

Mayfair Neighbourhood Plan – draft 6.1 – dated 3 March 2017
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MAYFAIR NEIGHBOURHOOD PLAN

2017-2037

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3 March 2017

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FOREWORD

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EXECUTIVE SUMMARY

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PART I – BACKGROUND

1. INTRODUCTION

1.1 The Plan

1.1.1 This is the Mayfair Neighbourhood Plan. It applies to the Mayfair Neighbourhood Area.

[Insert Neighbourhood Area Map]

1.1.2 The Plan sets out the Mayfair Neighbourhood Forum's vision, objectives and planning policies for Mayfair for the next twenty years.

1.1.3 The Plan is the embodiment of the Forum's work since its incorporation in 2014. In particular:

- (i) It articulates a single, long-term vision for Mayfair, and brings together in one voice business, resident, community and other stakeholders in the area.
- (ii) It establishes policies which, when adopted, will govern the way planning decisions are made within Mayfair. The policies will stand alongside the London Plan, and the City Plan, and carry equal weight.¹ The Plan, once adopted, should be read alongside these as a whole to form the development plan for Mayfair. The presumption² will be that proposed development within Mayfair will be approved if it accords with the development plan as a whole, and refused if it does not, unless material considerations indicate otherwise.³
- (iii) It makes recommendations for long-term infrastructure improvements in Mayfair to which sums of money (payable to Westminster City Council pursuant to the Community Infrastructure Levy Regulations 2010) can be allocated.

1.1.4 The Plan has been drafted to comply with international and domestic legislation, with national policy and guidance, and in general conformity with regional and local planning policy, as well as Government guidance in the National Planning Policy Framework. In particular, the plan advocates and demands 'Sustainable Development'⁴ in Mayfair, in all its manifestations.

1.1.5 The history of the Forum, leading to the making of the Plan is set out within the Consultation Document [which accompanies the final draft of the Plan.] This also sets out, in tabular form, the consultation process, and the various documents which the Plan has considered and applied.

¹ It will be part of the Development Plan for the area: Planning and Compulsory Purchase Act 2004 s.38(2).

² *City of Edinburgh Council v Secretary of State for Scotland* [1997] 1 W.L.R. 1447 at (for instance) 1449H.

³ s.38(6) 2004 Act.

⁴ See para 14 of the National Planning Policy Framework.

1.1.6 The Plan is structured in three parts:

Part I The Forum's vision for Mayfair, and the current and emerging policy context.

Part II Planning Policies for Mayfair, grouped into four topics:

- (i) Transforming Public Realm
- (ii) Directing Growth
- (iii) Enhancing Experience
- (iv) Building on Heritage

Part III Identification of infrastructure requirements, priorities, non-planning policy aspirations, and monitoring.

1.1.7 The structure of the policies in Part II follows the below format:

Introductory text

Policy

Reasoned justification

1.1.8 The text [in bold *review when in final illustrated form – may for instance be in a box*] is the policy itself. The accompanying text explains and justifies the policy in more detail.

1.2 Our Vision

1.2.1 London is "the greatest city on earth"⁵. It is "dynamic, ever changing... It has led in industrial and scientific innovation, while also enjoying a globally-recognised heritage. Wealth and poverty, old and new, city and suburban rub shoulders."⁶

1.2.2 Westminster is "at the heart of London" and "one of the most recognised, celebrated and exciting places in the world."⁷ It is

the seat of government and the Monarchy, thriving business clusters, a focus for culture and entertainment, a centre of learning and research and a hub for commerce and retailing. It is home to many government departments, law courts, places of worship of international importance, embassies and diplomatic institutions and other functions of the state. This activity is centred on the West End, a major national and international asset.⁸

1.2.3 Mayfair is the jewel set within Westminster's crown. Within its one square mile,⁹ all of these wonders are embodied.

1.2.4 There is rich architectural and built form heritage, including some of the Nation's most important buildings. Quiet and beautiful residential streets run into internationally acclaimed shopping frontages. The area's thriving business population have long associations with the area. There are famous arts and antiques associations; it contains the location synonymous with bespoke tailoring - Savile Row; acclaimed restaurants and clubs; some of the country's finest hotels; and picturesque historic squares, a refuge from the bustle of London's West End. The advent of Crossrail¹⁰ will inject yet more life and activity from international hubs into the area.

1.2.5 The historic Tyburn river still flows underground, a geological features which has both partially caused the fascinating intersections in the streetscape, and also to some degree determined the boundaries of the historic estates and ownership within Mayfair.

1.2.6 Whilst there is a predominantly commercial feel to Mayfair¹¹, the human scale within the area has largely survived.

⁵ '2020 Vision: The Greatest City on Earth. Ambitions for London', by Mayor of London, GLA (June 2013).

⁶ LP paragraph 1.2.

⁷ CP paragraph 2.1.

⁸ Ibid

⁹ Contrast, for instance, the one square mile of the City, and its entirely different character and built form.

¹⁰ Whilst Crossrail has recently been renamed the Elizabeth Line (as announced by Boris Johnson during HM The Queen's visit to the Bond Street Crossrail station on 23 February 2016), all references to it in adopted and emerging policy currently refer to it as Crossrail. References in the Plan have therefore stayed with the existing policy wording where appropriate.

¹¹ WCC Conservation Area Character Appraisal.

1.2.7 At the boundaries of the area, there are the grand streetscapes of Park Lane, Oxford Street, Regent Street and Piccadilly with their larger and more imposing frontages, and, particularly in respect of Regent Street and Piccadilly, clusters of significant listed buildings. These frontages in turn face onto the great parks – Hyde Park and The Green Park, major green lungs for London as a whole. Whilst not a part of the Area, these internationally famous parks form a significant neighbouring influence on the way people move and go about their business in Mayfair.

1.2.8 Within Mayfair, at an entirely different scale, are historic mews streets, where stabling and coach houses to support grand mansions have been transformed into peaceful residential and business locations.

1.2.9 Mayfair truly is a wonderful, exciting place to live, work, and to visit.

1.2.10 Mayfair is also a place full of challenge and opportunity. There are strong and compelling reasons both to preserve and enhance what is here, and also, in certain areas, to intensify and increase activity. It is a place subject to huge change during the course of every day. As WCC describe it (in relation to the whole of Westminster), the

residential population of 230,000 swells to over 1 million every day, due to the influx of workers, visitors and tourists. This pressure is intense, at times overwhelming, and is central to both the city's character and many of its challenges. This level of movement and activity means that Westminster's more tranquil places; its parks, squares and residential enclaves are particularly valued. It also means that the residential environment offered is very different from that found in most other parts of London, with housing and commercial activity in very close proximity.¹²

1.2.11 Crossrail's opening, at an early point in the Plan period, is expected to increase the number of passengers using Bond Street station on a daily basis to over 220,000.¹³ The success of the Crown Estate's regeneration work on Regent Street, and Grosvenor's on Mount Street, point to an exciting future for internationally renowned retail brands to flourish¹⁴, and there will be an increasing number of businesses headquartering their offices in the area. Equally, many areas of Mayfair, such as its green spaces, and quieter residential neighbourhoods, are more focused on enhancing what is there, rather than encouraging further rapid change.

1.2.12 Mayfair has a diverse mix of residents, including the very young, very old and the disabled. The housing stock ranges from affordable and social housing through to high end residences of international attraction. Whilst Mayfair's cultural, leisure and commercial offerings are an

¹² CP para 2.2.

¹³ <http://www.crossrail.co.uk/route/property-developments-and-urban-realm/property-developments/bond-street>

¹⁴ For instance, an increasing number are headquartering their operations in the area.

evident attraction to its residents, the area must provide a peaceful, safe and accessible environment.

1.2.13 The neighbourhood's response to this challenge is contained in this Plan.

1.2.14 As a mixed business and residential forum, our task has been to balance and respond to these challenges and opportunities in a way which respects and honours the voices and demands of this prestigious area for the long term.

1.2.15 Our vision¹⁵, therefore, is to:

Make Mayfair the most desirable and attractive area of London in which to live, work, and to visit.

1.2.16 We have defined certain core values¹⁶ which together form part of the overarching vision:

A treat for the eyes

Our streetscapes are assets which embrace Mayfair's heritage and are designed and maintained to the highest standard for all to enjoy.

Where everything works

Continual improvement to infrastructure will ensure that it meets the needs of both businesses and residents.

Everything you need

Planning and licensing decisions are made to ensure Mayfair remains attractive to residents, visitors and businesses.

A delight to move around

The needs of pedestrians and cyclists come before those of motorists.

Safe and Clean

Crime, nuisance and pollution of all types are deterred and limited by all permitted means.

1.2.17 The Plan delivers on this vision and core values. There are detailed policies addressing:

- (i) Design, and improvements to the public realm which will enhance Mayfair's town and streetscapes and improve the pedestrian and cyclist experience.
- (ii) The protection and enhancement of green spaces and green infrastructure.
- (iii) Improvement of air quality within Mayfair.

¹⁵ See 2016 Consultation Report, page 5.

¹⁶ See 2016 Consultation Report, page 5.

- (iv) Current infrastructure shortcomings and aspirational future project ideas in view of the pressure for growth in Mayfair.
- (v) The enhancement of retail in the way it provides for local and international customers.
- (vi) The preservation of uses within certain buildings which perform important community functions.
- (vii) The appropriate design of retail and commercial buildings in their local setting within Mayfair and which were possible promote a reduction in crime, nuisance and anti-social behaviour.

1.2.18 The Plan aims to build on the policies contained within both the London Plan and the City Plan by providing neighbourhood level planning policy where it has been found appropriate. There are a number of instances where adequate protection is considered to be afforded by the London Plan and City Plan already and these have not been repeated within the Plan.

1.2.19 One of the tools the Forum has adopted to assist the evolution of the Plan has been to approach Mayfair on a spatial basis. The area has a rich diversity of character and built form which we recognise could not be honoured through planning policy on an area-wide basis. This led us to map character sub-areas within Mayfair, as follows: Park Lane, West Mayfair, Central Mayfair, East Mayfair, Shepherd Market, and Squares and Public Gardens. We found even this more fine-grained approach, however, not to be without its problems: part of the richness in the diversity in Mayfair is that the changes in character are not along clear or particularly definable lines. The character areas are therefore limited in their usage.

[insert character area map here]

1.2.20 The Plan also includes desired neighbourhood management issues for the Forum to address alongside public partners.

1.2.21 Mayfair should not be viewed in isolation. Beyond the area's dynamic edges – which this Plan is seeking to enhance – Mayfair is shaped and impacted by matters of wider application. For instance, air quality and transport issues experienced within Mayfair are created on a Central London-wide basis, and will not be resolved solely by action within Mayfair. There are a number of emerging neighbourhood plans which either border Mayfair, or are close to it, for instance Soho, St James's, Knightsbridge, Belgravia, Victoria, Marylebone, and Fitzrovia West. A number of the challenges faced by Mayfair, which this Plan seeks to address, are common to the other neighbouring forums. The Plan is alive to this: we have met with neighbouring forums and WCC, so that, where strategically necessary and agreed, policy approaches are harmonised. In certain instances, policies in the Plan can in future be taken forward jointly with other forums and local stakeholders.

1.3 Current and Emerging Policy Framework

Introduction

- 1.3.1 There is already extensive development plan policy applicable to Mayfair.
- 1.3.2 The Plan must be in general conformity with the Development Plan,¹⁷ and its policies should reflect and support the existing framework.¹⁸ It is not the purpose of the Plan to repeat what already exists in policy terms. The policies should be distinct to reflect and respond to the unique characteristics and planning context of Mayfair,¹⁹ and plan positively to support the wider public aspirations.²⁰

Adopted Policy

- 1.3.3 The Development Plan currently comprises:
- (i) The London Plan 2016, and
 - (ii) Westminster's City Plan 2016.
- 1.3.4 The London Plan is the Mayor of London's regional planning policy for London. It sets out both policy aspirations, and a regional strategy with which local authorities must comply in their local plans. It provides an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years.²¹ Amongst other priorities of focus, the London Plan addresses transport, economic development, housing, culture, and a range of social and environmental issues. It sets out a framework for the development and use of land in London. The Plan describes London as a City which has experienced "constant change" in its 2000 year history.²²
- 1.3.5 Of particular relevance to Mayfair, the London Plan sets out policies addressing housing, waste, strategic views, the Central Activities Zone, the retail hierarchy, the West End Special Retail Policy Area, pedestrian priority, residential and office protections, air quality, and transport enhancements.
- 1.3.6 Westminster's City Plan contains WCC's local planning strategy. It sets out the vision for the City of Westminster up to and beyond 2026/2027, and puts in place a policy framework to deliver that vision. It contains the strategic policies for the borough which govern the way planning decisions are made within it.

¹⁷ TCPA 1990, Schedule 4B, Paragraph 8(2)(e).

¹⁸ NPPF 184.

¹⁹ PPG "Neighbourhood Planning" Paragraph 041.

²⁰ NPPF 184.

²¹ The London Plan is currently being revised and a new document is expected to be adopted in 2019.

²² London Plan, paragraph 1.2

- 1.3.7 Of particular relevance to Mayfair, Westminster's City Plan sets out policies such as the CAZ, and the Core CAZ (within which Mayfair entirely falls); the West End Special Retail Policy Area; the Savile Row Special Policy Area; the Mayfair Special Policy Area; mixed use policies ensuring office and residential floorspace comes forward in a balanced fashion; policies relating to design and heritage protection; and open space.²³

Emerging Policy

- 1.3.8 WCC have consulted on a wide variety of emerging policy proposals²⁴ for inclusion within the City Plan, three of which – the basements booklet, mixed use and office to residential conversion booklet and the special policy areas booklet - have now already been incorporated. We expect most, if not all, of these proposals to be amalgamated into the City Plan in some form during the first five years of this Plan. They have been addressed, where relevant, within this Plan.
- 1.3.9 The Forum understands that WCC are in the process of preparing new booklets for consultation purposes, dealing with the West End, and taller buildings. Whilst these carry no weight at present, their emergence may have an important impact on Mayfair during the lifetime of this Plan.

²³ Further detail and analysis of this existing policy framework as it pertains to Mayfair is at Appendix []

²⁴ Contained within 19 "Booklets".

PART II – PLANNING POLICIES

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2. TRANSFORMING PUBLIC REALM

A treat for the eyes

A delight to move around

2.1 Mayfair's Streets

Introduction

- 2.1.1 The success of Mayfair's public realm is critical to the transformation of what is already a wonderful place, into the most desirable and attractive place in the world to live, work, and visit.
- 2.1.2 There are parts of Mayfair where this success is already evident. Mount Street has recently been enhanced with a beautiful water feature²⁵, new pavements, road, and seating areas in and around the Connaught Hotel. Regent Street similarly has set a high bar for the success of retail enhancement strategies, and has successfully drawn many large international brands into redeveloped shop space.
- 2.1.3 Surprisingly, however, there are many parts of Mayfair which require urgent attention. Streets such as Bond Street, Berkeley Street, Park Lane, Oxford Street (particularly around Marble Arch), and even Savile Row are in poor state and provide a bad experience for all. These few examples are all the more surprising given the iconic status and international importance of these specific routes. The areas around squares also provide poor and conflicting pedestrian and cyclist experiences – including Berkeley Square and Grosvenor Square. Noise, nuisance and poor air quality, largely caused both by traffic levels and also traffic using unsuitable streets, are real threats to residents' and visitors' quality of life. In the longer term this could also be a threat to Mayfair's prosperity.
- 2.1.4 With the opening of Crossrail in late 2018 the number of people walking around Mayfair will greatly increase. Footways, particularly those close to the Bond Street station exits in Davies Street and Hanover Square, are likely to become overcrowded, creating uncomfortable and potentially dangerous conditions. These must be well designed and decisions made as to what routes these large flows of people will be encouraged to use.
- 2.1.5 There is a clear need for comprehensive public realm enhancements across Mayfair.

PR: Transforming Mayfair's Streets

PR1 Improvements to the quality of the public realm will be sought across Mayfair, particularly in accordance with Policies PR2, PR3, PR4, UB1, R2.2, R3, R4 and SM2.

²⁵ 'Silence', Tadao Ando, 2011.

