

REQUEST FOR MAYORAL DECISION – MD3394

The designation of a Mayoral Development Area and establishment of a Mayoral Development Corporation for Oxford Street

Executive summary:

In Mayoral Decision 3327, the Mayor decided to consult on plans to designate a Mayoral Development Area (MDA) for Oxford Street; and to request the Secretary of State to establish a Mayoral Development Corporation (MDC) (operational by 1 January 2026), using powers granted by the Localism Act 2011. The consultation also asked for views on the principle of pedestrianisation. It received 6,642 responses; of these, 4,391 related to plans for an MDA, including from statutory consultees. 69 per cent of those who responded on the Mayor's proposals to designate an MDA and establish an MDC to manage regeneration of Oxford Street expressed support; and 66 per cent of those who responded on the principle of pedestrianisation expressed support. This decision invites the Mayor to approve publication of the consultation report including the Statement of Reasons, as required by the Act. It also requests that the Mayor approves: designation of an MDA (subject to the consideration period by the London Assembly); future steps to establish the Oxford Street Development Corporation; and development of detailed pedestrianisation proposals, for future consultation.

Decision:

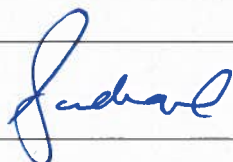
That, in light of recommendations given below, and analysis in the consultation report, the Mayor approves:

- publication of the consultation report, as set out in Appendix A
- the Statement of Reasons in response to issues raised by statutory consultees, in the consultation report at Appendix A; and its publication as required by sections 197(3)(d), 202(7)(c), and 214(4)(c) of the Localism Act 2011 (the 2011 Act)
- the Mayoral Development Area (MDA) boundary for a Mayoral Development Corporation (MDC) (Appendix B), to be known as the Oxford Street Development Corporation
- establishment of the Oxford Street Development Corporation, with all the functions and powers set out in sections 202 (2) to (5) and 214 of the 2011 Act
- the document at Appendix C that sets out the Mayor's proposal to designate an MDA, and the laying of that document before the London Assembly, in accordance with section 197(3)(e) of the 2011 Act and GLA Standing Order 3.22
- subject to the consideration period expiring without the London Assembly having rejected the proposal to designate the MDA, in accordance with section 197(3)(f) of the 2011 Act, the formal designation of the MDA for Oxford Street, and formal notification to the Secretary of State of: the designation of the MDC; the MDC's name as the Oxford Street Development Corporation; and the Mayor's decision to give the Oxford Street Development Corporation all of the functions and powers set out in sections 202(2) to (5) and 214 of the 2011 Act
- proposals for MDC board composition (paragraph 1.48)
- transfer of any balance from the Oxford Street budget to the MDC, when established, under section 121 of the Greater London Authority Act 1999
- development of detailed proposals for pedestrianisation of Oxford Street, for public consultation.

Mayor of London

I confirm that I do not have any disclosable pecuniary interests in the proposed decision and take the decision in compliance with the Code of Conduct for elected Members of the Authority. The above request has my approval.

Signature:



Date:

16/6/25

PART I – NON-CONFIDENTIAL FACTS AND ADVICE TO THE MAYOR

Decision required – supporting report

1. Introduction and background

- 1.1. The London Plan 2021 identifies Oxford Street, which welcomes approximately 120m visitors a year, as one of two International Centres within the Central Activities Zone (CAZ). As well as being an internationally recognised destination, it is also a major element of the West End, London and the UK economies. In 2022, it contributed an estimated £25bn to London's GVA.
- 1.2. Compared to similar locations, however, Oxford Street is under-performing. It was already in a slow decline pre-pandemic; and has subsequently recovered more slowly, across several metrics, than direct local comparators (Bond Street and Regent Street) and the wider West End and CAZ. For example, November 2024 data indicates that footfall on Oxford Street is 43 per cent below 2006 levels, compared to just 2 per cent and 17 per cent respectively for Bond Street and Regent Street. This suggests that visitor, investor and business expectations on the quality of the environment, amenity and retail offer are not being met. Since 2022, there have been welcome increases in the amount of enforcement activity against rogue traders by Westminster City Council. However, a bold vision and coordinated action is needed to drive the regeneration of the street and enable it to achieve its potential.
- 1.3. The Localism Act 2011 (2011 Act) provides the legislative basis for the Mayor of London to designate Mayoral Development Areas (MDAs); and for the Secretary of State to establish Mayoral Development Corporations (MDCs) to drive regeneration in those areas. To assist them in pursuing this purpose, the 2011 Act gives MDCs wide powers relating to regeneration, development and other activities. The 2011 Act also allows the Mayor to grant further powers enabling the MDC to perform some or all of the functions of the local planning authority for the area; and to grant discretionary relief to non-domestic (business) rate payers.
- 1.4. In February 2025, further to Mayoral Decision (MD) 3327, the Mayor launched a public consultation on the proposal to establish a new MDA for Oxford Street, and an MDC for the area. It was proposed the MDC would be established by 1 January 2026. The consultation also sought views on the principle of pedestrianisation of Oxford Street.

The public consultation process

- 1.5. The public consultation ran from 28 February 2025, for nine weeks closing on 2 May 2025. The consultation materials included a detailed report, a map and a survey. Responses could be submitted by post or email, or via a dedicated online form on Transport for London's (TfL's) consultation tool.
- 1.6. The specific statutory consultees identified in the 2011 Act, with regards to proposals to designate an MDA and establish an MDC, were directly contacted by email and invited to respond. The statutory consultees (as referred to in sections 197, 202 and 214 of the 2011 Act) were: the London Assembly; each constituency member of the London Assembly whose Assembly constituency contains any part of the proposed MDA; each Member of Parliament whose parliamentary constituency contains any part of the proposed MDA; and each London borough council whose borough contains any part of the area. The statutory consultees for the consultation concerning proposals to establish a new MDA for Oxford Street were, therefore:
 - Sir Keir Starmer MP
 - Rachel Blake MP
 - Anne Clarke AM
 - James Small-Edwards AM

- Westminster City Council
- the London Borough of Camden
- the London Assembly.

