vehicles only.
- 5.7. At present, there is a restriction that bans any coach, or vehicle that exceeds 5t, from parking on the Borough's roads overnight. This ban however, does not apply to many of the commercial vehicles that are currently being parked on Duchy Road (as they are under 5t), or to any vehicle that is being parked during the daytime period.

- Yellow line restrictions may provide a way to restrict those vehicles from parking on Duchy Road. However, this type of restriction would impact on all vehicles. There would also be an increased risk of a greater number of vehicles being displaced from this part of Duchy Road, to other parts of Duchy Road or nearby roads that are within a short walking distance.
- 5.9. In terms of their visual impact, many of the vehicles are being parked in a part of Duchy Road that runs alongside a flank wall of a property that fronts on to Lancaster Avenue. Any displacement of parking may result in those vehicles being parked along a length of road that is fronted by other residential properties. This is unlikely to be welcomed by residents who may be affected by such a proposal.
- 5.10. The initial correspondence received suggests that some residents already share these concerns. Residents have stated there would be a need to introduce restrictions over a wider area to ensure they would not be adversely affected.
- 5.11. Any proposal should also consider the times at which any restriction would apply. Comments received from some residents suggest that congestion applies during the 'school run' only and that commercial vehicles are being parked in the late afternoons/evenings and overnight.
- 5.12. Given the high level of interest and concern amongst residents, officers have sought to discuss this issue in more detail with Councillors of Cockfosters Ward. Prior to the consultation, we presented those Councillors with a series of proposals, together with an outline of the potential impacts of each of those proposals. These proposals included:
 - Option 1 Double yellow lines at junction of Lancaster Avenue and Duchy Road only.
 - Option 2 Double yellow lines at junction of Lancaster Avenue and Duchy Road, extending up to and including Douglas Close.
 - Option 3 Double yellow lines at junction of Lancaster Avenue and Duchy Road, up to and including Courtleigh Avenue.
 - Option 4 Double yellow lines extending along the full length of Duchy Road.
- 5.13. Having considered those options and the potential impact of those options, the ward Councillors unanimously agreed that we should initially proceed to consult on Option 2. Details of those proposals can be found on the consultation leaflet contained in Appendix A of this report.

6. CONSULTATION

6.1. During October 2014, consultation leaflets were delivered to residents of roads most affected by the concerns raised. This leaflet was also sent to the Councillors for the Cockfosters Ward who in turn, have informed and notified residents over a wider area. A copy of this leaflet can be found in Appendix A of this report.

6.2. As part of the statutory consultation process, the Traffic Management Order (TMO) to introduce these restrictions was advertised in the local press on 22nd October 2014. Street notices were also placed on lamp columns within the affected area.

6.3. Consultation Response

6.3.1. Table 5.1 below, provides a summary of the overall level of response to the consultation and level of support from residents:

No. of Responses:	
Residents in support of scheme as proposed:	49.5%
Residents who support scheme in principal but request amendments:	
Residents who object to the provision of any waiting restrictions:	
Residents commenting on proposals but not indicating a preference:	

Table 5.1 (Please not a 0.1% error due to rounding of percentages)

- 6.3.2. In responding to the consultation, residents were provided with an opportunity to provide any additional comments they may have on the proposed scheme. While most residents indicated that they are in favour of some form of yellow line on Duchy Road, consensus as to the extent of yellow lines was divided.
- 6.3.3. 96.2% of residents have indicated that they support a proposal to provide double yellow lines at the junctions of Lancaster Avenue and Douglas Close.
- 6.3.4. However, a total of 49.5% of residents indicated some form of objection or concern regarding the full extent of the current proposals. The principal concern is that the current proposals would see parking and the associated concerns displaced to other parts of Duchy Road, or to nearby roads. This was a particular concern for residents of Lancaster Avenue and Kingwell Road.
- 6.3.5. Those concerns specifically relate to the provision of double yellow lines on the length of Duchy Road between the junctions with Lancaster Avenue and Douglas Close. 46.7% of residents have indicated that they would only give their full support to a scheme if this element of the proposals is amended. In effect they do not support the current proposal.