PR2 To be supported, applications for new development should demonstrate how they contribute to improving the quality of the public realm within the vicinity of the proposed development, through, where relevant, the following key principles:

(i) Creating Additional Space:

- Widening footways
- Removing clutter
- Open up new routes

(ii) Creating Attractive Streetscapes

- Clean and tidy
 - well designed waste facilities
- Design of utility accesses
 - integration of telecoms cabinets into existing buildings or underground
- Animated streets
- Greening (see Chapter 2.3)
- Healthy materials (see Chapter 5.2)
- All developments to have off-street refuse facilities including recycling segregation
- Public art
- Pocket Parks
- Play Streets

(iii) Creating Multifunctional Streetscapes

- Dropped kerbs and tactile paving
- Innovative uses of kerbside space
 - Dual / triple use of space achieved by Restricted Parking Zones which remove the need for double yellow lines lining the streets
- Open Streets
 - full or part pedestrianisation subject to servicing needs and weekend closures of streets at the weekend
- Allocating highway space to match use and need
- Provision of Oasis Areas (see Policy R4)

(iv) Creating Accessible and Safe Streetscapes

- Facilitating easier pedestrian crossings
- Consultation of disability groups during the design process
- Improvements to street lighting

(v) Improved Walking Infrastructure:

- Legible wayfinding that encourages quieter, cleaner and safer routes to destinations.
 - In particular: supporting pedestrian access to the Elizabeth Line Bond Street station entrances.
- Enhancement and improvement of pedestrian routes around public transport interchanges

- **Improvement of pedestrian comfort levels on the most congested pavements:**
 - **Oxford Street from Marble Arch to Oxford Circus but especially around Bond Street Station**
 - **Bond Street**
 - **Park Lane (East side)**
 - **Piccadilly (North side)**
 - **Regent Street East footway (between Great Marlborough Street and Glasshouse Street)**
 - **Princes Street and Hanover Square**
 - **Glasshouse/Sherwood/Air/Brewer Street**

PR3 If not making physical improvements in compliance with PR2 above, all proposed developments should make financial contributions through s.106 agreements to fund the delivery of improved streets and spaces in the vicinity of the development.

Reasoned Justification

2.1.5 Policy PR contains a set of high level principles which we expect developers to demonstrate consistency with. Further detail on current and emerging public realm policy and on the large number of existing and emerging private and public schemes being delivered within Mayfair can be found at appendix ix.

2.1.6 All of the issues identified within this Plan present opportunities to transform the area. For instance:

- (a) Transformative rethinking of Park Lane with the dual aim of opening up the eastern side, and significantly enhancing pedestrian and cyclist accessibility to Hyde Park. This may produce dramatic long term enhancements for the whole of Mayfair.
- (ii) Crossrail's opening means that areas around the two new stations at Davies Street and Hanover Square present significant public realm opportunities to introduce people into the area. Schemes will need to deliver wider strategies to cope with the influx of people and not simply rely on pavement widening outside stations.
- (iii) The enjoyment of Mayfair's squares will be significantly enhanced by easing the access to them, and the space around them.
- (iv) The provision of identified oasis areas close to the international shopping streets will enhance the shopping experience and thereby improve the streets themselves.
- (v) An increasing number of pedestrians, poor air quality and traffic noise nuisance, all mean that, for the good of Mayfair, levels of motorised traffic need to be reduced.
- (vi) The attractive appearance of Mayfair streets can be undermined by litter, rubbish bags, and other street issues. Whilst these are principally the subject of comments

and direction provided in the non-planning policy Part III of this Plan, the reduction of this is encouraged within policies PR and [*environmental policies*].

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Green Spaces

Introduction

- 2.2.1 Mayfair contains several green spaces of great importance to the area and the city as a whole: Grosvenor Square, Berkeley Square, Mount Street Gardens, and Hanover Square. There are new and emerging exciting areas of public realm, such as Brown Hart Gardens. Mayfair also contains several important private gardens which contribute to the public sense of space and tranquillity by breaking up the built environment.
- 2.2.2 Mayfair's Squares are some of the earliest and historically most important garden squares in the country. They largely define and determine the street plan, which radiates from Grosvenor Square, Hanover Square, and Berkeley Square. Whilst the size of the squares remains largely unchanged from their original layout, the planting, design and usage has changed very significantly.
- 2.2.3 The green spaces of Mayfair are one of its richest assets, cherished by residents, workers and visitors alike. These spaces perform several interrelated important functions. They are places for the local resident and working communities to rest and to reflect. They are places for nature to flourish. They introduce an atmosphere of tranquillity into areas of bustling importance. They afford opportunities for communities to hold events for the benefit of Mayfair. They themselves contain listed buildings, sculptures and fountains. They provide opportunities for sporadic public art. They still perform the purpose the original architects intended when laying Mayfair out; and they allow contemporary use to flourish.
- 2.2.4 There is clear and decisive protection for these green spaces, and their use, in both statute and in policy. Further background detail on the law and policy as it applies to these areas is contained at appendix xi. Despite this protection, the Forum is clear that these green spaces could be greatly improved and enhanced, and that there is a need for greater protection from uses which interrupt the public's enjoyment.

GS: Mayfair's Green Spaces

- GS1 Grosvenor Square, Berkeley Square, Hanover Square, and Mount Street Gardens are Local Green Spaces.**
- GS2 Local community use of all green spaces in Mayfair is encouraged, and will in principle be promoted by the Forum.**
- GS3 Proposals which enhance Mayfair's green spaces as places of recreation for all users throughout the year, by the improvement of landscaping and public realm, will be supported.**

GS4 Proposals for events in Mayfair's green spaces, such as those currently held in Berkeley Square, will only be permitted if the events:

(vii) Demonstrate in advance and ensure that:

- (A) there is no significant adverse impact on local amenity in terms of noise, pollution, visual amenity, parking, and accessibility to the green space,
- (B) the buildings or structures to accommodate the events are of the highest quality in terms of design and visual impact that can be expected for such temporary structures,
- (C) the events will only be held in months of the year where public use of the green spaces is most limited – in other words from October – March,
- (D) the cumulative total of days during which more than 40% of the green spaces are inaccessible to the public due to the construction, occupancy, and then dismantling of the structures in question, are both kept to the shortest length of time reasonably necessary, and in any event do not exceed 28 days in any calendar year, and
- (E) the event will be open to the public;

(viii) Remediate the green spaces as part of the dismantling of the structures, so that all damage to any aspect of the green space is repaired as soon as reasonably practicable, and the green space is otherwise in the condition pertaining immediately prior to the event taking place; and

(ix) Cross-subsidise (from income received from the event) further enhancements to the green spaces over and above the required remediation in (b), for example by reserving funds to make improvements to listed structures in the green spaces, and otherwise to make public realm enhancements required by this Plan.

GS5 Enhancements to the public realm around Mayfair's green spaces will be supported where it is in accordance with the principles set out Policy PR1.

GS6 To be acceptable, development, whether building operation or material change of use which fronts onto Mayfair's green spaces will pay special attention and regard to the preservation and enhancement of the green space in question and its character (both in terms of physical enhancement to the green space, and in terms of the design and scale of the development), and will be supported where enhancement is achieved.

Reasoned Justification

- 2.2.5 The tests for designation of a Local Green Space is set out in the NPPF (set out in full at appendix x). These are all met in the examples given. The additional protection which the NPPF policy affords is significant for Mayfair and the wider area, given the identified importance of these green spaces.
- 2.2.6 We wish to see the identified green spaces of Mayfair being used and usable by its local resident, working, and visiting population. These should in policy and amenity terms be the people who are able to use the space, and they should not be prevented from so doing.
- 2.2.7 Where local people or groups representing any of the resident, working and visiting constituencies wish to use space within the squares for an event for the benefit of those people and/or groups, the Forum will look to assist such an approach where possible, through the provision of advice, and through making representations to WCC. The Forum may also in the future wish to promote its own such events.
- 2.2.8 The existing condition of the squares is generally poor (see appendix x). They have lacked investment. WCC proposals to enhance the interior of the squares for the purpose of local amenity will be supported, as will third party funding proposals which meet the Forum's objectives.
- 2.2.9 Having regard to the existing legal and policy framework attaching to the squares within Mayfair (see appendix x), there are compelling reasons for the Forum to refuse to countenance any private events, or events held for private commercial purposes, or events held which generate funds which are spent elsewhere other than in the Square effected. However, through discussion with WCC, the Forum recognises that there may result in mutual benefit for the Forum's purposes through allowing some limited events to be held. Principally, this arises through the ability to cross-subsidise improved refurbishments and ongoing maintenance of the squares.
- 2.2.10 GS4 therefore requires applicants and operators to demonstrate that there is no harm, or that any harm has been successfully mitigated, in terms of local visual amenity, noise, disturbance disruption and damage to the square caused by the event; dates for the events are controlled so as to have the least impact on local use; and that the events 'pay their way' by remediating fully and immediately any damage caused, and cross-subsidising improvements.
- 2.2.11 Part of what makes the Squares special places of rest and respite are its physical neighbours and the built environment they create. Development which faces squares should be required to demonstrate how that 'design neighbourliness' has been addressed, and issues such as greater overbearing, overlooking, or architecture other than of the highest quality (in accordance with Policy D), have been avoided altogether.

2.2 Greening

Introduction

- 2.3.1 Alongside the importance of the Squares, urban greening opportunities should be sought to complement and enhance the existing green infrastructure.
- 2.3.2 Urban greening should seek to promote and increase planting and soft landscaping within Mayfair to the improvement of the urban environment and for the benefit of both residents, workers and visitors. Greening must provide multifunctional use and should seek to increase resilience through improved air quality, microclimate, ecological biodiversity and water management.
- 2.3.3 There is clear policy support for green infrastructure and the contribution that urban greening can make is widely acknowledged. However, protection of existing biodiversity is currently limited only to those areas within Westminster which are designated as Areas of Wildlife Deficiency. Further detail on the policy applicable in relation to urban green infrastructure is set out at appendix xii.
- 2.3.4 The Forum believes that development across Mayfair should contribute to biodiversity and proposals should seek to demonstrate how urban greening has been incorporated into any new development

Policy UB: Urban Greening

- UB1: All development proposed within Mayfair should seek to improve urban greening.**
- UB2: Development proposals within Mayfair which include the provision of new urban green infrastructure will be encouraged.**
- UB3: Proposals will be required to demonstrate how every opportunity to improve existing or provide new urban green infrastructure within a development, during both the construction stage and post completion, has been considered and, where appropriate, incorporated within the development.**
- UB4: Development proposals which will deliver new urban green infrastructure will be required to:**
- a) demonstrate how the provision of any green infrastructure has been maximised including its biodiversity; and**
 - b) include a management plan demonstrating the sustainability of the green infrastructure.**

Reasoned Justification:

- 2.3.5 The green spaces within Mayfair are well established and these spaces are well protected and their enhancement is encouraged, as detailed in Chapter 2.2 above. There is however currently limited urban green infrastructure across Mayfair. Where there is, this is either provided as a one off (e.g. hanging baskets on Davies Street) or are proposals being implemented by private businesses and landowners.
- 2.3.6 The Forum wishes to secure a Mayfair-wide approach to the provision of urban green infrastructure.
- 2.3.7 The Forum wishes to encourage new urban green infrastructure within both new developments and as standalone initiatives, where possible and seeks to support initiatives to improve and enhance the provision of urban green infrastructure, such as those being promoted and brought forward by The Wild West End.
- 2.3.8 New urban green infrastructure may take the form of any of the following:
- Green roofs
 - Street planting / planters
 - Hanging baskets / window boxes
 - Street trees
 - Rain gardens
 - Living walls
 - Green structures (such as bus shelters / cycle stands as opportunities for green planting)

3. DIRECTING GROWTH

Where everything works

A delight to move around

Safe and clean

3.1 Growth Areas

Introduction

- 3.1.1 In Mayfair, as in the rest of London, "the only prudent course is to plan for growth."²⁶ London's population is growing possibly at the rate of 117,000 per annum.²⁷ Employment growth in Westminster is likely to reach 14.3% between 2011-2036.²⁸ Retail growth in the WESRPA is estimated at 210,000sqm between 2006-2026.²⁹ It is right that growth should be supported and managed across all parts of London.³⁰
- 3.1.2 WCC's spatial vision seeks to accommodate growth and change within other key values such as valuing unique heritage, ensuring economic success, providing opportunities and a high quality of life for all of its communities and a high quality environment for residents, workers and visitors alike.³¹ The area "must also be allowed to evolve, to remain vibrant and at the forefront of British culture and businesses."³²
- 3.1.3 The Forum therefore is directing sustainable mixed use growth³³ in Mayfair: locating growth in sustainable Mayfair locations; ensuring growth happens in such a way that enhances the quality of life for residents, workers, and visitors; highlighting key Mayfair uses, and supporting greater growth for those. Of course, such growth is already supported anywhere within Mayfair³⁴; our aim in the Plan is to direct where that growth is most appropriate.

Policy SG: Sustainable Growth

SG Growth is encouraged in the areas designated by this Plan, subject to demonstrating compliance with all other policies in this Plan, in particular PR, D, ES, R1, and GS.

[To be reviewed and discussed further once map produced]

²⁶ LP para 1.47.

²⁷ LP para 1.10B.

²⁸ LP table 1.1 p.20.

²⁹ CP para 2.38.

³⁰ LP policy 1.1B.

³¹ CP p.19.

³²

³³ NPPF 6, 14, and 17 third bullet.

³⁴ CP policy S6 first bullet.

Reasoned Justification

3.1.4 Growth, for the purposes of this chapter, means growth (where appropriate) in:

- (i) density,
- (ii) intensity of use,
- (iii) efficient use of existing floorspace,
- (iv) amount of mixed use floorspace,
- (v) numbers of units (where subdivision is appropriate), and
- (vi) activity (by providing restaurants, cafes, galleries, shops, and other uses which animate the streetscene for the public).

3.1.5 Mixed use will generally include residential and commercial floorspace.

3.1.6 Growth in these terms must also, however, comply with other policies within this Plan, such as RU, CM and GS.

3.1.7 The Growth Areas map [map awaited] highlights seven areas for greater growth and activity:

- (a) Retail (and related or complimentary uses) – including the whole of Oxford Street, Bond Street and Regent Street and Piccadilly.
- (b) Park Lane (see chapter 3.2 for more detail)
- (c) Tyburn Retail Frontage to comprise a new retail frontage.
- (d) Transport related growth, in particular: Crossrail and the Davies St and Hanover square area
- (e) Central and East Mayfair for commercial growth; and
- (f) West and Central Mayfair for mixed use and residential growth.

Around transport hubs

3.1.8 Sustainable development involves locating new development in locations where the need to travel is minimised, giving priority to pedestrian and cycle movements, and in locations

where there is access to high quality transport facilities.³⁵ The tenor of emerging policy is to direct even greater density to transport hubs, as that is the most sustainable location for it.³⁶

- 3.1.9 The key transport hubs of Mayfair are Marble Arch, Green Park, Bond Street, Oxford Circus and Piccadilly Circus underground stations. Of these, Marble Arch and Bond Street are already the subject of intensifying proposals³⁷; there are no proposals to upgrade either Piccadilly Circus or Green Park tube stations further, and it is already both unsustainably busy in the immediate surroundings, and built form in the vicinity is dense.
- 3.1.10 Bond Street station, with the introduction of Crossrail exits on Davies Street and Hanover Square³⁸, will have significant and high quality new transport infrastructure available in the early part of the Plan period. Greater density of development and greater activation at street level on pedestrian routes around the station exits (for instance the northern part of Davies St) is therefore sustainable, and essential in response to the influx of pedestrians. The West One Shopping Centre is a particular example both of where a better retail and mixed use offering could be delivered with greater density, and also an opportunity to respond positively to other policies in this Plan, such as design.

Retail Growth

- 3.1.11 East Mayfair, and in particular the northern part of it, is a key location for further retail growth, and supporting mixed use development. Located on both east and west sides of the apex of Oxford Street and Regent Street, and within easy walking distance of the new Crossrail Bond Street exit, at Davies Street and Hanover Square, it is a sustainable location to drive growth in density and mixed use activity.
- 3.1.12 Parts of this area are also being promoted as an "arts quarter" to support specialist craft and tailoring areas, following the designation of the Savile Row and Mayfair Special Policy Areas. This work is being taken forward, in particular, by the East Mayfair Project Board³⁹.
- 3.1.13 Responding to the importance of Oxford Street to the national economy, the Forum supports the West End Partnership's proposals for greater density along Oxford Street, and bringing greater activation of public uses in the area immediately south of it. Such growth will support Oxford Street's improvement in response to the transformation of Regent Street.
- 3.1.14 The Plan allocates a new retail frontage to support an existing alignment, and to encourage retail growth and activity in what are currently back streets (see policy R2 above).

Residential Growth

³⁵ NPPF 34-35.