- 1.7. Of the statutory consultees, only Westminster City Council, the London Borough of Camden and the London Assembly (through its Planning and Regeneration Committee) responded to the consultation.
- 1.8. Local residents and businesses were also contacted by post. An invitation to complete the consultation, with a summary of the proposals, was sent to 23,228 addresses within the proposed MDA and a 250-metre surrounding area. Throughout the consultation period, posters were displayed at over 100 Underground stations across the TfL network, including Bond Street, Oxford Circus, Tottenham Court Road and Marble Arch. The consultation was also promoted to local residents, businesses and shoppers through face-to-face activity on the street. Around 4,500 flyers explaining the consultation, and how to contribute, were distributed over nine leafleting sessions on Oxford Street, of which four sessions specifically targeted bus users.
- 1.9. The consultation launched on 28 February 2025 garnered extensive media coverage. On 22 March, the Metro newspaper also ran a quarter-page advertisement promoting the consultation. From 5 March 2025, the GLA promoted the consultation via campaigns on Facebook and Instagram, targeting all Londoners.
- 1.10. The consultation received 6,642 written responses. Of these, 4,391 concerned the Mayor's proposals to designate an MDA for Oxford Street and establish an MDC (this includes responses from the three statutory consultees mentioned in paragraph 1.6).
- 1.11. 69 per cent of responses concerning the Mayor's proposals supported designating an MDA and establishing an MDC to manage the regeneration of Oxford Street.
- 1.12. Appendix A contains a copy of a consultation report for the Mayor's review and consideration. This addresses the comments made by consultees on the proposals for the MDA and MDC, and on the principle of pedestrianisation. The consultation report includes (at chapter 4) a recommended form of a Statement of Reasons that the Mayor is asked to consider and approve. The Statement of Reasons includes (in section 4.2) responses to issues raised by statutory consultees; and (in section 4.3) a response to issues raised by the public around creating a new MDA for Oxford Street, and establishing a new MDC to manage its transformation. It is proposed that the responses to the comments from the Assembly and the two borough councils fulfil the requirement, under sections 197(3)(d), 202(7)(c), and 214(4)(c) of the 2011 Act, to publish a statement giving reasons where any of their comments are not accepted by the Mayor. Chapter 3 of the report sets out officers' responses to issues raised by campaigning groups and on the consultation methods. Chapter 5 sets out officers' responses to issues raised by all consultees on the principle of pedestrianisation. The Mayor is asked to consider and approve the consultation report and its publication, including his Statement of Reasons, as provided at Appendix A of this MD.
- 1.13. The public consultation sought views on the principle of pedestrianisation for Oxford Street. It made clear that any detailed proposal for permanent pedestrianisation would be subject to further development and assessment, including additional engagement and public consultation. This proposal drew 6,245 responses – 66 per cent of which supported the principle of pedestrianising Oxford Street. Pedestrianisation was first proposed by the Mayor in 2016, with detailed proposals consulted on in 2017. However, plans were halted when Westminster City Council, at that time, withdrew its support. The case for pedestrianisation has strengthened since then.
- 1.14. By removing most vehicles on Oxford Street, pedestrianisation would significantly expand and improve the area for people, providing a more attractive environment with space to dwell and relax. It would also provide space to host events and create memorable moments, which would help increase footfall and growth in the area.

- 1.15. In addition to reducing road danger on Oxford Street, pedestrianisation would help boost the West End's economy. GLA Economics estimates the mid-range of its potential impacts would increase GVA by nearly £82m per year, whilst supporting a further 781 jobs. The analysis also states that pedestrianisation could raise £30m-£40m in VAT receipts and £10m-£20m in business rates, depending on the scenario and outcomes.
- 1.16. The opening of the Elizabeth line in 2022 – including step-free access stations at Bond Street and Tottenham Court Road – has further improved access and the opportunity to revisit the potential for pedestrianisation of Oxford Street.
- 1.17. The consultation report sets out responses to issues raised on the principle of pedestrianising Oxford Street (chapter 5). Some respondents asked for more detail on the Mayor's plans with regards to public realm improvements; changes in bus routes and other forms of transportation (taxi, cycling, delivery vehicles, etc.); accessibility issues; and broader impact on the area (for instance, in relation to safety, overcrowding, etc.).
- 1.18. Having considered the above, and taking into account the consultation responses and the other relevant information referred to in (and appended to) this MD, including the equality comments below, pedestrianisation is likely to contribute to achieving regeneration of the area. It is therefore recommended that the Mayor authorises GLA officers to work with TfL to lead the development of detailed proposals for the pedestrianisation of Oxford Street, for future public consultation.
- 1.19. Having considered responses to the public consultation on the designation of the MDA and proposals to establish an MDC – including from statutory consultees – this MD provides more information on recommended next steps with regards to these plans.

Final proposals for the boundary of the MDA and MDC functions, powers and governance

MDA boundary

- 1.20. The public consultation sought views on the Mayor's proposed boundaries for the MDA, presented in Appendix B. None of the statutory consultees raised issues with the proposed boundary.
- 1.21. Section 4.3 of the Statement of Reasons (chapter 4 of the consultation report) in Appendix A addresses requests from members of the public to amend the MDA boundary. Respondents to the public consultation suggested the MDA should include Soho; the side streets connecting Oxford Street to surrounding areas and up to Wigmore Street; Regent Street; and the West End. Individual property owners mentioned they would like their whole portfolio to be included in the MDA, where possible.
- 1.22. The MDA boundary should enable a strategic focus on Oxford Street and its immediate surroundings. Redrawing the MDA boundary to extend its reach into Soho, Regent Street or the West End, or all the way up to Wigmore Street, would not help achieve this and may dilute the focus on regenerating Oxford Street. Equally, reducing the MDA boundary to cover Oxford Street only would exclude the surrounding buildings, which would therefore not fall within the MDC's remit as a local planning authority. Planning law makes provisions for developers, whose development sites cut across several local authorities, to submit the same planning application to all relevant planning authorities. Each planning authority would then be responsible for determining planning applications within their boundary. The MDC would be expected to work closely with Westminster City Council and the London Borough of Camden to ensure a coordinated approach to planning and decision-making, should such cases arise.
- 1.23. Having taken into account the responses to the consultation, it is therefore considered that the boundary for the MDA should not be altered. Therefore, the Mayor is invited to approve the boundary as set out in Appendix B.