6.3.6. Table 5.2 below, provides a summary of the comments received in respect to amendments to the proposed scheme as put forward by residents:

Alternative Proposal Suggested	
Double yellow lines at the junction of Lancaster Avenue, with single yellow lines up to Douglas Close:	25.2%
Double yellow lines at the junction of Lancaster Avenue and Duchy Road only:	23.3%
 Double yellow lines at the junction Lancaster Road extended: Up to junction with Kingwell Road and Monken Mead Brook: Up to junction with Kingwell Road and further on to No's 1 and 2 Kingwell Road: Further in to Lancaster Avenue: 	13.1% 5.6% 2.8%
To introduce a Controlled Parking Zone	6.6%
To provide double yellow lines at the junction with Wagon Road:	0.9%

Table 5.2

6.4. Response from Ward Councillors

- 6.4.1. As detailed in section 4 of this report, we consulted the ward Councillors to seek their views based on the initial concerns raised by residents. It was agreed that we would proceed and consult on Option 2 as detailed on the consultation leaflet contained in Appendix A of this report.
- 6.4.2. Those Councillors have further reiterated their support for Option 2 following a public meeting in which this proposal was discussed. This meeting was held on Wednesday 26th November and attended by approximately 60 residents.
- 6.4.3. Feedback received from Cockfosters Ward Councillors was that those in attendance supported the proposals put forward during the consultation. However, we do not have information as to which residents were present, or details of those who may have already indicated their support or objection during the consultation.
- 6.4.4. While indicating their support for Option 2, the ward Councillors do acknowledge the concerns that parked vehicles may be displaced in to other nearby roads. Should the current proposal be progressed, they have expressed their wish for a further consultation with regard to extending the double yellow lines up to and including Kingwell Road.

6.5. Officer Response to Consultation

- 6.5.1. The results of the consultation indicate that 96.2% of respondents are in favour of the proposal to provide double yellow lines at the junctions with Lancaster Avenue and Douglas Close.
- 6.5.2. Given this high level of support, we would therefore recommend that double yellow lines be introduced on Duchy Road at its junctions with Lancaster Avenue and Douglas Close.
- 6.5.3. However, opinion is divided as to the provision of restrictions on Duchy Road that extend beyond the junctions. 49.5% of those responding to the consultation indicated they are in support of the scheme as proposed. But this was matched by 49.5% who objected to parts of, or the entire proposal. The remaining 1% commented on the proposals but did not indicate either whether they support or object to the proposals.
- 6.5.4. Residents of Lancaster Avenue, Kingwell Close and other parts of Duchy Road have indicated concerns that they would be adversely affected by the proposals. They have stated that they would not support a scheme that could potentially see parking and congestion displaced on to their roads, or to outside their properties.
- 6.5.5. In order to mitigate the impact of displaced parking, those residents have suggested a number of amendments to the current proposals. They have also suggested further complementary measures they consider necessary to mitigate any potential impacts of the proposed scheme.
- 6.5.6. A suggested amendment is to replace the proposed length of double yellow line between the junctions with Lancaster Avenue and Douglas Close, with single yellow lines. 'At any time' restrictions are considered to be excessive and the suggestion is that a restriction should instead target the times of concern.
- 6.5.7. However, suggestions as to the times at which those restrictions should apply also lacked consensus. One suggestion is that the restrictions should apply during the 'school run' only.
- 6.5.8. While this would be of benefit in terms of improving traffic flow along that part of Duchy Road during these times, those benefits would be outweighed by the negative impact of displaced parking. Yellow lines at the junctions will also reduce congestion at the junction and reduce the number of vehicles being parking in this area, marking it easier for through traffic to negotiate those parked vehicles.
- 6.5.9. Overnight restrictions have been suggested, but specific to the prevention of overnight parking of commercial vehicles rather than congestion or safety. As referred to above, any restrictions proposed would be unable to distinguish commercial vehicles from other vehicles. Any restriction would therefore apply to all vehicles and is unlikely to be welcomed.