³⁶ DCLG: 'Consultation on proposed changes to national planning policy', pp.9-10.

³⁷ See WCC planning permissions 14/11220/FULL and 16/01554/FULL.

³⁸ See Appendix [Key Legal and Policy Constraints – Crossrail]

³⁹ [specify who this body is and who it comprises]

3.1.15 The need for housing in London is a matter of paramount importance.⁴⁰ Whilst Central, London, and Westminster governments are already driving policy to deliver residential growth, the Forum is clear that we support residential growth in Mayfair, as part of mixed use developments, particularly in sustainable locations.

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⁴⁰ See for instance most recently, the Government's White Paper: "Fixing Our Broken Housing Market" (DCLG February 2017).

3.2 Park Lane

Introduction

3.2.1 Park Lane has been identified as its own character area. It is dominated by three main features that make the area unique in Mayfair:

- (i) A multi-lane highway with 40mph speed limit (northbound);
- (ii) Hyde Park to the west; and
- (iii) Large hotels such as the Marriot, Grosvenor House, Dorchester, Hilton, and Intercontinental located on the east side.

3.2.2 These all present a series of challenges. There are also evident opportunities, some of which have been mooted in the past, but which the Forum now wishes to draw to a head and resolve for the better of Mayfair and everyone who visits it.

3.2.3 Policy recommendation P1 – "reinforce Park Lane as a location for luxury hotels and luxury car showrooms" - had a very equivocal response at the feedback event in 2016. There were roughly equal numbers of people who strongly disagreed, disagreed, had no opinion, agreed, and strongly agreed. The Forum has therefore decided not to pursue this policy proposal further.

3.2.4 That therefore leaves three policy aspirations for the area which have received strong support, and which are all interrelated around improvements to the quality of the public realm, particularly for pedestrians, on Park Lane:

- (i) Making transformational changes to the way Park Lane operates as a vehicular through route and as a pedestrian environment.
- (ii) Improving east-west connectivity from Mayfair to Hyde Park;
- (iii) Improving the Park Lane public realm; and

Enhancing access to Hyde Park

3.2.5 Hyde Park is Central London's most important green space, and is conferred high policy protection through its designation as Metropolitan Open Land (MOL). Improvements to the accessibility of the park are encouraged as they are likely to help human health, biodiversity and quality of life.⁴¹ Remarkably, Park Lane itself also falls within the MOL designation, although the central reservation's green space is almost entirely inaccessible and unused. It

⁴¹ LP policy 7.5 and para 7.56.

blocks the views of Hyde Park (for pedestrians), making it seem even more inaccessible, and, in certain locations, is used for construction purposes.

- 3.2.6 As a matter of generality, existing policy encourages the enhancement of connections to open spaces⁴², the priority of pedestrian movement⁴³, and access to green spaces⁴⁴, including the provision of safe and easy access to the open and green space network.⁴⁵ The character of the public realm that leads into major green spaces especially for pedestrians is key to the integration of green infrastructure and landscape into the urban fabric.⁴⁶
- 3.2.7 To pedestrians, Park Lane operates as a physical and psychological barrier to Hyde Park. It prevents easy access to Hyde Park for Mayfair's residents, workers, and visitors. This is despite TfL's recent attempts to improve ground level pedestrian crossings, and to reduce the need to use the poor quality and abused subways.
- 3.2.8 The policy imperatives – to improve pedestrian access to green spaces – are badly contravened in this location. There is therefore, in Park Lane, a potentially significant transformation for the experience of living, working and visiting Mayfair which would deliver on extensive existing policy support for the principle. Clear and easy safe routes across Park Lane could be provided. Better accesses into Hyde Park could be provided. Wayfinding opportunities could be taken to direct users of Crossrail through Mayfair to Hyde Park, including perhaps along the Tyburn retail frontage.

Transformational change to Park Lane

Policy PL1: Transforming Park Lane

- PL1 All development in Mayfair will contribute towards funding, along with public and other private sector partners, transformational change to Park Lane. The funding will contribute towards:**
- (a) further analysis and modelling to support the emerging case for transformational change in this location in the form of one of the three Solutions described, or variants to them;**
 - (b) the drawing up and submission of formal proposals for approval; and**
 - (c) if and when a proposal is approved, the delivery of the project.**

⁴² CP policy S35.

⁴³ CP policy S41.

⁴⁴ LP policy 7.1.

⁴⁵ LP policy 7.4.

⁴⁶ LP policy 7.16.

Reasoned Justification

3.2.9 In the Forum's view, in order to achieve existing strong policy objectives, and indeed those of the Forum itself, a wholesale rethinking of Park Lane is required.

3.2.10 There are three potential solutions:

- (i) Solution 1 stands in its own right, but could also apply as part of solutions 2 and 3. The southbound carriageway of Park Lane could be replaced by a wide and generous pedestrian thoroughfare. The hotels and other land owners facing onto Park Lane would be encouraged to open their premises out onto the pedestrian walkway, activating spaces for street cafes, shops, and restaurants to enliven the street scene.⁴⁷ The central reservation should be integrated with the newly opened pedestrian thoroughfare⁴⁸ to create a large new area of publically accessible green space - a green space addition to the Area of a size larger than Grosvenor Square itself; and the western carriageway made two-way, relocating or replacing rather than losing trees where necessary. The width of the crossing to Hyde Park from the east side of Park Lane will thereby be halved, and there will be no visual blocks. More pedestrian crossings can then be provided. The speed limit should be reduced to 30mph with more regular traffic lights. On-street coach parking will be removed and taken into an improved underground car park on Park Lane. Initial testing demonstrates that this is physically achievable without requiring the relocation of all but a handful of the existing trees in the central reservation.
- (ii) Solution 2 involves the tunnelling of the northbound carriage way of Park Lane entirely underground, to create a wonderful pedestrian environment with shared cycle and taxi drop off locations, and Hyde Park opening its eastern boundary entirely. This solution has been discussed and endorsed at London-wide level,⁴⁹ and in fact dates back to 1911.⁵⁰ The changes brought about in Solution 1 should also be brought forward together with Solution 2.
- (iii) Solution 3 involves the lowering of Park Lane. The changes brought about in Solution 1 could also be brought forward together with Solution 3.

3.2.11 Some of these solutions have been considered in the past, but have foundered, principally due to lack of resource.

3.2.12 With the ability the Forum has to designate infrastructure priorities, and to direct s.106 and CIL funding, the Plan should be seen as the catalyst which delivers this obvious and transformational result.

⁴⁷ To deliver on other established policy objectives such as CP policy S6 and the retail policies in the CP.

⁴⁸ Access to the central reservation is currently almost entirely intentionally prevented by barriers.

⁴⁹ "Way to Go!" (Mayor of London, 2008), p,27

⁵⁰ The Grosvenor Estate Strategy of that year.

3.2.13 Through high level testing, and early consultation with TfL and WCC, Solution 1 appears most deliverable, and will produce exceptional improvements; whereas Solutions 2 and 3, whilst transformational, will have greater challenges to their delivery and implementation. Further detailed work and modelling will be required before formal proposals can be applied for and delivered. In the meantime, the Forum gives weight and support to the development of further modelling and evidence to form part of a Solution 1 proposal, and, given the potential Area-wide benefits outlined above, it is appropriate that publically available funding is directed to it.

Other short term objectives: crossings and public realm

Policy PL2: Park Lane's Crossings

PL2 Development which delivers improvements to pedestrian and cyclist access to Hyde Park will be encouraged and supported, including by way of CIL funding opportunities and Section 106 contributions (subject to the priority of PL1) for any development in Mayfair. These funds will be put towards further enhancements of existing and new pedestrian and cycle crossings.

Policy PL3: Park Lane's Public Realm and Street Frontage

PL3 Development proposals brought forward by sites which front onto Park Lane and which enliven the street scene and activate the building frontages by introducing new retail, restaurant, cultural or leisure uses will be supported.

Reasoned Justification

3.2.14 Transformational change to Park Lane is the Forum's priority in this location. However, we recognise that in the short term, enhancements can quickly be made, while proposals for transformational change are worked up. Whilst the funding priority is therefore for PL1, subject to availability of funds, further improvements can and should be made to existing crossings, and public realm in Park Lane in its current manifestation. Subways, whilst most likely removed in the transformational change scenario, could be improved in the short term.

3.2.15 The public realm on the east side of Park Lane is both poor and dangerous. Pavements are inadequate in terms of width and quality. Air quality is poor – identified to be some of the worst in the country. Traffic moves very fast alongside. The issues are most pressing in the northern part of Park Lane, but apply with great force along its entire length. It is a dispiriting place to walk, and dissuades all but the most hardy pedestrians from traversing north south, let alone east west.

- 3.2.16 The opportunity for improvements are obvious: the existing conditions are a long way from an "attractive and safe pedestrian environment" with priority given to walking;⁵¹ they are a long way from having the negative impact of traffic minimised.⁵²
- 3.2.17 Understandably, many of the nationally significant hotels along Park Lane have turned their back on the street. Even main entrances to the hotels such as the Grosvenor House Hotel feel unsafe, requiring parking on Park Lane itself.
- 3.2.18 The Forum's aspirations are to deliver on existing local and London wide policies for Park Lane.

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⁵¹ CP policy S41.

⁵² LP policy 7.5 and supporting text paragraph 7.18.

4. ENHANCING EXPERIENCE

Where everything works

Everything you need

4.1 Retail

Introduction

4.1.1 Mayfair is recognised the world over for its shopping. The Forum celebrates that. Many of the policies which follow in this chapter look at enhancing that provision still further. Having regard to expected levels of retail growth in the area, we direct new retail opportunities to areas within Mayfair which the Forum consider are appropriate.

4.1.2 Mayfair is also home to a residential population who, along with many of Mayfair's workers, rely on the availability of Local Convenience Retail in daily life. The Forum recognises this too. It is an essential part of creating a sustainable community - enhancing Mayfair as a place to live, as well as a place to visit. Some of the policies in this chapter are therefore directed at that sort of retail provision.

4.1.3 The policies that follow are split into three broad areas:

- (i) Securing world class retail for the long term, including the encouragement of new retail in the area, the direction of new retail opportunity locations, and the districts in Mayfair where specialist retailers deserve particular designation and support;
- (ii) Securing a world class environment to support retail, including addressing issues concerning the public realm in and around retail areas, designating specific locations for oases to recuperate close to the international shopping streets, and addressing the need for appropriate public facilities in and around the retail locations; and
- (iii) Maximising the positive impact of retail on the area, including shopfront design, appropriate servicing regimes, and supporting bespoke and creative retail functions.

4.1.4 The retail frontages map [figure ??] identifies existing main retail locations within Mayfair, including:

- (i) West End Retail Frontage – the internationally acclaimed Oxford Street, Regent Street, Bond Street, and surrounds, comprising amongst other things famous established luxury anchor shops such as Selfridges, and Liberty;
- (ii) Mayfair Shopping Frontage – still containing internationally famous brands, but with a smaller scale, boutique feel, such as Mount Street, and South Audley Street;

- (iii) Tertiary Shopping Frontage – being existing retail provision which supports the more important retail locations, and can also support the local community, such as within Shepherd Market; and
- (iv) Savile Row, synonymous with bespoke tailoring, and the subject of its own WCC designated special policy area.

4.1.5 The purpose of the map's frontage designation is to identify ground floor uses, although in places the retail expands to basement, and, in the case of the West End Retail Frontage, to the upper floors. Also, the map only describes the existing conditions. Subject to compliance with the policies in this Plan, these designations could well change during the lifetime of the Plan.

Securing world class retail for the long term

Policy R1 Retail encouragement and direction

R1.1 Within the West End Retail Frontage, Large Scale Retail development is encouraged and supported in accordance with City Plan policies S6 and S21.

R1.2 Within Mayfair Shopping Frontages:

- (a) **A1 Small Scale Retail development appropriate to the character of this frontage is encouraged.**
- (b) **The loss of A1 retail units will be resisted, except where:**
 - (A) **It can be demonstrated that the unit is no longer viable, as demonstrated by at least 12 month's vacancy despite reasonable attempts to let; or**
 - (B) **It can be demonstrated that re-provision is to be made within the same or a nearby Mayfair Shopping Frontage; or**
 - (C) **The proposed use is for either an A1 non-retail use or an A3 café or A3 restaurant use or a mix of those uses and is considered appropriate in terms of scale, character and location and supports the main shopping function of the Mayfair Shopping Frontage.**

R1.3 Within Tertiary Shopping Frontages:

- (a) **The loss of A1 Local Convenience Retail will be resisted, except where:**
 - (A) **it can be demonstrated that the unit is no longer viable, as demonstrated by at least 12 months' vacancy despite reasonable attempts to let;**

- (B) It can be demonstrated that re-provision is to be made within the same Tertiary Shopping Frontage or a suitable nearby location in accordance with R1.4; or
 - (C) where the proposal would not be detrimental to the character and function of the Tertiary Shopping Frontage, or to the vitality or viability of the Tertiary Shopping Frontage.
- (b) Proposals for non-Local Convenience Retail must not cause or intensify an existing over-concentration of A3 and entertainment uses within a street or area.

R1.4 Stand-alone Local Convenience Retail is encouraged within other areas falling outside of West End Retail Frontages, Mayfair Shopping Frontages or Tertiary Shopping Frontages provided that such a use would not:

- (a) be to the detriment of the street or immediate vicinity,
- (b) be harmful to the character of the vicinity, or
- (c) have a harmful impact upon any adjacent residential amenity.

R1.5 Stand-alone retail 'huts' such as exist in the side streets along Oxford Street are not supported and opportunities to remove or relocate them should be taken. Development which provides greater density at the expense of these huts is supported.

Reasoned Justification

4.1.6 Retail is already encouraged throughout Mayfair.⁵³

4.1.7 As well as the Large Scale Retail offer, centred on Oxford Street, Regent Street, and Bond Street, Mayfair makes an individual contribution to the Core CAZ through its secondary retail offer, or "Mayfair Shopping Frontages". These are characterised by Small Scale Retail units and are predominantly occupied by high-end and luxury retailers. Whilst supporting London's world renowned shopping status, it would not be appropriate for large retail floorplates to be located here. The Forum considers that the location of these retail units is unique and special to Mayfair and is something which should be encouraged and, where necessary, protected.

4.1.8 Whilst Mayfair, and particularly the Mayfair Shopping Frontages are identified as being key in terms of Core CAZ functions and contribute to the special character and nature of Mayfair, these retail offerings should not be encouraged at the cost of local amenity shops which support the residential and worker communities within Mayfair.

⁵³ CP policy S6 and S7, and see Appendix [Key Policy Constraints – CAZ and WESRPA]

- 4.1.9 No "Local Shopping Centres" are identified by the City Plan within Mayfair. Whilst the usual "Town Centre" designations are not appropriate within the Core CAZ, there are still pockets of shopping frontages within Mayfair which service the needs of local workers and residents – for instance a newsagent, pharmacy, stationers, hairdressers ("Local Convenience Retail.").
- 4.1.10 The requirements of the local population also need to be maintained, managed and enhanced⁵⁴. As well as providing for the day-to-day needs of people in the area, local shops encourage people to walk and provide opportunities for social interaction. People who are old or less mobile are particularly dependant on local shops and services.⁵⁵

Policy R2 Tyburn Retail Opportunity Frontage

R2.1 Retail will be encouraged within the Tyburn Retail Opportunity Frontage.

R2.2 Proposals to enhance the public realm along the alignment of the Tyburn Retail Opportunity Frontage will demonstrate compliance with a holistic strategy for the route (as encouraged by policy PR1).

Reasoned Justification

- 4.1.11 As well as supporting, endorsing, and enhancing the encouragement afforded by local and regional policy, the Forum is identifying⁵⁶ a new retail frontage for future growth and enhancement to accommodate the likely growth of retail in the plan period.
- 4.1.12 Whilst the City Plan considers that typical "Town Centre" models are irrelevant within Mayfair and retail should be encouraged anywhere,⁵⁷ smaller areas, such as South Molton Street, East Brook Street, and Avery Row are retail destinations in their own right. Additionally, Shepherd Market and South Audley Street/Mount Street are identified within the City Plan as "other shopping frontages" - distinct shopping areas which contribute to Westminster's unique and varied world class retail offer. The Forum considers that there are additional areas within Mayfair which could also seek to perform this function within Mayfair, as well as the Core CAZ.
- 4.1.13 The Tyburn is an ancient underground river which runs through Mayfair, originally starting at South Hampstead and meeting the River Thames by Whitehall Stairs. Within Mayfair, the Tyburn runs underneath South Molton Street, Avery Row, Bourdon Street, Bruton Lane, Lansdowne Row, the top of Curzon Street, and Half Moon Street. This river is a historic feature of Mayfair, forming part of an archaeological priority area, which has had an impact on the streetscape of the area. The existing organic street pattern along South Molton Street

⁵⁴ LP policy 4.8

⁵⁵ CP policy S21.