MDC powers

MDC's general powers

- 1.24. The 2011 Act gives all MDCs powers to secure the regeneration of their area. This includes functions relating to infrastructure; regeneration; streets; business; financial assistance; and land acquisitions including compulsory purchase enabling powers.
- 1.25. Should the Mayor approve the designation of the MDA, as proposed in this MD and subject to the consideration period by the London Assembly, he must notify the Secretary of State for Housing, Communities and Local Government of such designation and the proposed name. When the Secretary of State receives such notification, they must by order establish a corporation for the area and give the corporation the name as notified by the Mayor. It is anticipated that the corporation will be established by 1 January 2026.
- 1.26. A further order would be brought forward by the Secretary of State giving the MDC certain functions and powers that the Mayor has decided it should have. These are set out in the following paragraphs.

MDC's planning functions and powers

- 1.27. The 2011 Act allows the Mayor to decide whether to confer certain planning functions and powers on the MDC.
- 1.28. In the consultation, the Mayor proposed that the MDC would become the local planning authority for its area, for all of the purposes, and with all of the functions and powers, set out in sections 202(2) to (5) of the 2011 Act. This means the MDC will be responsible for planning functions including (but not limited to): determination of applications for planning permission; plan-making (including responsibility for neighbourhood planning); determination of listed building consent; and certain planning enforcement functions. The MDC will also be the charging authority for the community infrastructure levy (CIL) in the MDA, under sections 206(2) and (5)(a) of the Planning Act 2008. This also means the MDC will have the power to set a charging schedule for the CIL in the MDA. The MDC will be the collecting authority for the MDC's CIL and the Mayoral CIL, under regulations 10(1) and 10(3) of the Community Infrastructure Levy Regulations 2010.
- 1.29. During the consultation, Westminster City Council and the London Borough of Camden accepted the Mayor's proposal for the MDC to take on plan-making functions, if the MDC is created. The London Assembly Planning and Regeneration Committee asked why the MDC would need to take on the proposed functions to deliver the pedestrianisation of Oxford Street. Westminster City Council asked for more clarity on the scope of the Mayor's proposal for the MDC to determine 'all planning applications' in the MDA. Similarly, the London Assembly Planning and Regeneration Committee asked for more clarity about 'how and by whom planning applications would be determined'.
- 1.30. Both the London Borough of Camden and Westminster City Council have asked for enforcement powers to remain with the local authorities. This would mean that the MDC would not take on those powers, as initially proposed by the Mayor in the consultation document. The London Borough of Camden also asked if some of the planning powers the Mayor is proposing to transfer to the MDC could be delegated back to the local authority temporarily, to allow more time for the operational setup of the MDC.
- 1.31. The London Borough of Camden asked for more detail on the GLA's and the future MDC's plans around collaboration with the relevant local authorities in the MDC set-up phase, and in the subsequent operation, management and delivery phases of the programme.
- 1.32. In the Statement of Reasons, which the Mayor is asked to consider and approve, it is proposed (in response to those comments) that the MDC should determine planning applications; and take on development and plan-making functions, as well as other planning functions relating to planning enforcement, tree management, advertisement, listed buildings and conservation areas. This is because transformation of Oxford Street is more comprehensive than the pedestrianisation proposals.

It involves curating the mix of economic activities and broader quality of the street, through targeted interventions and the use of planning powers. The transformation of Oxford Street is more likely to be achieved through the cumulative impact of public realm changes and planning decisions (including relatively small-scale actions), rather than through large new development (which was the main focus of previously established MDCs).

- 1.33. If the MDC is established, it would be solely responsible for discharging relevant planning functions within the MDA. The exception to this would be if a decision is made to discharge those functions back to the boroughs through a scheme of delegation (note: this would only apply to functions that can be discharged under Part 3 of the Town and Country Planning Act 1990).
- 1.34. The Statement of Reasons does not propose discharging planning functions back to the London Borough of Camden or Westminster City Council under a scheme of delegation, even temporarily. This is because all types of planning applications would be relevant to the improvement and regeneration of Oxford Street. It is therefore important that a single authority has the decision-making functions over all planning applications. 'All planning applications', in this context, means the MDC would exert control over development (including planning control) under Part 3 of the Town and Country Planning Act 1990 and the Planning (Listed Buildings and Conservation Areas) Act 1990. The MDC would also exercise the additional functions described in sections 202(3) to (5) of the 2011 Act, throughout the whole of the proposed MDA.
- 1.35. Transitional arrangements – for example, in regards to live planning applications – would be agreed with local authorities and in conversation with the Ministry for Housing, Communities and Local Government (MHCLG), as part of the establishment of the MDC. This ensures the smooth transition of plan-making and other planning functions to the MDC.
- 1.36. It will be important for the proposed MDC to take on planning enforcement powers – considering the importance of those powers for shaping the character of the Oxford Street area, and to ensure a coherent approach to enforcement across the MDA. It is anticipated that the MDC will work in partnership with the London Borough of Camden and Westminster City Council to ensure alignment in discharging planning functions, including enforcement. This would ensure the MDC can implement best practices from both local authorities, and enable a coordinated approach where needed. The exact details of this partnership working would be formalised through separate cooperation arrangements with the London Borough of Camden and Westminster City Council.
- 1.37. If established, the MDC would continue to rely on pre-existing planning frameworks, planning policy documents and local plans to determine planning applications, until it has fully developed its own documents and policies. This would require, in some instances, following established public consultation processes – for instance, to adopt a new local plan. On establishment, the MDC would need to consider an appropriate time frame to develop relevant documents and policies; and will engage with stakeholders, including the local authorities, in doing so. The MDC would seek to ensure that transitional arrangements are smooth and clear for stakeholders, so that existing activity is not paused.
- 1.38. Detailed responses to this proposal are dealt with in the Statement of Reasons (chapter 4 of the consultation report) in Appendix A.
- 1.39. Following the consultation, and having considered responses from the public and statutory consultees, it is recommended that the Mayor maintains his proposal; and that the MDC should be granted all the functions and powers mentioned in sections 202(2) to (5) of the 2011 Act.
- 1.40. The order to be made by the Secretary of State will need to contain transitional provisions in relation to transferring these functions to the MDC. Following the designation, there will be further discussions with MHCLG, the London Borough of Camden and Westminster City Council in relation to those transitional provisions.