- 6.5.10. A restriction that combines the above two suggestions has been considered. However, there is a concern that this type of restriction would be unnecessarily confusing and there may be difficulties regarding enforcement. Traffic signs needed to detail the restriction would be large and potentially confusing to motorists. Large signs may also be unsightly and their presence may not be welcomed by residents.
- 6.5.11. Any restriction should be clear and simple for motorists to understand. Drivers can unintentionally misread overly complicated signs and this can lead to difficulties in enforcement and subsequent appeals. We do not feel that a single yellow line restriction could sufficiently address the concerns raised without being overly complicated.
- 6.5.12. Given those reasons, and the lack of consensus from residents, any option for single yellow lines is unlikely to gain sufficient support to be progressed. Any benefits gained would be minimal, but there would be a significant risk of causing adverse effects elsewhere. We would therefore recommend not to progress on an option to provide single yellow lines.
- 6.5.13. Should single or double yellow lines between Lancaster Avenue and Douglas Close be considered appropriate, we would recommend these restrictions only be implemented alongside complimentary measures. This to mitigate the impact of vehicle displacement.
- 6.5.14. Those concerns were echoed by residents in their response to the consultation. A number of complementary measures have been suggested but once again, there is a significant lack of consensus as to the extent of those suggestions.
- 6.5.15. Each of the suggestions involved the extension to the length of the proposed double yellow lines. However, once again there was a distinct lack of consensus as to the length of any proposed extension.
- 6.5.16. Should the scheme be extended, any further proposals will be subject to further consultation. This would also cover a far wider area. It is a concern that in order to find a resolution to an existing localised issue on Duchy Road, further measures may become excessive, overly intrusive and impact on many more residents not affected by the current concerns.
- 6.5.17. Given that a restriction on Duchy Road between its junctions Lancaster Avenue and Douglas Close is likely to only deliver minimal benefits, we would not consider it appropriate to introduce restrictions over such a wide area. Instead we would suggest that any proposals be concentrated to address the specific road safety and congestion concerns that have been raised.
- 6.5.18. We would therefore recommend that double yellow lines be introduced in the areas of the Lancaster Avenue and Douglas Close junctions only. This to address the immediate concerns of congestion, access and pedestrian safety in the junction areas.

- 6.5.19. It has been suggested that during the 'school run' periods, road safety and congestion issue are of greater concern. Site assessments have noted those increased traffic levels during the morning peaks, although no notable increase during the afternoon peaks. Also, there was little increase in pedestrian flows.
- 6.5.20. The impact of increased traffic during the morning peak was observed to cause a number of periods during which congestion occurred at the junction of Lancaster Avenue and Duchy Road. Vehicles were seen to be queued back from Duchy Road in to Lancaster Avenue. Access to and from that junction was also obscured for both motorists and pedestrians.
- 6.5.21. While double yellow lines at this junction will be of benefit, a short length at the junction only is not considered to be sufficient to address the concerns of congestion at this junction. We would recommend that a storage space of at least four vehicles be provided, along with space to allow pedestrians to cross the road at the junction unobstructed. For this reason, we would recommend that double yellow lines extend 30 metres in to Duchy Road.
- 6.5.22. Although this will cause some vehicle displacement, this would be minimal in comparison to the provision of a length of yellow line extending the full distance between Lancaster Avenue and Douglas Close. The negative impact on that level of vehicle displacement can be offset against the benefits in terms of reduced congestion and improved road safety at the junction of Lancaster Avenue and Duchy Road.
- 6.5.23. The presence of 'commercial vehicles' on Duchy Road, cannot in itself constitute a significant road safety concern, or be the sole cause of congestion. While those vehicles may be unsightly or unwelcome, it would not be appropriate to introduce traffic control measures for this reason alone.
- 6.5.24. Concerns regarding the use of vehicles for the purpose of trading on the public highway have been passed to the Council's Enviro-Crime team to investigate. No traffic management measures are available to address this issue.