⁵⁶ See the language of LP policy 2.11.

⁵⁷ CP policy S6.

and further to the south reflects the form of the Tyburn's former riverbanks. There is an opportunity here to reanimate this route by promoting a new retail frontage along it.

- 4.1.14 The proposed route has been mapped on the retail frontages map. The Plan seeks to transform what in parts are back streets into a cohesive new retail linkage running through Mayfair: a retail-lined pedestrianised street with active ground floor frontages and intimate spaces. Road crossings will be marked to ensure the route is maintained, and a public realm strategy will be developed to enhance and unify the whole.
- 4.1.15 In places, the route is already well provided with retail, such as within the area called "The Lanes of Mayfair" - South Molton Street, Avery Row, and around. The proposed route also contains streets which, at present, are underutilised, comprise unattractive backs of buildings which could be brought to life by encouraging retail-led development with a unified route, with a mix of complementary uses. Bruton Lane is most obvious in this category, and, as well as being an opportunity for new shops to open up, this might be a suitable location for shop stalls and a farmer's market. Curzon Street has some activity, which could be enhanced in the long-term by positive policies to encourage retail in this alignment taking people from the new Bond Street West Crossrail Station south through Mayfair, and then to the west towards Hyde Park, diverting footfall away from Shepherd Market. There is currently a physical block to the route by way of a building on Bruton Place.

Securing a world class environment to support retail

Policy R3 – Retail Public Realm Improvements

- R3.1 All development proposed in East Mayfair should seek to contribute to improving the public realm in and around the West End Retail Frontages and Special Policy Areas, especially where those proposals accord with the principles set out within Policy PR1.**
- R3.2 The improvement of the public realm around Mayfair Shopping Frontages and Tertiary Shopping Frontages will be encouraged and supported where in accordance with the principles set out within Policy PR1.**
- R3.3 These priorities will be achieved through any development proposed in these areas both themselves providing for physical improvements by condition or s.106 Agreement, and making a financial contribution towards that end, such contribution to be applied by WCC in accordance with the public realm improvement priorities in this Plan.**

Reasoned Justification

4.1.16 In order to enhance and support the continued success of the international retail in Mayfair, particular focus is needed on public realm in and around the retail frontages.⁵⁸

4.1.17 The WESRPA makes specific policy provision for improving the pedestrian environment and improved public realm and access, including:

- ***Improved pedestrian environment*** to manage the significant pedestrian flows and address the adverse impacts of pedestrian congestion in the Primary Shopping Frontages
- ***Improved public transport provision*** and access to it, including Crossrail stations at Tottenham Court Road and Bond Street
- ***Improved linkages to and from surrounding retail areas and visitor attractions***

4.1.18 Given that retail is generally encouraged throughout Mayfair⁵⁹, and we have identified many other frontages within Mayfair where retail thrives and should be enhanced, the three WESRPA bullet points cited above should be applicable throughout Mayfair to support the importance of existing and emerging retail areas.

4.1.19 Policy PR1 already addresses public realm improvements and initiatives across Mayfair, and in part specifically relates to proposals around retail frontages.

4.1.20 The Forum considers that all new development which would have any increase upon the number of pedestrians already using the West End Shopping Frontages, should demonstrate how the public realm within the vicinity of the development is to be improved ultimately to an exceptional standard to mitigate the effect of any such increase.⁶⁰

4.1.21 Rightly, much focus is on the West End Retail Frontages – partly through their designation within the WESRPA. Whilst the City Plan identifies that public realm improvements around the West End Shopping Frontages located in East Mayfair are required in order to support the function of these areas, no specific plans or projects are identified.

Policy R4: Oasis Areas

R4.1 The following are to be Oasis Areas which will support the retail frontages through the provision of areas to relax, sit and to eat and drink as defined by this Plan, as illustrated on plan [Plan Ref]

- **Hanover Square (1)**
- **Brown Hart Gardens (2)**

⁵⁸ CP policy S6.

⁵⁹ CP policy S6 (and supporting text: "encouraged in any location").

⁶⁰ Cf CP policy S7 third bullet.

- Brooks Mews / Avery Row / Lancashire Court (3)
- Dering Street (4)
- Conduit Street / Mill Street (5)
- Sedley Place (6)
- South Molton Lane / Brook Street / South Molton Street (7)
- Clarges Mews (8)
- Heddon Street (9)
- Tenterden Street (10)
- North Row/Balderton Street (11)
- Duke Street / Weighouse Street (12)
- Swallow Street / Vine Street (13)
- Glasshouse Street/Sherwood Street
- Kingly Street
- Argyll Street
- Princes Street

R4.2 Proposals for development within Oasis Areas which include improvement of or provision of new urban green infrastructure will be supported.

Reasoned Justification

4.1.22 Oasis Areas are areas in and around retail frontages which provide quiet places of rest and reflection for shoppers to "recharge". They could comprise seating areas (although benches which allow for people to recline and sleep are positively discouraged), additional planting, wider pavements, and A3 café and restaurant uses (where appropriate in terms of scale and location), and are intended to support the main retail frontages as defined in this Plan.⁶¹

4.1.23 The Forum has identified specific Oasis Area locations – as shown on plan [Plan Ref].

Policy R5: Public Convenience

R5.1 New Large Scale Retail uses in the West End Retail Frontage should provide safe, secure and publicly accessible toilets, unless it can be demonstrated to the Council's satisfaction that this would be impracticable.

R5.2 These should be accessible for all, clearly signposted, with space for changing facilities for disabled people and baby changing and separate feeding.

⁶¹ CP policy S7 – but now applied to all retail frontages in this Plan.

R5.3 The proposed loss of existing toilets within existing retail floorspace and A3 units will only be permitted where services are to be re-provided in the immediate vicinity.

R5.4 Where appropriate, major development proposals in and around West End Retail Frontages and Mayfair Shopping Frontages, should contribute through s.106 Agreements and CIL to improvements to existing, and the provision of new accessible public toilets in Mayfair.

Reasoned Justification

4.1.24 There is a lack of public convenience facilities within Mayfair. Public toilets are identified as a vital service for both Londoners and visitors to the city. Public toilets can support businesses in boosting customer footfall, giving people more confidence to move around the City and helping to keep London clean.⁶²

4.1.25 There is existing protection in the City Plan policies for public conveniences.⁶³ In response to local consultation, however, this policy does not go far enough to address the need for further facilities within Mayfair.

4.1.26 Emerging policy will require public toilets to be provided along with proposals for large retail developments, leisure and entertainment developments, tourist attractions, and transport interchanges.⁶⁴ Whilst this is a positive proposed step, Mayfair needs action now, and in more defined locations to support the aims and aspirations of the identified retail frontages. Public convenience near to stations are particularly valuable.

Maximising the positive impact of retail on the area

Policy R6: Shopfronts

R6.1 Well-designed improvements to existing shopfronts will be welcomed. Proposals for new shopfronts should be designed to be well proportioned and enhance the character of the building, the shopping frontage, and the conservation area within which it is located.

R6.2 Shopfronts are expected to be of a high quality design and should demonstrate that they would enhance the character of the building and the surrounding streetscape. The protection of important original architectural detail, and where appropriate its reinstatement, will be supported.

⁶² 'Public toilets in London – Update' (London Assembly, July 2011)

⁶³ CP policy S34. "Social and Community Facilities" is defined as including "public toilets".

⁶⁴ CM34.1 in WCC Booklet 7 "Social and Community Uses".

Reasoned Justification

- 4.1.27 Shopfronts, including signage, canopies, lighting and outdoor furniture, contribute as much to the quality of the public realm in and around retail areas as the built form. It has the most visual impact, and therefore must be closely and carefully considered.
- 4.1.28 Due to the high quality retail frontages identified in this Plan, the quality of shopfronts in Mayfair are generally very high. The Forum wants to ensure however that this standard is enhanced still further, that new retail proposals are required to contribute to visual amenity by having high class shopfronts, and that sub-standard shopfronts are encouraged to improve.
- 4.1.29 Mayfair, perhaps of all the areas in Westminster, has "an underlying and subtle local distinctiveness", with "a particular air of refinement, which distinguishes it from other parts of the capital."⁶⁵ Shopfronts ought to respond to the character and appearance of Mayfair by paying special attention to the Council's conservation area character appraisal.⁶⁶ Shopfronts should respond to the building in which they are located, and the character and function of the wider retail frontage, as well as the characteristic elements of Mayfair as a whole. Emerging policy goes some way to highlighting architectural and heritage protection in shop fronts, but it is neither clear when this policy will come forward, nor precisely how this applies to Mayfair.⁶⁷
- 4.1.30 In light of the importance of shopfronts to Mayfair's role as an international retail area, it is considered that more detail should be added to help guide the design of new commercial development. The Forum therefore supports the preparation of shopfront guidance specific to Mayfair. Should the "Mayfair Shopfront Guidance" be implemented, any proposals for new shopfronts and shop signs will be expected to be in accordance with this.
- 4.1.31 If forthcoming, the Mayfair Shopfront Guidance should recognise the following three distinct areas in Mayfair:
- (a) The large retail shops and built form of the international retail thoroughfares on the periphery of Mayfair of Regent Street, Oxford Street, Park Lane (if growth comes forward in that regard in compliance with other policies in this Plan), and Piccadilly.
 - (b) Appropriate shop fronts in the other recognised international West End Retail Frontage of Bond Street. And
 - (c) Appropriate shop fronts in Mayfair Shopping Frontages and Tertiary Shopping Frontages, and new shop fronts across the area.

⁶⁵ 'Design Matters in Westminster' SPG (2001), p.6.

⁶⁶ See 'Shopfronts, Blinds and Signs - A Guide to their Design' SPG (1990) paragraph 2.

⁶⁷ 'Design – Developing Westminster's City Plan' (WCC Booklet No.8), CM28.7.

4.1.32 Some of these areas already have existing private guidelines prepared by landlords, and the Mayfair Shopping Guidance should take account of those.

4.1.33 The Guidance should also seek activation of sides and backs of shops where possible with high quality frontages.

Policy R7: Creative Originals

R7.1 Creative Originals are essential to the success of Mayfair's art, culture, and specialist retail offer and will be supported.

R7.2 Proposals for new Creative Originals retail development in Mayfair will be encouraged.

R7.3 Proposals which involve the loss of Creative Originals floorspace should be resisted unless being replaced nearby.

Reasoned Justification

4.1.34 Part of what makes Mayfair's retail offer unique is the proximity of world-class specialist retailers to their supporting craftsmen: bespoke tailoring occurs above tailors' shops in Savile Row; picture framers and other "Creative Originals"⁶⁸ support the arts world, represented by the great auction houses, the Royal Academy, and smaller galleries, particularly in and around the special policy areas in Mayfair; book binding occurs alongside antiquarian book sellers; jewellery work occurs alongside the famous shops in Old Bond Street; to name but a few examples.

4.1.35 The Forum considers it important that these collections of uses are supported and protected and this is done, in some parts of Mayfair, by the Council's Special Policy Areas⁶⁹. Savile Row is identified as a Special Policy Area to which special policy protection for tailoring applies and protects against its loss. Similarly, the Mayfair Special Policy Area is identified as an area containing art galleries, antiques traders and niche retail which are protected and encouraged within the Mayfair SPA area.

4.1.36 The close proximity of these uses brings great benefits: it increases the sustainability of the rightly famous specialist retail offerings in Mayfair; there is the potential to support desirable emerging young talent in the production associated with these specialist uses; it supports the vital function of art and culture in Mayfair; and, as Savile Row have demonstrated with their apprenticeship scheme, there is the potential for social transformation through providing creative learning and skills based training.

⁶⁸ CP Glossary.

⁶⁹ CP Policies CM2.3 and CM2.5.

4.1.37 Creative Originals form part of the wider "Creative Industries"⁷⁰ that can be found across London. These are an important element of the strategic uses which are to be supported and encouraged in the Core CAZ, and a major element in the Westminster economy.

4.1.38 The obvious threat to the existence of these uses in close proximity to the specialist retailers is the rental market in Mayfair.

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⁷⁰ "Creative Industries" – CP paras 3.24, 4.20, and 4.35.

4.2 Residential

Introduction

- 4.2.1 The residential scale of Mayfair's built form is a fundamental part of what makes Mayfair such a beautiful, peaceful and compelling place in which to live, work and visit. Even in those areas which have become important office and retail locations in their own right, the original residential buildings have been allowed to flourish.
- 4.2.2 Quite apart from the physical scale of the area, the residential use of Mayfair has been fundamental to its growth and establishment as a recognised and beautiful location in London. It will remain so in the Plan period.
- 4.2.3 The CAZ policies already referred to principally provide encouragement to commercial, cultural and retail development across the whole of Mayfair. However they do recognise the importance of residential communities within the CAZ, as follows:

The Mayor and boroughs and other relevant agencies should: work together to identify, protect and enhance predominantly residential neighbourhoods within CAZ, and elsewhere develop sensitive mixed use policy to ensure that housing does not compromise CAZ strategic functions in the zone.⁷¹

The quality and character of the CAZ's predominantly residential neighbourhoods should be protected and enhanced. This requires a variety of housing suitable to the needs of the diverse communities living in the area. It is also important, however, to make sure that this does not compromise the strategic functions in other parts of the CAZ.⁷²

[The Core CAZ] is also home to a number of long-standing residential communities, including some areas suffering deprivation within the West End.⁷³

The Core CAZ is an appropriate location for a range of commercial and cultural uses and complementary residential use, subject to [the strategic priorities of the Core CAZ].⁷⁴

Provision of housing within [the CAZ] is also intrinsic to its uniqueness and success... [It] plays a major role in defining the character of different parts of the CAZ.⁷⁵

Residential communities play a valuable role in CAZ making it a liveable and human centre, and part of the attraction for businesses and visitors. Existing and potential new residents and communities in the CAZ contribute to the unique overall mix and vitality that characterises much of the Zone. However, a careful balance must be struck between the

⁷¹ LP policy 2.12A(a).

⁷² LP para 2.57.

⁷³ CP para 3.28

⁷⁴ CP policy S6.

⁷⁵ CP para 2.22.

requirements and benefits of the varied strategic functions of the CAZ and the needs and sensitivities of local residents and communities.⁷⁶

4.2.4 This is the crux of the Plan. In this chapter a balance is struck. On the one hand, residential areas and communities are identified to provide fine granular detail in response to the general comments in existing policy set out above. On the other, there is recognition that the emphasis – the strategic priorities – of the whole area are not residential, and that growth is essential⁷⁷:

The benefits of genuine mixed use outweigh the difficulties of securing mixed use development or the additional management needs that may be generated by such a complex environment.⁷⁸

4.2.5 The two must coexist. It is "all about balance".⁷⁹ At root, the Forum believes that, with care, the two can flourish side by side.

4.2.6 One of the first steps to develop these ideas in the Plan has been to map Mayfair into sections. The Forum recognises West Mayfair as a location which is predominantly residential. Whilst there are important streets which are not predominantly residential within West Mayfair – such as Upper Brook Street which is almost entirely office, and Park Street and Upper Grosvenor Street where uses are genuinely mixed, the overall use and feel is in the main residential. This deserves particular recognition, given the general comments at London and Westminster level about the importance of residential communities within the CAZ and Core CAZ. This comparative tranquillity is coming under increasing pressure given Mayfair's location in the Core CAZ and potentially the additional challenges that the night tube and Crossrail will bring.

4.2.7 The other spatial areas of Mayfair mapped by the Forum – East and Central Mayfair, are different. East Mayfair is fundamental to the vibrancy of the West End. Retail and commercial growth must be allowed to flourish without fetter.

4.2.8 In Central Mayfair, these two poles come together. It is the location where the balance between residential and other uses needs most carefully to be struck. For instance, there are definite quieter residential streets, such as Bourdon Street, Farm Street, Mount Row and Charles Street, which maintain a strong residential use and feel. There are other pockets of residential use found within bustling environments, such as the important communities in Berkeley Street and Shepherd Market. On the other hand, major commercial retail and entertainment uses coexist – for instance on Davies Street, Mount Street, Berkeley Square, and Upper Brook Street.

⁷⁶ Mayor of London "Central Activities Zone" SPG (March 2016), paragraph 1.3.4.