MDC powers to give discretionary relief from non-domestic rates

- 1.41. In the consultation, the Mayor proposed giving the MDC the power to grant discretionary relief from non-domestic rates. The MDC would make the decision to use this function, if it deems that doing so would further the regeneration of Oxford Street, and considering any financial implications. This proposal was included in the consultation because business rates relief could be a useful and important tool for regenerating the area.
- 1.42. During the consultation, the London Borough of Camden asked whether they would be reimbursed for any income lost as a result of non-domestic rates reliefs being granted within their part of the MDA. They also asked what their role would be in applying relief, as this could have cost implications for them. Similarly, Westminster City Council stressed that any reliefs scheme must consider the financial implications of such proposals for the local authorities; and that any costs incurred by the local authorities should be covered by the MDC. Westminster City Council requested more information about the proposed process for the MDC to enact non-domestic rates relief, and whether this requires a vote by the MDC board.
- 1.43. The Statement of Reasons, which the Mayor is invited to approve, clarifies that, while the Mayor proposed that the MDC would take on powers to grant discretionary relief for non-domestic rates within the MDA, no decisions have been made on whether, when and in what context the MDC would use this function. The MDC would only make the decision to use this function if doing so would further the regeneration of Oxford Street, and considering any financial implications. This proposal was included in the consultation because business rates relief could be a useful tool for regenerating the area.
- 1.44. Following the consultation, and having considered responses from the public and statutory consultees, the Mayor is invited to maintain his proposal to grant the MDC the powers to give discretionary relief to non-domestic rates under section 214 of the 2011 Act. The order will provide detail on the relationship between the MDC and each local authority, should the MDC exercise this function. GLA officers will work with the MHCLG and both local authorities to discuss this and any transitional arrangements required in more detail.
- 1.45. Detailed responses to this proposal are dealt with in the Statement of Reasons (chapter 4, section 4.2 of the consultation report) in Appendix A.

MDC governance

- 1.46. Once established, the MDC will have a board. As the Mayor proposed that the MDC should exercise planning functions, it will also have a planning committee. Both the board and the planning committee will require member appointments.

MDC board

- 1.47. Schedule 21 of the 2011 Act makes provision for appointments of members to the MDC, and for the terms of such appointments. The membership will form a board and must consist of at least six people. Appointments to the board, including its Chair, are to be made by the Mayor. The board must consist of at least one elected member of each of the two relevant London borough councils (London Borough of Camden and Westminster City Council). The Mayor may also choose to appoint any other members to the board as he considers appropriate. The issues of board and planning committee composition are dealt with in the Statement of Reasons (chapter 4, section 4.2 of the consultation report) in Appendix A.
- 1.48. Members of the MDC board should be appointed on merit, drawing from a range of backgrounds to give the board access to the skills needed to deliver the functions of the MDC – as required by Schedule 21 of the 2011 Act. The final composition of the board will be established through a transparent recruitment process; however, in the consultation, the Mayor proposed that it should include the following members (subject to the appointment criteria outlined above): one elected member from each of Westminster City Council and the London Borough of Camden, as per statutory requirements; and two other individuals nominated by Westminster City Council – subject to Mayoral

Appointment. This would allow Westminster to nominate three seats in total. The Mayor also proposed he would appoint up to eight individuals directly.

- 1.49. The London Borough of Camden raised no issue with the proposed board representation. It asked that the Mayor ensures the board is diverse and representative of the groups who visit, work and live in the city centre. Westminster City Council advised that local residents and New West End Company (NWECC) should sit on the MDC board – subject to appropriate protections against conflict of interest around the commercial aspects of any decision making, in the case of NWECC. Westminster City Council also requested that they could nominate four seats on the MDC board, as opposed to the three suggested in the consultation.
- 1.50. The Statement of Reasons, which the Mayor is asked to approve, highlights in section 4.2 that members of the MDC board will be appointed on merit, drawing from the public and private sectors to give the board access to the skills required to deliver the functions of the MDC – as required by Schedule 21 of the 2011 Act. It also clarifies that, having considered the responses of the local authorities, the proposals for number of board seats per organisation as set out in the consultation will remain. This is to preserve the balance of local interest with the need for specialisms and diversity on the remainder of the board.
- 1.51. Following the consultation, and having considered responses from the public and statutory consultees, it is recommended that the Mayor maintains his proposal regarding the make-up of the MDC board, to ensure a balanced representation.