7. ALTERNATIVE OPTIONS CONSIDERED

- 7.1. **Do nothing** The existing situation sees vehicles being parked on Duchy Road at, or in close proximity to the junction with Lancaster Avenue. This is a concern to the Council in terms or road safety for both pedestrians and motorists and in terms of congestion. If no measures were introduced at the junction, these concerns would remain.
- 7.2. Alternative Measures To the north of the junction with Lancaster Avenue, on street parking on Duchy Road can be an issue in terms of congestion during the morning and afternoon periods during school term times.

7.3. At other times, the impact of on-street parking and in particular 'commercial vehicles', is a lesser concerns in terms of congestion and road safety. However, this has raised significant concern amongst the local community. Alternative measures have been considered and are set out in Section 5 of this report.

8. REASONS FOR RECOMMENDATIONS

- 8.1. Vehicles that are parked at, or close to junctions can cause obstruction and prevent larger vehicles from gaining access. Access for refuse collections and the emergency services can be restricted. Visibility for and of pedestrians waiting to cross at a junction can be impaired, as can access to a safe and convenient crossing point. This can be a particular concern for vulnerable road users, including those with impaired mobility.
- 8.2. Given those reasons, and the high level of support indicated during the consultation, we would recommend that double yellow lines are introduced on Duchy Road at its junctions with Lancaster Avenue and Douglas Close.
- 8.3. Double yellow lines at these junctions will also provide some benefit in term of reducing congestion on Duchy Road. This restriction will help to keep the junction area clear of parked vehicles and therefore, improve vehicle turning movements to and from the junction and along the southern section of Duchy Road.
- 8.4. Prior to the consultation, concerns were raised that the provision of double yellow lines on Duchy Road, between the junctions with Lancaster Road and Douglas Close, would result in the displacement of parked vehicles. The consultation indicates that this is a concern shared by a significant number of residents further along Duchy Road and of other nearby roads.
- 8.5. Overall, the level of support for double yellow lines on Duchy Road, between the junctions with Lancaster Road and Douglas Close, was outweighed by the number of residents raising concerns or objecting to that element of the proposed scheme.
- 8.6. All amendments suggested by residents during the consultation have been considered. However, residents' views and reasons for those alternatives were conflicting and lacked clear consensus. For the reasons given earlier in this report, we would not recommend those options are progressed.
- 8.7. In terms of justification for further measures to be considered on Duchy Road, the accident history for this road is good with no personal injury accidents being reported in the last five years. Traffic levels are generally low throughout the day as are pedestrian movements.
- 8.8. Parking restrictions at the junctions with Lancaster Avenue and Douglas Close will improve both pedestrian and vehicular access and visibility at both those junctions. They will also help to reduce the levels of obstructive parking beyond the junctions and help to reduce congestion without incurring significant displacement of parking.

9. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

9.1. Financial Implications

- 9.1.1. The estimated cost of implementing the traffic management order and proposed waiting restrictions on Duchy Road is £2,000 and this will be met from the 2014/2015 Local Implementation Plan (LIP); TfL allocations; set aside for transport improvements in Enfield.
- 9.1.2. Expenditure once approved by Transport For London; it will be fully funded by means of direct grant from TFL; governed through the TFL Borough Portal, hence no costs fall on the Council. The release of funds by TFL is based on a process that records the progress of works against approved spending profiles. TFL makes payments against certified claims as soon as expenditure is incurred; ensuring that the Council benefits from prompt reimbursement of any expenditure.
- 9.1.3. LIP financial assistance is provided by TFL under Section 159 of the GLA Act 1999. The funding is provided to support local transport improvements that accord with the Mayor's Transport Strategy Goals and Outcomes.
- 9.1.4. Use of the funding for purposes other than those for which it is provided may result in TFL requiring repayment of any funding already provided and/or withholding provision of further funding. TFL also retains the right to carry out random or specific audits in respect of the financial assistance provided.