⁷⁷ See chapter 3.1 above.

⁷⁸ CP para 3.6.

⁷⁹ CP para 3.6.

Policy RU1: Residential use in West Mayfair

RU1.1 Proposals for development in this area should respond positively to the character and quality of West Mayfair as a predominantly residential neighbourhood in terms of design and amenity.

RU1.2 Development will be supported which provides for a mix of residential unit size which are in keeping with the scale, character and context of the area (see also Design Policy 3.1).

RU1.3 Net loss of residential units in West Mayfair should be resisted.

Reasoned Justification

4.2.9 The provision of residential use across Mayfair is already heavily prescribed in adopted policy.⁸⁰ In respect of Central and East Mayfair, the Forum will partially rely on that existing policy to drive further residential growth striking the "balance" referred to above, whilst also, at a general level, actively promoting mixed use growth including residential throughout Mayfair (see [Growth policy] above).

4.2.10 The designation of the Core CAZ, and its policies which do not necessarily identify new residential development as a priority within the area, means that the Forum's focus is to ensure that existing residential use in West Mayfair remains recognised, encouraged, and protected, supporting its status as an important residential neighbourhood within the Core CAZ.⁸¹

Policy RU2: Complementary uses in West Mayfair

RU2.1 In West Mayfair, proposals for retail and entertainment uses will be supported where they complement and support the residential function and character of West Mayfair.

RU2.2 There should be no net loss of Local Convenience Retail and Social and Community Facilities unless:

- a) it can be demonstrated that there is insufficient demand for that use by:
 - i) the floorspace having been actively marketed as either Local Convenience Retail, or Social and Community Facilities, as appropriate; and
 - ii) the floorspace has been widely marketed at a reasonable market value and other terms for similar floorspace in that locality; or
- b) similar provision is made elsewhere in Mayfair.

⁸⁰ See for instance CP policy S1.

⁸¹ CP policy S6.

Reasoned Justification

- 4.2.11 West Mayfair contains some streets notable for their private offices (such as Upper Brook Street), and retail provision complementary to the predominant residential use (such as North Audley Street).
- 4.2.12 In West Mayfair, offices will remain appropriate alongside residential in accordance with City Plan policies.
- 4.2.13 The provision of office floorspace is strongly protected alongside residential in Mayfair generally⁸². Whilst City Plan policy identifies retail as being generally encouraged in this location⁸³ and South Audley Street/Mount Street are designated as Other Shopping Centres⁸⁴, the Forum wishes to protect and enhance viable Local Convenience Retail provision which remains complementary to West Mayfair's predominant residential feel⁸⁵.

Policy RU3: Residential Amenity

RU3 Proposals for new commercial or entertainment uses in Mayfair must demonstrate how they protect the amenity of nearby residential units and create no additional adverse effects (after mitigation) such as noise, and rubbish between 11pm and 7am.

Reasoned Justification

- 4.2.14 In order for the residential community across Mayfair to flourish alongside its internationally acclaimed cultural, retail, and commercial uses, proposals for new uses which are not residential must recognise and respect the "intrinsic" role which the residential community has in Mayfair. Even in the most bustling and active parts of Mayfair, part of its charm is the proximity of neighbouring pockets of quietness.

Policy RU4: Construction Management

RU4 To be supported, any new development proposals in Mayfair which require the introduction of construction traffic within Mayfair, must demonstrate (through a construction management plan) how the impact on traffic and residential amenity will be mitigated such that the development will have minor temporary and permanent effects at most. In addition, the assessment must comply with the Construction Code of Practice, consider cumulative impacts with other developments in the vicinity, and be undertaken in consultation with the Mayfair worker and resident community in the vicinity.

⁸² See for instance WCC City Plan S1.

⁸³ CP policy S6.

⁸⁴ City Plan Appendix 2: "a locality which contains a distinct shopping area and where retail floorspace is encouraged."

⁸⁵ See LP policy 4.8, CP policy S21 and paras 4.30 and 4.32.

Reasoned Justification

- 4.2.14 With the exceptions of certain local distributor roads such as Brook Street, Bond Street, Grosvenor Street and Park Street and a number of local link routes, other roads within Mayfair's borders are small local access roads. The intricate and narrow nature of the roads, particularly to the south of Mayfair, combined with the residential predominance of some areas, means that it is essential that effective construction traffic management and residential amenity measures are secured for all development in Mayfair.
- 4.2.15 Development in and around West and other parts of Mayfair is currently putting a heavy burden on the small and intimate road network. With substantial developments currently proposed in the sub-area, that pressure is likely to increase. It is not clear whether existing proposals have considered and addressed the cumulative effect on the residential road network of several proposals being developed out together, in terms of the increase in construction traffic, road closures and noise.
- 4.2.16 Whilst major developments are required to consider and submit for approval traffic management schemes,⁸⁶ in Mayfair it is appropriate for all developments to do so. Noise should be minimised and contained⁸⁷. The community must be consulted in the process of approval.

⁸⁶ Town and Country Planning (Environmental Impact Assessment) Regulations 2011, and CP policy S29.

⁸⁷ CP policy S32.

4.3 Commercial

Introduction

- 4.3.1 Commercial and other non-residential activity is established in the City Plan as the general priority in Mayfair.⁸⁸ The Residential chapter at 4.2 above sets out how the Forum sees an appropriate "balance" being struck for the residential communities' flourishing in Mayfair. This chapter sets out how that "balance" should be struck so that the commercial communities continue to flourish in Mayfair.
- 4.3.2 In particular, the Forum has recognised that Central Mayfair (see appendix ii), lying between the international retail destinations of East Mayfair, and the predominantly residential neighbourhoods of West Mayfair, performs a strong commercial function.
- 4.3.3 Many of the surviving domestically-scaled buildings in Central Mayfair have changed their use a number of times and are seen as highly desirable office headquarters. Restaurants and discreet bars characterise the side streets and the area has a number of important private members clubs, a westward extension of St. James's.
- 4.3.4 In particular, the area has become known for commercial activity relating to the property and financial (in particular hedge funds and private equity) sectors, as well as containing embassies, hotels, and Mayfair Shopping Frontages.
- 4.3.5 Commercial use thrives alongside residential and other uses in Central Mayfair: notable examples include Davies Street, Berkeley Street, Mount Row and Hill Street.

Policy C: Commercial Growth in Mayfair

- C1 New office floorspace will be encouraged in Central and East Mayfair, whether forming part of new development or created as a result of the application of WCC policies relating to residential conversions.**
- C2 The loss of office floorspace to residential in Central and East Mayfair will be resisted unless, as part of those development proposals, the amount of office floorspace lost will be reprovided to an equivalent standard within the Central and Eastern areas.**

Reasoned Justification

- 4.3.6 WCC policy recognises that Mayfair and elsewhere within the Core CAZ accommodates the greatest proportion of Westminster's office stock. There has been a sustained period of office losses since 2010/11, indicative of unprecedented changes to market conditions linked to the exceptionally strong performance of the housing market.

⁸⁸ CP policy S18.

- 4.3.7 Newly updated WCC policy encourages new office use, directing it to Mayfair amongst other key clustering locations, and prevents changes of use from office to residential other than where certain criteria are met.⁸⁹ Further, where certain large increases of residential floorspace are proposed in office buildings, policy requires the provision of commercial (and/or social and community floorspace) either on site, off site, or by contribution to the Civic Enterprise Fund.⁹⁰
- 4.3.8 Rather than providing for strict restrictions on changes of office use, which would be a more negative application of WCC's policies, we wish to encourage and direct the greatest new office floorspace to within Central Mayfair. We have nothing more to add on the restrictions applying to office to residential conversions as described in WCC policies S1 and S20.

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⁸⁹ CP policy S20.

⁹⁰ CP policy S1.

4.4 Cultural and Community Uses

Introduction

4.4.1 Social, community, and cultural uses are vital in Mayfair⁹¹. As more growth comes forward, and transport links such as Crossrail are delivered, the number of people needing to access these buildings which provide those uses will only increase. Certain community uses also provide valuable support to people experiencing deprivation and homelessness, which in turn addresses the issue in Mayfair of beggars on streets. There is a land value disparity between developing existing buildings for residential or office use in Mayfair on the one hand, and developing or retaining buildings for social and community use. There is little incentive to provide new social, community and cultural buildings as a result. A contingent danger is that permanent residents in Mayfair move away from the area.

Existing Policy Framework

4.4.2 There is good protection for buildings of cultural and community value in adopted and emerging Westminster policy. However in certain instances, the Forum think protection should and can go further.

4.4.3 Existing WCC policy S34 protects existing social and community floorspace and encourages new floorspace.

4.4.4 The existing protection is that a change to the social and community use on a particular site will only be allowed where the existing use is being reconfigured, upgraded, or relocated. There will be a need to demonstrate improvement, and that no alternative provider is willing to take the space.

4.4.5 Emerging proposals which now have weight as material considerations put more onerous requirements on a move away from social and community use and will require an applicant to demonstrate that the site has been marketed for a period of 12 months to demonstrate the absence of alternative providers.⁹²

4.4.6 Government policy has also moved towards further protection for local social and community uses – most notably now embodied in the ability to designate buildings as assets of community value, preventing sale for a moratorium period while community groups investigate funding availability, and becoming a material consideration in the determination of planning applications.⁹³

⁹¹ See CP policy S34.

⁹² Social and Community Uses, Booklet No.7, Westminster City Plan Consultation - CMP Revision February 2014.

⁹³ See Localism Act 2011 ss.87-92.

Policy SC: Community Uses

- SC1 Applications to change the use of Social and Community Facilities and other community uses in Mayfair will be resisted, other than a change to a different Social and Community Facilities use.**
- SC2 Development resulting in a change of use or loss of Social and Community Facilities floorspace will be approved where suitable reprovion is at the same time secured within Mayfair.**
- SC3 Applications to change the use of all existing public houses within Mayfair will be refused, unless:**
- a) the existing pub has been actively marketed as such for a period of not less than 12 months; and**
 - b) this floorspace has been widely marketed at a reasonable market value and other terms for pub floorspace in that locality, with no reasonable prospect of the public house use being continued.**

Where pub floorspace can be changed as a result of this policy, the preferred replacement use will be other community floorspace, or Class A4 use.

- SC4 WCC CIL and s.106 receipts should be used to strengthen community facilities (see infrastructure requirements chapter 6 below).**

Reasoned Justification

- 4.4.7 The Forum have developed and consulted upon a map which highlights those buildings in Mayfair which contain social and community uses, which uses the locals consider to be important enough for special designation.

[insert map]

- 4.4.8 These include churches, notable Grade 1 listed buildings such as the Royal Academy and Apsley House, the Curzon Cinema⁹⁴, Saint George's Primary School (currently the only school in the area)⁹⁵, the Mayfair Library, the Royal Institution, and the Handel Museum. Their existence, both through use and built form, are intrinsic to the character, culture, and sustainable development of Mayfair, as they provide the facilities which residents, workers, and tourists enjoy and require.

⁹⁴ Built in 1963-66 by H. G. Hammond for Sir John Burnet, Tait and Partners, architects and described by Historic England as "the finest surviving cinema building of the post-war period, it is also the least altered."

⁹⁵ At the time of writing, Eaton Square Upper School, a new senior school linked to Eaton Square School, is proposed to be located at 106 Piccadilly, opening in September 2017.

- 4.4.9 National policy encourages the bringing into viable use of heritage buildings to ensure their vibrancy and beneficial public use, so as also to fund necessary heritage improvements.⁹⁶ The policies below therefore strike a balance between preserving important community uses, whilst allowing some flexibility in certain circumstances.
- 4.4.10 More generally, there is wide community support for the protection of all existing public houses across Mayfair.⁹⁷ This support, and policy SC3 below, are evidence which supports the making of an Article 4 direction⁹⁸ removing permitted development rights to change the use of pubs in Mayfair.

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⁹⁶ NPPF para 126 et seq.

⁹⁷ Draft policy WM3 and 4.

⁹⁸ Under the GPDO.

4.5 Shepherd Market

Introduction

- 4.5.1 Shepherd Market is a unique, small-scale retail and entertainment use area with a significant residential community. In the mid-18th Century, Edward Shepherd was commissioned to develop the site, an intimate collection of small streets between Piccadilly and Curzon Street. It was completed by the end of the century, with paved alleys, a duck pond, and a two-storey market topped with a theatre.
- 4.5.2 Today, it thrives as a destination for small restaurants, clubs, shops and pubs, with the large Curzon Cinema adjoining.

Policy SM1: Preserving the special character of Shepherd Market

SM1 Within Shepherd Market:

- (i) New entertainment uses will only be permitted in Shepherd Market where they are small-scale, low-impact and will not result in an increased concentration of late night activity within the area, or an increase in harm to residential amenity.**
- (ii) Where appropriate under SM1(a) above, new entertainment uses will also need to demonstrate that they are appropriate in terms of its relationship to the existing concentration of entertainment uses in Shepherd Market and that they do not adversely impact on local environmental quality and the character and function of the area, with reference to the principles contained within policy PR1.**
- (iii) Any new or increased outdoor use related to an existing or a proposed entertainment use will only be allowed where it will not result in an increase in harm to residential amenity.**

Reasoned Justification

- 4.5.3 Shepherd Market has a more intimate and secluded feel than the busier main streets elsewhere in Mayfair and therefore makes a unique contribution to Mayfair, balancing the Core CAZ by providing complementary uses such as restaurants, pubs and cafes.⁹⁹
- 4.5.4 In Westminster, WCC have designated certain Stress Areas where entertainment uses have reached a level of saturation.¹⁰⁰ In these areas:

"New entertainment uses will need to demonstrate that they are appropriate in terms of the type and size of use, scale of activity, relationship to any existing concentrations of

⁹⁹ LP policy 2.11, and CP policy S1(2).

¹⁰⁰ CP paragraph 4.39.

entertainment uses and any cumulative impacts and that they do not adversely impact on residential amenity, health and safety, local environmental quality and the character and function of the area.

In order to ensure that these entertainment uses do not have a detrimental impact on the city it is vital that their effects are closely monitored and controlled. New entertainment uses which operate late at night...have the potential to create a disproportionate impact on the surrounding areas."

- 4.5.5 Given the consultation feedback received, it is appropriate to class Shepherd Market as a Local Stress Area.¹⁰¹ Shepherd Market meets the above characteristics of a "Stress Area". It is a unique area, characterised by small streets and small commercial units, occupied by a mix of retail and entertainment uses. Whilst Shepherd Market has demonstrated, through local licensed business adhering to a voluntary code of practice restricting activities over and above their licensing restrictions, that it is possible for a high level of night-time activity can live harmoniously alongside local residents, it is unable to cope with a higher level of entertainment uses, given its scale and character.
- 4.5.6 A similar point could be made in relation to Berkeley Street, where WCC do now recognise an over-intensification of similar uses.¹⁰²
- 4.5.7 The Forum considers that additional protection is required for Shepherd Market to safeguard its small-scale and unique character and to avoid a harmful concentration of entertainment uses being permitted. There is particular concern over the outdoor use of licensed premises, given the close proximity of residents within Shepherd Market, for which additional policy protection is required.
- 4.5.8 The definition of "small-scale" will be interpreted in accordance with the size and nature of a development proposal, against the scale of the surrounding streetscape, the adjacent unit sizes and the intensity of neighbouring uses.

Policy SM2: Public Realm Improvements in Shepherd Market

SM2.1 All development proposed in Shepherd Market will contribute to improving the public realm within the area, especially where those proposals accord with the principles set out within Policy PR1.

SM2.2 Improvements to the public realm within Shepherd Market will be achieved through any development proposed within the area both by providing for physical improvements by condition or s.106 Agreement, and making a financial contribution towards that end.

Reasoned Justification

¹⁰¹ Cf the designation in CP policy S6.

¹⁰² See decision in relation to planning application ref 16/01377/FULL

4.5.9 Shepherd Market is identified within the Plan as a Tertiary Shopping Frontage, yet has a unique scale and character. The public realm, and particularly pedestrian access, is lacking in quality in some areas.

4.5.10 In order to achieve improvements to the public realm to enhance the retail and entertainment experience in Shepherd Market¹⁰³, the Forum supports and endorses the proposals of the Shepherd Market Association of Retail and Traders (SMART) to enhance the public realm and pedestrian experience in Shepherd Market.

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¹⁰³ As required by CP policies S6 and S41.

4.6 Servicing and Deliveries

Introduction

4.6.1 The consultation exercises undertaken by the Forum gave a clear message that there is poor coordination of servicing and delivery vehicles in the area – particularly on the most important retail frontages such as Bond Street. We are therefore introducing policy to encourage measures which will improve air quality and promote solutions which would reduce the need for vehicle movements.