MDC planning committee

- 1.52. Two options for the planning committee were proposed as part of the public and stakeholder consultation:
 - a single planning committee
 - two planning sub-committees, one for each local authority area.
- 1.53. The London Borough of Camden and Westminster City Council both expressed a preference for having two separate planning sub-committees. These comments are addressed in the Statement of Reasons at Appendix A (which the Mayor is asked to consider and approve). The Statement of Reasons (section 4.2) sets out that only one planning committee is established for the entire MDA. This will ensure that a joined-up approach to planning and regeneration is achieved across the MDA; and will avoid any inconsistency in how planning decisions are made across the MDA. The planning committee would exercise the powers of a local planning authority for the preparation of local plans and development management.
- 1.54. Following the consultation, and having considered responses from the public and statutory consultees, it is recommended that the Mayor maintains his proposal regarding the establishment of a single planning committee for the entire MDA.
- 1.55. The planning committee does not have to be drawn exclusively from the MDC board; with the Mayor's consent, it can include non-board members and/or non-elected representatives. The planning committee would have representatives from each of the two borough councils, and the board will be asked to appoint its chair. The final composition of the MDC's planning committee will be agreed by the MDC board, following consultation with the Mayor. At that point, his consent to the appointment of any non-MDC board members to the planning committee will be sought.

Mayoral statement regarding certain respondents' comments

- 1.56. The London Assembly, and the two boroughs within whose area the proposed MDA will fall (London Borough of Camden and Westminster City Council), were consulted on the Mayor's proposals in accordance with the requirements of the 2011 Act. Each provided comments. Other statutory consultees did not respond to the consultation. The 2011 Act states that if the Mayor does not accept

any of the comments submitted by statutory consultees, he is obliged to publish a statement of his reasons for his non-acceptance (section 197(3)(d); see also sections 202(7)(c) and 214(4)(c)). The consultation report provided in Appendix A contains this statement which responds to comments of the three bodies mentioned and (to the extent the Mayor disagrees with them) it constitutes what officers' recommend stand as the Mayor's formal Statement of Reasons to each for the purpose of the 2011 Act (section 4.2) as well as setting out a recommended response to other consultee's comments (section 4.3). The Mayor is invited to approve the Statement of Reasons and its publication as part of the consultation report (chapter 4) in Appendix A.

Next steps on the designation of the MDA and establishment of the Oxford Street Development Corporation

- 1.57. To give effect to the Mayor's proposals for the MDC, he must formally designate an MDA for Oxford Street. The designation of the MDA leads to the establishment of the MDC for that area.
- 1.58. The 2011 Act sets out, at section 197(3), a number of conditions that must be met before the Mayor may designate an MDA. These are described below. Once these conditions are met, the Mayor can formally designate an MDA, and notify the Secretary of State of the designation. Conditions a) and b) (as set out below) have already been met. Officers invite the Mayor to approve the laying of a document (at Appendix C) before the London Assembly, stating his proposal to designate an MDA for Oxford Street, to meet condition c).

- a) *The Mayor considers that designation of the area is expedient for furthering any one or more of the Greater London Authority's (GLA's) principal purposes.*

It is considered that designating the MDA is expedient for furthering all three of the GLA's principal purposes under section 30(2) of the Greater London Authority Act 1999 (GLA Act) (promoting economic development and wealth creation, social development, and the improvement of the environment in Greater London); and that this requirement is met. In fulfilling its objectives, the MDC will coordinate and drive the long-term transformation of Oxford Street, which will address all three principal purposes.

- b) *The Mayor has consulted the persons specified in the 2011 Act; has had regard to any comments made in response by the consultees; and, in the event that the Mayor does not accept comments made by the London Assembly or an affected local authority, the Mayor has published a statement giving reasons for the non-acceptance.*

These requirements have been met by the consultation carried out between February and May 2025, by which the Mayor has consulted all the persons required by the 2011 Act. The Statement of Reasons included in chapter 4 of the consultation report, at Appendix A, fulfils the requirement to have regard to responses; and in particular, under sections 197(3)(d), 202(7)(c) and 214(4)(c), to provide a written statement if the Mayor does not accept any comment submitted by the Assembly or any of the two London boroughs affected (i.e., London Borough of Camden and Westminster City Council).

- c) *The Mayor has laid before the London Assembly, in accordance with the Standing Orders of the GLA, a document stating that he is proposing to designate the area and MDA; and the 21-day consideration period for the document has expired without the London Assembly having rejected the proposal.*

In accordance with the GLA's standing orders, it is proposed that the Mayor lays a document (in the form of the draft letter at Appendix C, which the Mayor is asked to approve) before the Chair of the London Assembly, stating his formal proposals to designate an MDA for Oxford Street. From the day this document is laid before the Assembly, a statutory 21-day consideration period (which includes weekends and holidays) will begin. During this period, the Assembly may reject the proposal, via a decision agreed to by at least a two-thirds majority of Assembly Members voting (abstentions and absentees not counted). It would be possible for the Assembly to consider the Mayor's proposals at its plenary meeting on 3 July 2025.

- 1.59. Provided the consideration period expires without the London Assembly having rejected the proposal, the Mayor may proceed to formally designate the area an MDA, for the purposes of section 197(1) of the 2011 Act, using the designation instrument appended at Appendix D.
- 1.60. If the Mayor designates an MDA he must, pursuant to section 197(6) of the Act:
- publicise the designation
 - notify the Secretary of State of the designation
 - notify the Secretary of State of the name to be given to the MDC: the Oxford Street Development Corporation.
- 1.61. If the Mayor makes a decision in relation to the planning functions and powers that the MDC is to have, under sections 202(2) to (5) of the 2011 Act, then under section 202(8) of the 2011 Act he must publicise, and notify the Secretary of State of, this decision.
- 1.62. If the Mayor makes a decision in relation to the power for discretionary relief from non-domestic rates that the MDC is to have, under sections 214(2) of the 2011 Act, then under section 214(5) of the 2011 Act he must publicise, and notify the Secretary of State of, this decision.
- 1.63. Subject to paragraph 1.60, above, the Mayor is invited to approve taking all the necessary steps required by the 2011 Act for the establishment of the MDC, including by officers where relevant.
- 1.64. The publicity requirement will be discharged by publishing, on the GLA's website, this decision; the designation instrument (signed by the Mayor); and the Mayor's notification to the Secretary of State of the designation, which will happen on the date that letter is sent.
- 1.65. The letter of notification to the Secretary of State will cover the matters required by the 2011 Act. It will request the Secretary of State to bring forward a statutory instrument – the Establishment Order – under sections 198 and 235 of the 2011 Act, by which the Oxford Street Development Corporation would be established on 1 January 2026. It will further request the Secretary of State to bring forward a further statutory instrument – the Functions Order – under sections 202, 214 and 235 of the 2011 Act, which would contain the additional functions and powers that the MDC will be given.
- 1.66. The letter of notification will further request that the MDC is made a body to which section 33 of the Value Added Tax Act 1994 applies.