9.2. Legal Implications

- 9.2.1. Under section 39 Road Traffic Act 1988 the Council has duties to promote road safety, to monitor road traffic accident locations and to take measures to prevent such accidents. This includes the improvement of roads, the movement of road traffic and traffic restrictions. The proposed waiting restrictions are in accordance with the discharge of those duties.
- 9.2.2. Pursuant to section 6 Road Traffic Regulation Act 1984, the Council as traffic authority for the roads mentioned in this report, may make orders (Traffic Management Orders) for controlling or regulating vehicular traffic including orders that impose waiting restrictions.
- 9.2.3. Regulations contained in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 prescribe the procedure to be followed in making a Traffic Management Order and require consultation with specific persons, publication of proposals in the local press and the giving of adequate publicity as appropriate by, for example, the display of notices or the delivery of letters to premises likely to be affected by any provision of the Order.

- 9.2.4. Before making an order the order making authority must conscientiously take in to account and consider all objections made in accordance with the regulations and not withdrawn.
- 9.2.5. The recommendations contained within this report are within the Council's powers and duties.

10. KEY RISKS

No significant risks have been identified.

11. IMPACT ON COUNCIL PRIORITIES

11.1. Fairness for All

- 11.1.1. These proposals will benefit the community by reducing congestion and road safety concerns that can be contributed to inconsiderate and obstructive on-street parking on Duchy Road.
- 11.1.2. We do not anticipate any adverse impact on local businesses and there are no business premises in this area.

11.2. Growth and Sustainability

Reduced congestion at junctions, together with greater access for all road users, in particular pedestrians, will help to improve road safety. This will benefit the local community by improving the local environment and encourage people to use more sustainable methods of transport.

11.3. Strong Communities

The consultation for this proposal involved the community in the process of improving their local area.

12. EQUALITIES IMPACT IMPLICATIONS

Corporate advice has been sought in regard to equalities, and an agreement has been reached that for the approval of these proposals, an equalities impact assessment/analysis is neither relevant nor proportionate.

13. PERFORMANCE MANAGEMENT IMPLICATIONS

The implementation of this scheme should directly contribute to the Council Business Plan objective "Improved sustainability of transport and reduce its impact on the borough".

14. PUBLIC HEALTH IMPLICATIONS

The aim of these proposals is to improve road safety for all road users by reducing accidents. Improved access to safe and convenient crossing

APPENDIX A

Public Consultation Leaflet
Dated 22nd October 2014

points and pedestrian facilities can encourage more people to walk and promote a healthier lifestyle. This in turn can help to reduce pollution.

15. BACKGROUND PAPERS

None.

APPENDIX B

Final Proposal







The Occupier

Please reply to:

Craig Gough

Traffic and Transportation PO Box 52, Civic Centre

Silver Street Enfield, EN1 3XD

E-mail: traffic@enfield.gov.uk

My Ref: TG52/1264

Your Ref :

Date: 22nd October 2014

Dear Sir/Madam.

Duchy Avenue - Proposed Waiting Restriction

I attach for your attention a plan showing details of new and amended waiting restrictions we propose for Duchy Avenue.

Occupiers of properties in the area are being consulted on these proposals and a Public Notice giving details of the proposals and inviting comments has been published in this week's edition of the Enfield Advertiser.

I would be grateful if you could let me have any comments that you may have by the 14th November 2014.

If you require any further information please feel free to contact me using the contact details provided above.

Yours sincerely

Craig Gough - Engineer

Planning, Highways and Transportation – Regeneration and Environment Dept.

Ian Davis Director - Regeneration & Environment **Enfield Council** Civic Centre, Silver Street Enfield EN1 3XY





Website: www.enfield.gov.uk