Policy SD1: Servicing and Deliveries

SD1.1 All new retail development, commercial development, and large scale residential development should demonstrate (through the provision of a delivery service plan with the application) how steps have been taken to provide improved waste and servicing arrangements in existing shopping frontages, including but not limited to how retail servicing is met by:

- (i) Consolidating waste and retail servicing within the shopping frontage or immediate area;**
- (ii) Provide for servicing by electric vehicles or, other zero carbon measures and**
- (iii) Working with other occupiers in the vicinity**

SD1.2 All new development is required to demonstrate that the proposed waste and servicing arrangements will not adversely impact the amenity of neighbouring occupiers.

Reasoned Justification

4.6.2 Existing policy already seeks to ensure that freight and waste servicing and deliveries should be managed in such a way that minimises adverse impacts, which may include provision for shared delivery arrangements and restrictions on types of vehicles¹⁰⁴. However, no specific measures or requirements have been identified.

4.6.3 The international importance of the existing retail in Mayfair, and the potential for exciting growth in retail, warrants a more directive approach.

4.6.4 In certain areas of Mayfair, landlords have been driving transformative change already. For instance, the Crown Estate are targeting a 50% reduction in Regent Street, through an 80% reduction in vehicle movements, and the operation of electric lorries.

¹⁰⁴ CP policy S42.

4.6.5 This policy is applicable to retail, but equally so to commercial and large scale residential development (development comprising additional residential floorspace over existing built footprint).

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5. BUILDING ON HERITAGE

A treat for the eyes

Everything you need

Safe and clean

5.1 Design

[Building heights to be discussed further. Reference to be included within Growth Chapter]

Introduction

- 5.1.1 Exemplary design stands at the heart of sustainable development.¹⁰⁵
- 5.1.2 Mayfair's heritage is one of the most prestigious in the Country.¹⁰⁶ The buildings and spaces that have formed Mayfair are historic and beautiful.
- 5.1.3 An approach is therefore warranted which supports only the most impressive and sound design proposals for development in the area, responding intrinsically to the existing vernacular and character, and only being permitted where the Conservation Area is enhanced. Whilst this might be manifest in modern architecture as opposed to pastiche, only the highest standards will be accepted, through independent verification.
- 5.1.4 Design is a key principle within the vision and values created by the Forum. Not only do the values aim to create streetscapes which are designed and maintained to the highest standard, it also goes to the heart of the overall vision; to confirm and enhance Mayfair as an attractive area within which to live, work and visit.
- 5.1.5 [Text on sustainability to be inserted]
- 5.1.6 [Specific conservation area detractors to be inserted / reference made to map]

Policy D: Design

- D1 Proposals for new development in Mayfair will only be supported where they are of the highest quality of design.**
- D2 Applications for development in Mayfair will be refused unless they include as part of the application submission:**

¹⁰⁵ See NPPF 9, 17 bullet 4, and 56-68; PPG "Requiring Good Design" paragraphs 56-66; LP policies 7.1, 7.4, 7.6, 7.8, and 7.9; and CP policy S28.

¹⁰⁶ See Appendix [Key Policy Constraints – Conservation Areas and Listed Buildings].

- where the application is required to be accompanied by a Design and Access Statement¹⁰⁷, the DAS must include evidence of how the developer and its design team has responded to Mayfair's internationally significant character and heritage, both in terms of the Conservation Area, the Character Area as designated by this Plan, and the setting of listed buildings in the vicinity.
- Where the application is not required to be accompanied by a DAS, a heritage statement must be included with the application setting out the same points.

D3 Proposals will be supported where they reflect the existing vernacular of Mayfair, in terms of its heights, scales, and uses. Departures from the existing vernacular within the Conservation Areas will only be permitted where design of the highest quality has been proposed and independently verified, and where compliance with other policies in this plan (such as SG, [update referencing]) has been demonstrated.

D4 Applications relating to external electrical wires, aerials, plant and equipment such as air conditioning units, CCTV, burglar alarm boxes and satellite dishes should be hidden from view, or, if this is not possible, have their visual impact minimised.

¹⁰⁷ By virtue of article 9 of the Town and Country Planning (Development Management Procedure)(England) Order 2015

5.2 Environment and Sustainability

[TO BE REVIEWED ONCE further discussion taken place with Arup ET al]

Air Quality

- 5.2.1 The air quality in Mayfair and the greater Westminster area is recognised in the City Plan as being some of the poorest air quality in Europe, with concentrations of nitrogen dioxide and particulates regularly exceeding national and international acceptable levels.¹⁰⁸ Air quality is a particular challenge in Mayfair: Oxford Street, in particular at its western extremity around Marble Arch, Piccadilly and Park Lane have been proven to exceed air quality emission targets in its own right¹⁰⁹. This is despite Mayfair's location near Hyde Park, Green Park, and a number of green squares, which do little to mitigate the detrimental impact on human health of the area's poor air quality. Whilst road traffic is a major pollutant, gas combustion (principally from domestic and commercial boilers) is comparable.
- 5.2.2 Development will need to consider its impacts holistically, so that one element of the air quality health is not improved to the detriment of another (as has been seen in London with the encouragement of diesel vehicles, biomass boilers and decentralised power generation at the cost of local air quality.) Therefore, developers should demonstrate that they have considered all emissions holistically and embed win-win solutions that will achieve multiple environmental, social and economic objectives simultaneously by, for example, improving air, climate, energy, health and transport. Where possible, new developments should compare their proposed emissions with those of the existing development and use layman's language in their communications.
- 5.2.3 The Forum is also committed to 'science-based emissions reductions targets' for greenhouse gases (e.g. carbon dioxide (CO₂) and tropospheric ozone (O₃)) and energy use in order to reduce total greenhouse gas emissions in Mayfair in line with the most ambitious global goals provided by the Paris Agreement (i.e. 1.5°C above base level).
- 5.2.4 A key element in reducing all emissions is producing energy from renewable sources. In the future the Forum expects development to minimise its carbon and other greenhouse gas emissions by, amongst other things, producing as much renewable energy on site as possible e.g. through the installation of solar windows, solar panel systems for heating water, photovoltaic cells that convert sunlight to electricity and air or ground source heat pumps.

ES1 Air Quality

ES1.1 Development which makes a significant improvement to the quality of Mayfair's air will be supported.

¹⁰⁸ CP policy S31 and supporting text.

¹⁰⁹ According to studies carried out by King's College London, and reported in the Guardian on 8 January 2016.

ES1.2 Development which makes a significant improvement to air quality will:

- (i) Achieve an improvement in the internal and external air quality and reduction in greenhouse gases of the application site and surrounding areas by:
 - (A) achieving zero local emissions to air and zero total emissions by 2020;**
 - (B) helping Mayfair to reduce all air pollutants below WHO guidelines; and**
 - (C) complying fully with the most ambitious international standards such as ASHRAE's Air Quality Guide, BREEAM, BS:EN 13779 (2012), ISO 16890, LEED and WELL.****
- (ii) Supply its needs locally as far as possible from renewable sources (a minimum of 25% of total energy need locally by 2020 and 50% locally by 2025).**
- (iii) Generate as much energy as possible on site using renewable sources (a minimum of at least 25% of its total energy needs locally by 2020 and 50% locally by 2025). Energy will not be renewable if it incorporates directly or indirectly biomass burning, combined heat and power plants, gas boilers or diesel generators.**
- (iv) Use offsite sources of renewable electricity where possible.**
- (v) Include adaptation measures to minimise residual environmental impacts on those using the development.**
- (vi) Incorporate systems to automatically minimise consumption of energy when a building is unoccupied.**

Sustainable Water

5.2.5 Water is taken for granted. A plan which is sustainable for the future must treat it both as a precious resource and as a potential threat. This needs to be factored into all development so that water is conserved when it is scarce and, when it is not, channelled in ways that are safe and free from pollution. Water quality must also be protected and enhanced for current and future generations.

5.2.6 Household water use is a testing ground for creating the strategies and social behaviours necessary for water use reduction in agriculture and industry. Householders are the largest growing consumers of water, yet householders should have the greatest ability to influence the amount of water that they use. The way in which development is designed can play a part in assisting householders in reducing their consumption of water. Development should therefore be designed to ensure that total water consumption is reduced.

- 5.2.7 The impacts that water both shortages of supply and excesses from flooding has on London and may have in the future are potentially severe and linked with other environmental policies and problems, in particular climate change. Flooding is identified as a particular concern in the City Plan for instance.
- 5.2.8 Development should increase the capacity and resilience of the network locally and further afield where possible e.g. the use of non-return valves should be considered.
- 5.2.9 There is also growing concern about the quality of the water and the amount of pollutants that are discharged from households and other buildings into the riparian system. Development should therefore seek to include measures which reduce the impact of solids and 'down the drain' chemical pollutants e.g. bleach, cooking fats, microbeads and wipes.

ES2 Sustainable Water

- ES2.1 Development which seeks to reduce water consumption will be supported.**
- ES2.2 Development which improves the quality and content of waste water will be supported. In particular, design proposals which include measures that reduce the impact of solids and 'down the drain' chemicals e.g. bleach, cooking fat, microbeads and wipes.**
- ES2.3 Development proposals should detail how water consumption and measures to improve the quality of waste water have been considered through the use of water-reducing appliances, grey water, rainwater and [back] water recycling**
- ES2.4 All new development must adopt a sustainable drainage plan that minimises surface run-off and addresses storm water and clean and dirty water needs locally e.g. drinking, cooking and bathing water and sewage.**
- ES2.5 Development must ensure that water discharged from the development into drainage or sewerage is free from pollutants.**

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6. INFRASTRUCTURE REQUIREMENTS

6.1 CIL and s.106

How the Community Benefits from s.106 Agreements and CIL

- 6.1.1 A key consideration which affects a decision whether or not to grant planning permission, is the way a proposed development responds to and impacts on its surroundings. In the past, local councils set out in policy those areas to which they expected all developments to contribute, so that area wide improvements could be secured. Examples might be new family housing developments making financial contributions to the improvement or provision of new schools; or securing the provision of affordable housing. As well as area wide improvements, developments would then also have to mitigate site-specific negative impacts caused by the proposal in question.
- 6.1.2 Traditionally, these material considerations would be resolved by a combination of planning conditions attached to a permission, and s.106 Agreements.
- 6.1.3 In 2010, the Government introduced a new tax on development to standardise some of the area wide contribution which a development makes. This is known as the Community Infrastructure Levy¹¹⁰. All councils have the opportunity to specify in a list what infrastructure they would like to see improved and enhanced over the lifetime of a plan¹¹¹, and to set a standard levy per additional square foot of built development which a proposal will generate. Each development pays the levy to the Council, who then applies the funds to the specified infrastructure.¹¹²
- 6.1.4 CIL has not replaced s.106 Agreements altogether; they are still used to secure site specific infrastructure and other requirements not covered by the CIL payment.¹¹³
- 6.1.5 As the 'Collecting Authority'¹¹⁴, WCC hold all receipts from CIL and s.106 Agreements to spend on their own infrastructure requirements.
- 6.1.6 Once the Plan is made, the Forum is able to specify to WCC our own list of infrastructure requirements. At least 25% of CIL money paid by Mayfair development must then be spent within Mayfair. WCC must engage with the Forum and agree with us how that money is to be spent in Mayfair.¹¹⁵
- 6.1.7 Further, the policies in the Plan provide justification for specific developments contributing via s.106 Agreements to new infrastructure in their vicinity. They also outline the sort of

¹¹⁰ See the 2008 Act Part 11, and the CIL Regs.

¹¹¹ CIL Regs 123.

¹¹² CIL Regs 59.

¹¹³ CIL Regs 123(3).

¹¹⁴ CIL Regs 10.

¹¹⁵ PPG "Community Infrastructure Levy" para 073.

priorities which new development might affect and are required to resolve in order to mitigate their impact.

Allocation of CIL Receipts

6.1.8 In respect of the 25% CIL receipts for Mayfair developments which WCC must spend in Mayfair, the allocation of funds is, in principle, broad. There is freedom to spend the money in Mayfair on "the provision, improvement, replacement, operations or maintenance of infrastructure or anything else that is concerned with addressing the demands that development places on an area."¹¹⁶

This Plan's Priorities

6.1.9 This Plan therefore sets priorities:

- (i) Of specific infrastructure of Mayfair-wide importance to which the 25% of CIL receipts should be allocated;
- (ii) A generic list of priorities to which new development will need to contribute as material considerations (our own infrastructure list); and
- (iii) A list of other improvements in Mayfair to which developments in the vicinity will need to contribute via s.106 agreements, regardless of their inclusion within Westminster's regulation 123 list.

6.1.10 Whilst the requirements and priorities of the Plan in this regard are set out in full in the relevant sections above, these are summarised in the three tables below.

Ongoing Monitoring of CIL Spending and Review

6.1.11 London Borough control of the 25% of CIL money earned locally is a wider issue that has been taken up by the Neighbourhood Planners Network.¹¹⁷ Its intention is to ensure that borough councils provide greater clarity and certainty that CIL money will be used to address the priorities raised locally and that communities will have a clear say in this. The Forum supports this position and separately will write to the Mayor of London requesting:

- (a) To publicise Mayoral best practice guidance for Boroughs on consultation and engagement on Neighbourhood CIL.
- (ii) The Mayor committing to review annual monitoring reports on Borough CIL spend and publishing an assessment of the extent to which neighbourhood level priorities

¹¹⁶ CIL Regs 59F(3).

¹¹⁷ <http://www.neighbourhoodplanners.london/>

(including those set out in 'made' neighbourhood plans) have been realised. This could be done alongside the annual report on the use of Mayoral CIL.

- (iii) The Mayor to lead an awareness raising program for the importance of neighbourhood planning and CIL across London.
- (iv) The Mayor to recognise, in Mayoral initiatives, the role of neighbourhood planning and CIL in delivering on London-wide priorities.

6.1.12 The Forum will review the spending on CIL and CIL priorities annually at its annual general meeting.

6.1.13 Any proposed changes to the CIL spending priorities will be published for comment by the community and any other interested parties. Once finalised, the new list will be published on the Forum website and in any published literature as appropriate.

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6.2 Neighbourhood Infrastructure Requirements

[*TO BE REVIEWED / DISCUSSED / AMENDED FURTHER]

- 6.2.1 The planning policies in this Plan make reference to the desire for certain schemes and infrastructure requirements to be funded by s.106 agreement for relevant developments, or through CIL funding.
- 6.2.2 Through consultation, further infrastructure requirements have been identified by the community. For convenience, these are summarised into the following three categories.

Identified s.106 Contributions:

- (a) **Public Realm improvements** in the vicinity of the development in accordance with the principles contained within the Plan (Policy reference: PR1 PR3, PR4, PL1, PL2.1, PL3, R4, SM2.2).
- (b) **Social and community facilities:**
- (i) major retail development to provide public conveniences either within the development or a financial contribution to public conveniences in the vicinity of the development (Policy R6.4);
 - (ii) where a development is providing a social/community facility floorspace the use of this floorspace as a social/community facility will be secured through a s.106 agreement (Policy SC5).

Identified Policy Priorities for CIL Receipts:

- (a) **Public Realm Improvements** - Public Realm improvements across Mayfair in accordance with principles contained within Policy PR1.
- (b) **Transport and highways** – transformational change to Park Lane.
- (c) **Social and community facilities** – public conveniences and provision of social and community facilities within Mayfair.

Other Required Infrastructure Items:

- 6.2.3 During consultation, further specific infrastructure items which are of Mayfair-wide importance were identified. The Forum considers that these items should receive the 25% allocation of CIL receipts.
- (a) Street lighting
 - (b) Pollution (artificial trees)

- (i) Greening projects
- (d) Public realm initiatives
 - (i) SMART / Bond Street Projects
 - (ii) Public Art Projects
- (e) Street-scapes
- (f) Communications improvements
 - (i) Fibre enable the Mayfair telephone exchange (to provide ultra-fast broadband connections).
- (g) Technology improvements – 5G
- (h) Public toilets
- (i) Play facilities in Mount Street Gardens / wider Mayfair
- (j) Homeless people
- (k) Access to parks / public squares
 - (i) Safety / improvements
- (l) Community uses of squares
 - (i) Café / refreshments
- (m) Signage
 - (i) Heritage
 - (ii) Way finding
- (n) Mayfair Museum
- (o) Down Street Station
- (p) Other community projects / spaces
- (q) Improvements to Mayfair Library

7. **NEIGHBOURHOOD MANAGEMENT**

7.1 The Forum has identified neighbourhood management issues within Mayfair that cannot directly be addressed by way of planning policy but which need to be addressed so that the Forum's vision to 'make Mayfair the most desirable and attractive area of London to live work and visit' can be achieved.