2. Objectives and expected outcomes

- 2.1. As set out in section 201 of the Act, 'the objective of an MDC is to secure the regeneration of its area' and an MDC 'may do anything it considers appropriate for the purposes of its object or for purposes incidental to those purposes'.
- 2.2. The Mayor's proposed objectives for the future of the Oxford Street area were summarised in MD3327, and developed in the consultation materials. These objectives are presented below. They were consulted on as part of the public consultation on the proposed establishment of the MDC, which received 4,391 responses around the designation of an MDA and establishment of an MDC. Of these, 69 per cent support the Mayor's proposals. It is important to note that one of the MDC's first tasks will be to consider this list of draft objectives, along with the comments received during the consultations as summarised in the consultation report (Appendix A); and to agree a final set of objectives and outcomes for the MDC.
- 2.3. Once established, the Oxford Street Development Corporation would provide sustained and focused leadership for the regeneration and transformation of the area. It is anticipated to:
- develop strategies and provide visible leadership to address Oxford Street's ongoing under-performance as a visitor destination and economic driver

- maintain and improve the attraction of Oxford Street to visitors, investors and employers
- build confidence and attract investment by promoting Oxford Street as a globally significant retail and leisure destination
- facilitate the delivery of detailed proposals for any agreed public realm interventions, and coordinate the management and operation of the street, to provide a safe and welcoming environment for visitors, workers and residents
- support the development of Oxford Street's retail and leisure offer, including curating an ongoing programme of activations to provide a world-leading visitor experience
- establish a dedicated and locally based team with the right skills and experience to achieve the regeneration of Oxford Street
- harness exemplar design, including a strong focus on inclusion and accessibility, to deliver a world-class space and an attractive, sustainable and climate-resilient public realm
- achieve London Plan targets for comparison shopping and office space
- improve coordination and build consensus through effective engagement with key stakeholders, service providers, businesses and the local community
- develop and implement sustainable commercial and financial strategies to support the long-term curation, activation and operation of the area
- respect the role and importance of the two local authorities within whose boundaries the MDA would be sited.

2.4. The public consultation also sought views on the principle of pedestrianisation for Oxford Street. The consultation documents made it clear that any detailed proposal for a permanent pedestrianisation scheme would be subject to further development and assessment – including additional engagement and public consultation, and an updated Equality Impact Assessment (EqIA).

2.5. The expected outcome of any future pedestrianisation proposals, as described above, would be to help boost the West End's economy by significantly expanding and improving the area for people, providing a more attractive environment with space to dwell and relax. It would also provide space to host events and create memorable moments, which would help increase footfall and growth in the area. In addition, it would be expected to reduce road danger on Oxford Street.

3. Equality comments

3.1. Under section 149 of the Equality Act 2010 (the Equality Act) the GLA (including the Mayor), as a public authority, must comply with the Public Sector Equality Duty when exercising its functions. This is a duty to have due regard to the need to eliminate discrimination, harassment and victimisation, and any conduct that is prohibited by or under the Equality Act; and to advance equality of opportunity, and foster good relations, between people who share a protected characteristic and those who do not. This involves having due regard to the need to remove or minimise any disadvantage suffered by those who share a relevant protected characteristic that is connected to that characteristic; taking steps to meet the different needs of such people; and encouraging them to participate in public life or in any other activity where their participation is disproportionately low.

3.2. The protected characteristics under section 149 of the Equality Act are: age, disability, gender reassignment, pregnancy and maternity, marital or civil partnership status, race, religion or belief, sex, and sexual orientation. Compliance with the duty may involve ensuring people with a protected characteristic are provided with all the opportunities that those without the characteristic would have.

- 3.3. The consultation carried out pursuant to MD3327 specifically sought views on any impacts of the proposals on people with protected characteristics. The consultation materials included two EqlA documents – one relating to the proposed MDC, and another on the principle of pedestrianisation. The full EqlAs are appended to this MD (Appendices E and F).
- 3.4. The Mayor has been provided with the EqlAs, and should take them into account in taking the decisions for which approval is sought by this MD.

Potential equality impacts arising from the creation of the Oxford Street Development Corporation

- 3.5. The Mayor's Equality, Diversity and Inclusion (EDI) Strategy sets out how the Mayor works to create a fairer, more equal, integrated city where all people feel welcome and able to fulfil their potential. EDI are subsequently enshrined within the GLA's strategies, programmes, and activities.
- 3.6. The MDC would create a single local planning authority for Oxford Street. It will be necessary to ensure that relevant planning services remain accessible and accountable to local communities, following statutory requirements and learning from best practices with regards to public engagement.
- 3.7. The MDC would allow a single organisation to consider Oxford Street and its immediate surroundings in a holistic manner. It would allow greater focus on the Mayor's commitments to the regeneration of this area; and would enable the Mayor to embed his equality and inclusion policies to promote an accessible and inclusive environment.
- 3.8. By pursuing its proposed objectives to deliver an improved public realm, and provide a safe and welcoming environment, the MDC would make Oxford Street more inclusive and responsive to the needs of all Londoners and visitors – including those with protected characteristics.
- 3.9. Through efforts to achieve its proposed objective of improving coordination and building consensus among key stakeholders, service providers, businesses and the local community, the MDC would undertake effective engagement with a range of Londoners – including those with protected characteristics.
- 3.10. A key aim for the MDC would be to create an attractive and inclusive neighbourhood that welcomes people of all ages and backgrounds. It will also contribute to the regeneration of the area. The MDC would seek to influence policies and practices of businesses and investors active in the MDA, to support the Mayor's objectives with regards to EDI. This would include working with employers to create high-quality jobs; and ensure those are accessible to all Londoners, including those with protected characteristics.
- 3.11. Responses to the public consultation also requested that the Mayor pays due regard to diversity when appointing members to the MDC board; and that this principle applies to appointments to the MDC more generally. It is expected that the Mayor and the MDC, if established, would ensure due regard is paid to EDI principles in decisions relating to appointments into the future MDC. No other comments relating to the establishment of the MDC and equalities were received.