7.2 The Forum supports the words of the West End Partnership's night time economy working group where it states "the diversity of the evening and night time economy offer by the West End is vital to its success. This means that where residents, premises, staff, patrons and entertainers of any kind act responsibly without damaging the fabric and sense of place in the West End, they will be welcomed as part of the West End family. Failure to act responsibly however, will result in strong co-ordinated remedial action. Problematic behaviour resulting in crime, disorder or public nuisance whether committed by individuals, encouraged by poorly managed premises or driven by wider issues will not be tolerated".¹¹⁸

7.3 Many of the issues identified fall within the remit of licensing and the Forum's ambition is to improve the identified shortcomings of licensing by continuing discussions with WCC on how these can be improved:

Issue	Action
Idling (chauffeur cars, minicabs, delivery vehicles)	Work with WCC to move from an educational to enforcement approach (parking attendants to move on idling vehicles/require engines to be switched off/reducing vehicle numbers)
Reduce traffic flow	Work with WCC to promote and encourage alternative means of transport including electric and autonomous vehicles
<p>Nuisance and anti-social behaviour:</p> <ul style="list-style-type: none"> • Cycling on pavements, wrong way up one-way streets, jumping traffic lights + ID plates • Pedicabs • Begging • Rough sleeping 	<p>Work with WCC to explore ways that these types of nuisance and anti-social behaviour can be reduced and managed</p> <p>Where a phone box is genuinely redundant, seek their removal. Where listed, seek alternative uses.</p>

¹¹⁸ Night time working group to the West End Partnership – reference being checked with MD.

<ul style="list-style-type: none"> • Busking (particularly with amplification) • Sex trade adverts in phone boxes • Mis-use by non-residents of residents' parking bays • Pugging (forceful sales techniques of cosmetic sellers) & chugging (charity workers) • Shisha establishments • Feeding of pigeons • Early or late noise from street sweepers & vehicles 	
<p>Dirty streets following rubbish collections</p> <p>Cafes etc to clean forecourts/pavements from split bags.</p>	<p>Work with WCC to co-ordinate street cleaning after rubbish collections through the promotion of waste collection consolidation schemes. Promote initiatives to minimise waste bags on the street by enforcing time restrictions.</p>
<p>Ineffective licensing resulting in detrimental impact on residential amenity</p>	<p>A dialogue is already taking place between WCC and local resident groups and the consensus is that:-</p> <ol style="list-style-type: none"> 1. There should be a presumption in favour of core hours for any licence affecting residential amenity. 2. There should be restrictions on outside drinking as to:- <ul style="list-style-type: none"> a) numbers b) space c) time 3. The cumulative impact of licences should be taken into account either formally or unofficially

	when new licences are being considered.
Consolidation of Waste and Delivery Servicing	Existing retailers will have regard to the WCC and Forum policy to secure the consolidation of vehicle movements in Mayfair, and the Forum will ensure that targets are met with returns being provided to WCC. [MOVE TO MANAGEMENT SECTION]

7.4 The Forum has also identified the following neighbourhood management aspirations:

Aspiration	Action
Promote Mayfair's green spaces as a place for community activity, particularly Berkeley Square and Grosvenor Square.	Identify community stakeholders to collaborate with. Take inspiration from events such as Grosvenor's Summer in the Square event.
Introduce a Rotterdam Model of policing where instead of annual targets, police give a grant of so many man-hours per month to be used according to the precise needs of the area concerned.	Forum to take this action forward with relevant bodies.
Sponsorship of a Mayfair in bloom competition	Forum to action with other community sponsors including Wild West End.
Ability to speak/provide representations at Planning Committees where Mayfair application are being discussed	

8. MONITORING AND REVIEW

How does this document live and get reviewed?

8.1 **The Forum will continue beyond this Plan being made. Whilst the main focus of the Forum to date has been on the production of the Plan, there are other functions too:**

- (i) Promoting local events and community engagement
- (ii) Commenting on planning applications of note in the area, including at committee
- (iii) Being a sounding board for other local community groups
- (iv) Discussing issues of importance to membership about the way Mayfair is changing
- (v) Being an organisation to lobby WCC on these issues.

8.2 **These functions will continue on after the Plan has been made. In addition, the Forum will monitor implementation of the policies in this plan, particularly:**

- (i) • To ensure funding is being applied correctly
- (ii) • Policies are being applied consistently and interpreted correctly in response to applications
- (iii) • Reviewing the policies and updating where appropriate

8.3 **The life of the Plan is 20 years. We anticipate that revisions and updates will be required in response to changes in the environment, infrastructure being delivered, and priorities of the community evolving. These will require separate consultation and adoption processes, which will be managed by the Forum and WCC.**

8.4 **The Neighbourhood Planning Bill is currently before Parliament for consideration. The Government is seeking to refine aspects of how the legislation governing neighbourhood planning operates, including clarifying:**

- (i) the status of draft plans in planning decision making¹¹⁹;
- (ii) the process for how minor amendments to adopted plans can be made¹²⁰;
- (iii) the effect of parish council boundary changes on designated neighbourhood areas¹²¹; and

¹¹⁹ Clauses 1-2.

¹²⁰ Clause 3.

¹²¹ Clause 4.

- (iv) how local planning authorities will provide assistance to neighbourhood forums during the process of drafting, consultation and making of neighbourhood plans.¹²²

9. NEXT STEPS

- 9.1 Before the draft plan is submitted to WCC for independent examination, the Forum is required to publicise the draft plan for a minimum of 6 weeks, and to consult relevant consultation bodies so that as much feedback as possible can be collated on the draft plan from the people who live, work or carry on business in Mayfair.¹²³
- 9.2 The feedback from the pre-submission consultation will then be considered and a finalised draft plan submitted to WCC for its consideration. This will be accompanied by a consultation statement explaining the consultation to date on the draft plan, and a statement explaining how the draft plan meets the basic conditions required for a neighbourhood plan.¹²⁴ The Forum's current timetable anticipates submission to WCC in December 2016.
- 9.3 WCC then has a duty to publicise the draft plan for a further 6 weeks¹²⁵, following which it must submit the draft plan for independent examination by an inspector. Independent examination is the process by which an inspector decides whether the draft neighbourhood plan meets the basic conditions for a neighbourhood plan.
- 9.4 If and when the inspector recommends that the draft plan has met the basic conditions it is then able to proceed to referendum. WCC are responsible for the referendum and as the Mayfair neighbourhood area has been designated as a business area two referendums are required; one for the residents, and one for the businesses of Mayfair.¹²⁶
- 9.5 A majority is required in both referendums in order for the plan to be made. If this is achieved, WCC must adopt the neighbourhood plan as soon as reasonably possible subject to any concerns it may have regarding compliance with international environmental and human rights law
- 9.6 If a majority is not achieved in either one of the referendums then it is up to WCC to decide if the plan should be made. Planning Policy Guidance advises that WCC should set out its criteria for making this decision before the referendum process starts.¹²⁷
- 9.7 Adoption means that the plan will become part of the statutory local development plan for Mayfair.

¹²² Clauses 5-6.

¹²³ 2012 Regs regulation 14. A list of the statutory consultation bodies can be found at Schedule 1 of the 2012 Regs.

¹²⁴ 2012 Regs reg.16-17, and 1990 Act Schedule 4B paragraph 8(2).

¹²⁵ 2012 Regs reg 16.

¹²⁶ 2004 Act s.38A(5).

¹²⁷ See [Planning Practice Guidance](#) "Neighbourhood Planning", paragraph 63.

APPENDICES

[To be reviewed]

- i. Glossary
- ii. References
- iii. Objectives, and destination of objectives to draft policies to policies in this plan
- iv. Stakeholders
- v. Forum membership
- vi. Listing descriptions
- vii. List of key adopted development plan policies
- viii. Table of how Forum's objectives are currently addressed in adopted development plan policy
- ix. Public Realm Background
- x. Green Spaces: History and Background
- xi. Green Spaces: Policy Context
- xii. Table of stakeholder published objectives and the Forum's response

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i **GLOSSARY:**

Class a class as defined in the Town and Country (Use Classes) Order 1987.

Central Activities Zone ("CAZ") an area within Central London, extending across 10 of the London boroughs, as designated by an indicative boundary in the London Plan.

Central Mayfair means the area of Mayfair identified on figure [].

City Plan ("CP") the Westminster City Plan published by Westminster City Council containing both strategic and detail policies to manage the city and deliver future development to be used in determining planning applications.

Civic Enterprise Fund a fund created by the Council which assists in the creation of new ventures that support economic development within the City of Westminster through both financial and non-financial investments.

Community Infrastructure Levy ("CIL") a levy allowing local planning authorities to raise fun from owners or developers of land undertaking new building projects in the area. It is chargeable on each net additional square metre of development built and is set by Westminster City Council.

Conservation Area an area of notable environmental or historical interest, or importance which is protected by law against undesirable changes. Within the Mayfair Neighbourhood Area there are 3 conservation areas: Mayfair, Regent Street and Royal Parks.

Convenience Goods basic goods or services which people may need on a weekly, if not daily, basis. Convenience goods retail uses include grocers and newsagents, and fall within A1 Retail in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments]

Core CAZ the area designated as the Core Central Activities Zone within the City Plan

Creative Industries has the meaning given to it within the City Plan (see paragraphs 3.24, 4.20 and 4.35)

Creative Originals retailers whose goods are based on the manufacture, production or sale of physical artefacts, the value of which derive from their perceived creative or cultural value and exclusivity. Examples are designer fashion, bespoke tailoring, craft-based activities such as jewellery and arts and antiques.

Development Plan the development plan documents which have been adopted or approved in relation to an area.

East Mayfair means the area of Mayfair identified on figure [].

Entertainment Use A3 restaurants and cafés, A4 public houses and bars, A5 takeaways and other entertainment uses including D2 live music and sui generis nightclubs and private members' clubs.

Greater London Authority ("GLA") Regional government organisation established by the Greater London Authority Act 1999, comprising the Mayor of London and a separately elected assembly body. It is a strategic regional authority, with powers over transport, policing, economic development, and fire and emergency planning.

Heritage Review a document to be prepared by the Forum setting out the community's opinion about the features of interest within Mayfair which inform the character of the area, and provide an up to date contemporary benchmark against which ongoing work in relation to the Conservation Areas can be discussed.

Large Scale Retail large retail units, often occupied by international retailers which are primarily located on Oxford Street, Regent Street and Bond Street.

Local Convenience Retail small-scale retail units selling Convenience Goods, or a non-retail unit providing a service to visiting members of the public

Local Green Spaces land identified for special protection as green areas of particular importance to a local community.

Local Shopping Centres small centres designated within the City Plan as areas mainly providing facilities for people living or working nearby.

Local Stress Area an area within Mayfair which the Forum considers meets the requirements to be designated a Stress Area.

London Plan ("LP") London's Spatial Development Strategy published by the Mayor of London under the provisions of the Planning and Compulsory Purchase Act 2004.

Mayfair Neighbourhood Area ("Mayfair") the area of land covered by the Mayfair Neighbourhood Plan formally designated by Westminster City Council.

Mayfair Neighbourhood Forum ("the Forum") the body that leads on the production of the Mayfair Neighbourhood Plan formally designated by Westminster City Council.

Mayfair Neighbourhood Plan ("the Plan") this document which sets out planning and land use policies for the Mayfair Neighbourhood Area at a very local scale, prepared in accordance with the Town and Country Planning Act 1990, the Planning and Compulsory Purchase Act 2004, the Localism Act 2011 and the Neighbourhood Planning Regulations 2015 (as amended).

Mayfair Shopfront Guidance a document to be prepared by the Forum setting out guidance on the design of new shop fronts against which new proposals for shop fronts and signs will be expected to be in accordance with.

Mayfair Shopping Frontage **retail frontages located along Mount Street, South Audley Street and surrounds, as identified on figure [] comprising boutique luxury retailers and smaller retail units.**

Mayfair Special Policy Area **the area designated as the Mayfair Special Policy Area within the City Plan.**

National Planning Policy Framework ("NPPF") **A document setting out the Government's planning policies for England how these are expected to be applied, providing a framework within which local and neighbourhood plans can be produced. This document must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.**

Oasis Area **an area designated as providing an area of rest and supporting the main retail areas in WESRPA.**

Other Shopping Centres **areas identified within the City Plan falling within the CAZ which contain a range of distinct shopping areas and where retail floorspace is encouraged due to their contribution to Westminster's unique and varied world class retail offer.**

Planning Policy Guidance ("PPG") **guidance issued by Government supporting policies contained within the National Planning Policy Framework.**

Savile Row Special Policy Area **the area designated as the Savile Row Special Policy Area within the City Plan.**

Small Scale Retail **small retail units which are primarily located on secondary shopping frontages.**

Social and Community Facilities [].

Special Policy Areas **areas of notable interest or importance due to the the cluster of uses contained within them for which additional policy protection is given. Within the Mayfair Neighbourhood Area there are 2 Special Policy Areas: Savile Row SPA and Mayfair SPA.**

Stress Areas **areas within the West End identified by the Council within the City Plan were it believes that restaurants, cafes, takeaways, public houses, bars and other entertainment uses have become concentrated to an extent that harm is being caused to residential amenity, the interest of other commercial uses, the local environment, and to the character and function of the locality.**

Tertiary Shopping Frontage **frontages located within Mayfair as identified on figure [] comprising Local Convenience Retail within small-scale retail units, often amongst other uses.**

Town Centre **an area designated within the City Plan as serving visiting members of the public with uses including A1 retail, non-A1 retail, health, libraries, entertainment facilities, hotels and offices.**

Transport for London ("TfL") **the local government organisation responsible for most aspects of London's transport system.**

Tyburn Retail Opportunity Frontage **means the frontage identified on figure [] which is designated as an area for retail growth in accordance with Policy R2.**

West End Retail Frontage **retail frontages located along Oxford Street, Regent Street, Bond Street and surrounds, as identified on figure [] comprising internationally renowned retailers and large luxury retail units.**

West End Special Retail Policy Area ("WESPRA") **the area designated as the West End Special Retail Policy Area within the City Plan.**

West Mayfair **means the area of Mayfair identified on figure [].**

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iii **Objectives and destination of objectives to draft policies to policies in this plan**

Objective Number	Objective	Plan reference
Housing		
OB1	Reduce the number of empty homes in Mayfair.	Not taken forward.
OB2	Ensure a balanced range of housing in value and size in Mayfair, open to a broad range of incomes.	Not taken forward.
Land Use		
OB3	Support and enhance established clusters of specialist uses or character that reflect Mayfair's heritage	3.2 – Retail, specifically R3 (Special Policy Areas - Mayfair Special Policy Area & Savile Row Special Policy Area).
OB4	Support and enhance Mayfair as London's leading destination for high quality retail, art galleries, restaurants and hotels.	3.1 – Public Realm. 3.2 – Retail. 3.3 – Buildings of cultural and community value.
OB5	Recognise the importance and value of Mayfair's local amenity shops and support and maintain their presence.	3.2 – Retail, specifically policy R1 3&4. 2.1 – West Mayfair.
OB6	Encourage retention of existing and the provision of new offices, to protect against net loss of office floorspace in Mayfair.	4.2 – Central Mayfair, specifically CM1.
OB7	Enhance and promote non-retail community services and amenities.	2.1 – West Mayfair, specifically WM2.
OB8	Support, enhance and grow cultural assets.	3.3 – Buildings of cultural and community value.

OB9	Focus the night-time economy away from residential areas.	2.1 – West Mayfair, specifically policy WM2.
Public Realm		
OB10	Ensure the public realm around licensed premises works well for everyone.	3.1 – Public Realm. 4.5 - Shepherd Market.
OB11	Improve Mayfair for pedestrians and cyclists.	3.1 – Public Realm. 4.4 – Green Spaces. 4.6 – Park Lane.
Public Space		
OB12	Improve amenity in public squares by reducing commercial events, facilitating cultural and community activities and increasing public access and usability.	4.4 – Green Spaces.
OB13	Improve pedestrian access to the squares	3.1 – Public Realm. 4.4 – Green Spaces, particularly GS6.
Sustainability		
OB14	All new development in Mayfair should seek to achieve exemplary sustainable standards.	3.4 – Design. 3.5 – Environment and sustainability.
OB15	Encourage the greening of Mayfair through a Green Infrastructure Audit to encourage green walls, green roofs and street planting.	3.1 – Public Realm. 3.5 – Environment and sustainability.
Traffic		
OB16	Reduce the impact of traffic.	3.1 – Public Realm.