Potential equality impacts arising from pedestrianisation

- 3.12. The EqlA undertaken regarding the principle of pedestrianisation was based, in part, on assessments of accessibility and equalities impacts. These formed part of previous consultations on the transformation of Oxford Street.
- 3.13. The EqlA found that the pedestrianisation of Oxford Street would create more dedicated pedestrian space along Oxford Street, and should significantly improve the overwhelming and disorienting nature of crowding that is common. By removing most traffic from Oxford Street, it would significantly reduce road danger risks for pedestrians.
- 3.14. The EqlA also found that any pedestrianisation scheme would reduce bus access on Oxford Street, as well as taxi and private hire access. As such, any detailed proposals should consider alternative access points on adjacent streets. Equally, if proposals to pedestrianise Oxford Street do not allow cyclists to

travel through pedestrianised sections of the road, alternative cycling routes should be considered in any future detailed plans.

- 3.15. The EqlA will be updated to incorporate insights from the recent consultation on the principle of pedestrianisation. If the Mayor decides to proceed in accordance with the recommendations set out in this MD, the updated EqlA will inform the development of more detailed proposals for pedestrianisation. These will then be subject to public consultation. This will give consultees the opportunity to provide their views on the impacts of those more detailed proposals, before a decision is taken on whether to proceed and on whether the proposals should be adapted to mitigate any adverse impacts.

4. Other considerations

Key risks and issues

- 4.1. The key risks and issues are set out in the table below.

Risk	Likelihood	Impact	Mitigation	RAG rating
Delays in the operational set-up of the Oxford Street Development Corporation.	Medium	High	While new resource has been agreed to enable the project to progress, delays in recruitment or follow-on activities (such as procurement) may create delays in establishing the MDC and enabling its commencement by 1 January 2026. This is currently being mitigated by the onboarding of new staff to support the operational set-up of the MDC; and by drawing on existing staff from operational teams at the GLA and TfL.	Amber
Delays in parliamentary process required to establish the MDC.	Low	High	Early engagement with MHCLG provides reassurance that, should the Mayor approve the decisions sought in this MD, the relevant statutory instruments will be laid on time to enable the MDC to start operating by 1 January 2026.	Amber

Links to Mayoral strategies and priorities

- 4.2. The proposed decision is expected to deliver against multiple objectives included in the London Plan, the Mayor's Economic Development Strategy, and the London Environment Strategy.
- 4.3. The London Plan 2021 identifies Oxford Street as part of one of two international centres within the CAZ.
- 4.4. The work outlined in this MD will contribute towards the following Mayoral policies and priorities:
- London Plan Policy:
 - GG3: creating a healthy city
 - GG5: growing a good economy
 - policy SD4: the CAZ

- policy SD6: town centres and high streets
- policy SD10: strategic and local regeneration
- policy D8: public realm
- Economic Development Strategy:
 - promote the importance of well-designed, inclusive and high-quality public spaces, buildings and housing
 - work with local authorities, the voluntary, community and social enterprise sector to enable the creation of more socially integrated places
 - help to protect London's role as a global hub for business, ensuring there is sufficient supply of office accommodation and investment in transport and infrastructure
 - help to make more efficient use of London's streets by reducing car dependency and tackling congestion
- Environment Strategy:
 - objective 4.1: support and empower London and its communities, particularly the most disadvantaged and those in priority locations, to reduce their exposure to poor air quality
 - policy 5.1.2: protect, conserve, and enhance the landscape and cultural value of London's green infrastructure
 - policy 8.2.3: increase the amount of sustainable drainage, prioritising greener systems across London in new development, and retrofit solutions
 - policy 8.4.5: reduce the impacts of heat on streets.

4.5. The work described in the MD also aligns with the ambitions of the Culture Strategy for London, the 24-hour London vision, and the Healthy Streets agenda.

Consultations and impact assessments

- 4.6. As described in paragraph 1.5 onwards, the public consultation on Oxford Street transformation ran from 28 February 2025 until 2 May 2025; it received 6,642 written consultation responses. There were 4,391 responses in relation to the Mayor's proposals to designate an MDA for Oxford Street and the establishment of an MDC, including from statutory consultees.
- 4.7. EqlAs were undertaken for all the strategies referenced above. As the proposal set out in this decision will help deliver the objectives of these strategies, the original impact assessments are still relevant to the programme.
- 4.8. In accordance with best practice and the Mayor's Public Sector Equality Duty, the consultation materials included two EqlAs: one covering the MDC proposals, and one covering proposals in relation to the pedestrianisation of Oxford Street. These are provided in Appendices E and F respectively. They have been previously shared with the Mayor.

Conflicts of interest

- 4.9. No GLA officer involved in the drafting or clearance of this Mayoral Decision is aware of any conflicts of interest with the proposed decision.

5. Financial comments

- 5.1. The Oxford Street Transformation programme for 2025-26 is supported by an allocation of GLA revenue budget of £4.7m. Any remaining balance at the date of establishment of the MDC will be transferred by the GLA to the MDC (if established), under section 121 of the GLA Act to fund its early operational costs.
- 5.2. The longer-term revenue budget and capital strategy for the MDC and its work programme will be confirmed through the GLA Group Budget Process for 2026-27.
- 5.3. The MDC is expected to use every opportunity to bring in outside investment from philanthropic contributions and commercial opportunities, alongside public and private sector contributions. Revenue generated by development within the MDA, or through other public-sector funding opportunities, will be used to support the delivery of the physical and social infrastructure requirements of the Oxford Street area.
- 5.4. The Oxford Street work programme will consider various funding and financing options, supported by external funding sources, to offset initial and future expenditure. Further details, including the most sustainable funding and financing model, will be identified as part of the GLA Group budget process for 2026-27. It is recognised that the Mayor may need to borrow funds for capital investment to support infrastructure delivery.
- 5.5. Upon establishment of the MDC, a level of income from pre-application planning meeting fees and planning application fees will be assumed.
- 5.6. The proposed board composition is noted in paragraph 1.48.
- 5.7. Any changes to this proposal will be subject to further approval via the GLA's decision-making process.
- 5.8. Until such time as the MDC is established, the Oxford Street Transformation Team, within the Good Growth Directorate, will be responsible for managing this project.

6. Legal comments

- 6.1. Section 197(3) of the 2011 Act sets out the legal requirements that must be met before the Mayor can designate an MDA. These are set out below.
- 6.2. Section 197(3)(a) provides that the Mayor can designate an MDA only if he considers it expedient for furthering one or more of the GLA's principal purposes as set out at section 30(2) GLA Act. These are:
 - promoting economic development and wealth creation in Greater London
 - promoting social development in Greater London
 - promoting the improvement of the environment in Greater London.
- 6.3. For the reasons set out in the consultation materials, and in paragraph 1.58, the designation of an MDA and establishment of an MDC to focus on the regeneration of Oxford Street and the surrounding area is expected to further all of the principal purposes set out in section 30(2).
- 6.4. Section 197(3) (b) and (c) provide that the Mayor may designate an MDA only if he has consulted the persons specified in section 197(4), and has had regard to any comments made in response by those consultees.
- 6.5. Sections 202 and 214 of the 2011 Act further provide that the Mayor can decide that the MDC is to have certain functions and powers relating to planning and discretionary relief from non-domestic rates. Before making a decision in relation to those functions and powers, the Mayor must also consult with the persons stated in section 197(4) of the 2011 Act.

- 6.6. The consultation report appended to this MD sets out full details of the consultation. All statutory consultees were consulted. The consultation was extended beyond the list of statutory consultees to seek views from members of the public and stakeholders, in accordance with section 197(4)(h) which gives the Mayor discretion to consult any person he thinks appropriate.
- 6.7. Sections 197(3)(d), 202(7)(c), and 214(4)(c) require the Mayor to publish a statement (the Statement of Reasons) explaining why he does not accept any comments made by specified consultees, where applicable. In the present context, the specified consultees are the London Assembly, Westminster City Council and the London Borough of Camden.
- 6.8. The Statement of Reasons, included in the consultation report (Appendix A), complies with the requirements of sections 197(3)(d), 202(7)(c), and 214(4)(c).
- 6.9. Section 197(3)(e) sets out a requirement for the Mayor to lay before the London Assembly, in accordance with GLA standing orders, a document stating that the Mayor is proposing to designate the MDA. A draft of this document is appended to this MD (Appendix C) for the Mayor's approval.
- 6.10. Section 197(3)(f) provides that the MDA can only be designated once the consideration period of 21 days (beginning with the day when the document is laid before the London Assembly) has expired without the London Assembly having rejected the proposal.
- 6.11. Under the 2011 Act, a resolution of the Assembly to reject the Mayor's proposals is not binding unless it passes by a two-thirds majority of votes cast. The Assembly has no power to amend his proposals. The Mayor may proceed with his proposals notwithstanding that the Assembly fails to positively approve them or rejects them by a lesser majority. The Mayor's appointment of the MDC Chair will be subject to the Assembly's confirmation procedures set out in Schedule 4A of the GLA Act 1999.

7. Planned delivery approach and next steps

- 7.1. The MDC would be established to the timeline set out below:

Activity	Timeline
Letter issued to the London Assembly to consider the Mayor's proposal to designate the MDA	Expected the day following MD signature
End of the consideration period for the London Assembly to review the Mayor's proposal	21 days after Assembly letter is issued
Designation of the MDA	Expected in the week following the end of the Assembly's consideration period
Letter to the Secretary of State for Housing, Communities and Local Government issued	Expected in the week following the end of the Assembly's consideration period
Oxford Street Development Corporation established	By 1 January 2026

Appendices and supporting papers:

Appendix A – Consultation report

Appendix B – MDA boundary

Appendix C – Draft letter from the Mayor to the Chair of the London Assembly

Appendix D – Designation instrument

Appendix E – EqIA relating to MDA proposal

Appendix F – EqIA relating to the principle of pedestrianisation

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FoIA) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** This form (Part 1) will be published either within one working day after it has been approved or on the defer date.

Part 1 – Deferral

Is the publication of Part 1 of this approval to be deferred? YES

If YES, for what reason: To align with Mayoral announcement.

Until what date: 17 June 2025.

Part 2 – Sensitive information

Only the facts or advice that would be exempt from disclosure under the FoIA should be included in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form – NO

ORIGINATING OFFICER DECLARATION:

Drafting officer to confirm the following (✓)

Drafting officer:

Enora Robin has drafted this report in accordance with GLA procedures and confirms the following:

✓

Sponsoring Director:

Philip Graham has reviewed the request and is satisfied it is correct and consistent with the Mayor's plans and priorities.

✓

Mayoral Adviser:

Richard Watts has been consulted about the proposal and agrees the recommendations.

✓

Advice:

The Finance and Legal teams have commented on this proposal.

✓

Mayoral Delivery Board

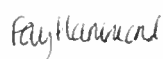
This decision was agreed by the Mayoral Delivery Board on 16 June 2025.

✓

CHIEF FINANCE OFFICER:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature:



Date:

16/06/2025

CHIEF OF STAFF:

I am satisfied that this is an appropriate request to be submitted to the Mayor.

Signature:



Date:

16/06/2025