OB17	There should be no net loss of visitor, resident or commercial parking spaces in Mayfair.	4.4 – Green Spaces, specifically GS5(a)(i).
Architecture		
OB18	All new buildings and the refurbishment of existing buildings should enhance the special character of Mayfair.	3.4 – Design.
OB19	Ensure that where they are subject to change, that all ground floor commercial frontages, including shop fronts, signage, external lighting and outdoor furniture complement and enhance the character of the building and the street.	3.4 – Retail, specifically R7 (Shopfronts).
Neighbourhood Management		
OB20	Co-ordinate waste management to reduce vehicle movements and noise.	6 – Neighbourhood Management.
OB21	Promote district and building waste solutions that reduce or avoid the need for vehicle movements.	6 – Neighbourhood Management.
OB22	Protect existing and future residents from the impact of the night time economy and seek to limit the impact of other noise nuisance.	4.1 – West Mayfair, specifically WM2 & WM3. 4.2 – Central Mayfair, specifically CM2. 6 – Neighbourhood Management.
OB23	Encourage measures to improve air quality.	3.5 – Environment and sustainability, specifically ES1 (Air Quality).
OB24	To create a safe and nuisance free	6 – Neighbourhood

	environment for everyone.	Management.
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viii Table of how Forum objectives are currently addressed in adopted development plan policy

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ix Public Realm Background

Existing Policy and Policy initiatives

The London Plan encourages walking and improvements to the pedestrian environment.¹²⁸

The City Plan includes a series of policies that relate to the quality of the public realm, which seek to ensure that development prioritises and improves the quality of the pedestrian environment.¹²⁹

WCC acknowledge for themselves a role in delivering change in this area.¹³⁰

All of these priorities, in particular the prioritisation of pedestrians, have found more detailed expression elsewhere, including:

- The Westminster Way SPD¹³¹
- The Walking Strategy (2016-2033)¹³²
- The Report of The Roads Task Force¹³³, and TfL's response to it¹³⁴
- West End Partnership's Vision 2030
- "Safe Streets for London: The Road Safety Action plan for London 2020"¹³⁵, and the "Pedestrian Safety Action Plan"¹³⁶
- WCC Cycling Strategy¹³⁷
- "Places for People" and "Public Realm Handbook for Mayfair and Belgravia", both commissioned by Grosvenor¹³⁸

For instance, within Mayfair, the Walking Strategy identifies the potential to transform the pedestrian environment along Oxford Street linked with the opening of Crossrail, involving a reduction in the volume of buses using Oxford Street and reconfiguration of taxi ranks. The strategy also refers to poor air quality, most notably Marble Arch, Park Lane and Hyde Park Corner. The

¹²⁸ LP policy 6.10.

¹²⁹ For example CP policies S41 and S43 and para 2.48.

¹³⁰ Westminster's Local Implementation Plan (2011).

¹³¹ WCC 2011

¹³² Released for consultation by WCC from August-September 2016.

¹³³ 'The vision and direction for London's streets and roads' (July 2013). The Roads Task Force is an independent body set up by the then Mayor of London in 2012 to tackle challenges facing London's streets and roads.

¹³⁴ 'Delivering the vision for London's streets and roads – TfL's response to the Roads Task Force' (July 2013)

¹³⁵ 'Safe Streets for London The Road Safety Action Plan for London 2020', TfL (June 2013)

¹³⁶ 'Pedestrian Safety Action Plan', TfL (undated)

¹³⁷ WCC Cycling Strategy November 2014.

¹³⁸ By Jan Gehl and Building Design Partnership respectively.

strategy outlines opportunities for improving the pedestrian environment and public realm enhancements.

The Roads Task Force report includes aspirations for the improvement of roads and streets in the CAZ, including enhancements to the public realm, prioritising walking and cycling and efficiencies to servicing.

Existing Public/Private Improvement initiatives

The need to enhance Mayfair's public realm has already been widely recognised. There are many existing initiatives which are at various stages of preparation.

Due to the fluidity of public realm proposals, rather than capture a "snapshot in time" of what is currently being proposed, the Plan seeks to support key public realm principles, whilst mapping and referring (at [Appendix x](#)) to all existing proposals within the area.

Existing Conditions

Perimeter Routes

Mayfair is bounded by Oxford Street, Regent Street, Piccadilly, and Park Lane. Of these important shopping, public transport, and traffic routes, only Regent Street is of an acceptable quality.

- (i) Park Lane offers a poor pedestrian experience. Its pavement is narrow. The road itself is an urban motorway. It provides a clear physical and psychological barrier to Hyde Park. Whilst the central reservation provides an area of open space, it is unusable and provides no respite other than, in places, a dumping ground.
- (ii) Piccadilly suffers similarly to Park Lane. In comparison to Park Lane, the road is much more developed in its retail and visitor interest, yet the pavement is narrow, there is a barrier to Green Park, views to St James's Palace and St James's Church have not been enhanced, and an opportunity to link the Royal Academy with Fortnum and Mason on the south side has not been taken. Enhancements have taken place, with the recent return to two-way traffic, and a new Green Park underground entrance on the south side of Piccadilly allowing direct access from Green Park itself into the station. However, the area around Green Park underground station on the north side is highly congested with pedestrians at most times of day, and is dangerous.¹³⁹ There are few clear and obvious north-south crossing routes in this area. Levels of traffic on the street make it uncomfortable to walk along.
- (iii) Oxford Street has been the subject of many recent policy initiatives and political statements. At the time of this Plan, there are clear Mayoral ambitions to pedestrianize

¹³⁹ The proposals, the subject of planning permission ref 15/07627/FULL, will, if delivered, mitigate this somewhat by creating a new arcade link between Stratton Street and Curzon Street.

the street in some fashion.¹⁴⁰ The pedestrian environment remains however heavily trafficked, with extremely poor air quality¹⁴¹, and poor quality pavements.

- (iv) Regent Street's public realm has been improved, with (for instance) wider footways on the west side and some of the east side. However, the footways on the east side and close to Oxford Circus are still overcrowded and are likely to become more so with the opening of Crossrail. The high volume of traffic in the street lead to unpleasantly high levels of traffic noise and air pollution.
- (v) The junctions of these perimeter routes are notorious for bad pedestrian experiences and poor air quality – in particular Hyde Park Corner and Marble Arch.

All of these present significant opportunities for enhancement.

Around Squares

Mayfair's green spaces are essential lungs in which the West End is able to breathe and be at peace.¹⁴² Surprisingly, given their importance, the traffic and pedestrian environment around all but Mount Street Gardens is confusing, badly provided, and a deterrent:

- (a) Grosvenor Square has a confusing set of pedestrian crossings – particularly poor in the two eastern corners. The pavement quality and size around the square is deficient.¹⁴³ The west side of the square was closed to traffic in the aftermath of the terrorist attacks of 11 September 2001.
- (ii) Berkeley Square is perhaps the worst public realm environment around the squares of Mayfair in terms of its provision for pedestrians and cyclists. It is hard to find the best way to enter the square. Traffic comes too fast and too heavily around the square, and is often congested. It is difficult to find a way across the square when visiting streets in the vicinity from one location to another. The pavement quality is poor.
- (iii) Hanover Square has been disabled by the Crossrail Bond Street Station East entrance works. This is a temporary problem. However, on the opening of Crossrail, it will be affected by an outpouring of new pedestrians seeking to move through Mayfair – both for the offerings in Mayfair itself, and to get to other destinations beyond.¹⁴⁴

¹⁴⁰ Valerie Shawcross, Deputy Mayor for Transport, announced plans to ban all traffic along Oxford Street from Tottenham Court Road to Marble Arch to the London Assembly on 13 July 2016.

¹⁴¹ D. Carrington 'London breaches annual air pollution limit for 2017 in just five days', *Guardian*, 6 January 2017, <https://www.theguardian.com/environment/2017/jan/06/london-breaches-toxic-air-pollution-limit-for-2017-in-just-five-days>, (accessed 26 January 2017)

¹⁴² See policies at chapter 0 below.

¹⁴³ There are emerging proposals for the redevelopment of the American Embassy (16/06423/FULL & 16/06463/LBC) to the west of Grosvenor Square, which include public realm enhancements to this side of the Square.

¹⁴⁴ There is a Hanover Square Public Realm Improvement Scheme which is currently being developed by WCC.

The interiors of Mayfair's squares are addressed in more detail in chapter 2.2 below.

Bond Street

Perhaps most surprising of all, the internationally recognised Bond Street has a poor public realm experience in terms of pavement quality, pedestrian opportunities, and heavy traffic flows. Undoubtedly the retail offer suffers. There has been some progress in recent times, due to the management and direction of the New West End Company and public realm improvement scheme due to commence in January 2017 to be completed in time for the opening of Crossrail in late 2018. This street also suffers considerably from poor coordination of waste and delivery traffic. Some consolidation has recently occurred, but this could be greatly increased.

Regent Street and Mount Street

Regent Street and Mount Street are the two successes of Mayfair in terms of public realm improvements. Through careful, thoughtful, and beautiful design improvements, the retail offer has been able to develop and grow to become high quality, international destinations in their own right.

Part of our initiative as a forum will be to bring all of Mayfair's streets and public realm areas up to the high standard set by these two streets, whilst not necessarily seeking replication.

History

Grosvenor Square is the largest public open space in Mayfair, and at eight acres is one of the largest garden squares in Westminster. It formed the central point of the development of the Grosvenor Estate in Mayfair from 1721 and, although presently managed by The Royal Parks¹⁴⁵, it remains the focal point of the North Mayfair 'Estate'.

American diplomatic presence has been a constant since 1785, so much so that during World War Two it was known as Eisenhowerplatz. A number of other statues commemorate American politicians and servicemen. The mix of hard and soft landscaping is not currently a happy one and the visual amenity of the square could be enhanced.

Hanover Square is the earliest of Mayfair's garden squares. Named after George I, it was laid out in 1717 and is particularly important in the development of London's formal townscape as it aligns with Cavendish Square to the north and the church of St. George to the south. Like Grosvenor Square its architectural setting has, in the Twentieth Century, changed from the small scale to the more civic and its planting and layout has changed beyond recognition over nearly three hundred years. In the wake of Crossrail, WCC have commissioned a study which will transform the appearance of the garden for the fifth and perhaps the final time. The square contains a number of distinguished statues.

Berkeley Square was laid out in 1730. It is celebrated for its perimeter of London Plane Trees. Planted in 1789, they are probably the most mature in London and give the Square the greatest arboricultural presence in Mayfair. There is little planting in the square which is formally laid out with grass plots.

Mount Street Gardens are the only gardens to have largely retained their original planting and design. They were laid out in 1889 on the site of the former burial ground to St George's Hanover Square and today are characterised by "memorials" of a quite different type - benches in the memory of the many Americans and others who have enjoyed the secret tranquillity of the gardens over the years.

Brown Hart Gardens are perhaps the most unusual open space in Mayfair. The site began life as Duke Street Gardens but in 1906, with the creation of the old Duke Street electricity substation the open space was raised into a terraced garden, planted in an Italianate fashion. The architect of the substation, Sir Stanley Peach, gave the gardens a flamboyant Edwardian Baroque architectural framework, which remains intact to this day. The gardens were closed in the 1980s but transformed

¹⁴⁵ On behalf of the Department for Culture, Media and Sport (DCMS). **The Contracting Out (Functions relating to the Royal Parks) Order 2016 passed on 26 October 2016 allows for Square now to be privately managed by the freehold owners of the Square on behalf of DCMS.**

and re-opened by the Grosvenor Estate in 2013 and now boast a rich and varied series of container planters, public art and a café.

Legal Status

National Heritage Act 1983

- The 1983 Act allows a register to be drawn up which contains gardens and other land of special historic interest.¹⁴⁶ The main purpose of this register is to celebrate designed landscapes of note, and to encourage appropriate protection. By drawing attention to sites in this way, the register increases awareness of their value and encourages those who own them, or who otherwise have a role in their protection and their future, to treat these special places with due care. Registration is a material consideration in the planning process, meaning that planning authorities must consider the impact of any proposed development on the landscapes' special character.¹⁴⁷
- Grosvenor Square and Berkeley Square are both Grade II registered.¹⁴⁸

London Squares Preservation Act 1931

- The 1931 Act authorises the use of protected squares for no purposes other than an ornamental garden, pleasure ground, or ground for play, rest or recreation. It is an offence to erect or place any building or other structure on or over any protected square, except where necessary in connection with the authorised use.¹⁴⁹ An injunction can be applied for to protect the squares from any apprehended breach.¹⁵⁰ In the case of Mayfair, it is WCC's responsibility to enforce the provisions of the 1931 Act.¹⁵¹
- Berkeley Square and Hanover Square are both protected by the 1931 Act.¹⁵² Grosvenor Square was protected by the 1931 Act until 1946¹⁵³.

Planning (Listed Buildings and Conservation Areas) Act 1990

- All of Mayfair's green spaces fall within the Mayfair Conservation Area. They are specifically referred to as contributing to the conservation area, both in terms of heritage, layout, and

¹⁴⁶ The ability to draw up a register of gardens was originally inserted in to the Historic Buildings and Ancient Monuments Act 1953 by the National Heritage Act 1983 (schedule 4 paragraph 10).

¹⁴⁷ See Historic England website, "Registered Parks and Gardens".

¹⁴⁸ List entry numbers 1000807 and 1000516 of Historic England's Register of Historic Parks and Gardens.

¹⁴⁹ 1931 Act s.3.

¹⁵⁰ *Ibid* s.3(10).

¹⁵¹ *Ibid* s.3(11).

¹⁵² *Ibid* Schedule 1.

¹⁵³ Roosevelt Memorial Act 1946 s.2(2).

amenity, within the conservation area character appraisal.¹⁵⁴ Any proposal must therefore pay special attention to the preservation or enhancement of the conservation area.¹⁵⁵

- Many of the squares contain listed structures within them. There is similar protection (as with conservation areas) conferred on the setting of the listed structures, which will, in those cases, include the squares themselves.¹⁵⁶
- Brown Hart Gardens, situated above the Duke Street Transformer Station, is listed as a Grade II structure and one of a very rare number of “roof gardens” to be so designated.

Tree protection

- All trees in Mayfair are protected trees,¹⁵⁷ and they are the subject of local guidance on their protection and enhancement, having regard to their positive impact on townscape, amenity, biodiversity and historic character.¹⁵⁸

Policy Status

- Policy protection for green spaces in Mayfair is currently contained in:
 - (i) the adopted development plan:
 - (A) the London Plan, and
 - (B) the City Plan
 - (ii) the NPPF
 - (iii) supplementary planning guidance:
 - (A) City of Westminster Open Space Strategy SPD 2007
 - (B) Historic Parks and Gardens 1996, and
 - (iv) emerging policy:
 - (A) Open Space and Green Infrastructure, WCC Booklet 10, July 2014

¹⁵⁴ Although the character area appraisal incorrectly identifies “none” as being protected by the 1931 Act.

¹⁵⁵ LBA 1990 s.72(1), and see in more detail Appendix [key policy constraints - conservation area and listed buildings] above.

¹⁵⁶ LBA 1990, s.66(1), and see in more detail Appendix [key policy constraints - conservation area and listed buildings].

¹⁵⁷ Within the meaning of the 1990 Act – by virtue of the land being inside the Mayfair Conservation Area (s.211(2)), unless: a) individually the subject of their own Tree Preservation Order; or b) being on a street which falls outside the Mayfair or Regent Street Conservation Area.

¹⁵⁸ ‘Trees and the Public Realm – a tree strategy for Westminster’ (WCC 2011).

(B) Planning and Pollution Control, WCC Booklet 11, July 2014

(C) Public Realm and Advertisements, WCC Booklet 12, July 2014.

The Development Plan

- The London Plan seeks to make London a place which "delights the senses" by, amongst other things, making the most of and extending its wealth of open and green spaces and natural environment, realising its potential for improving Londoners' health, welfare and development.¹⁵⁹ Part of that extension is to be in the CAZ.¹⁶⁰
- The City Plan refers to green space in Mayfair as being under "pressure"¹⁶¹, and as being in an area deficient in publicly accessible play space and deficient in open space considered suitable for informal play¹⁶². To address this, the City Plan seeks to "protect and enhance" the green spaces in Mayfair.¹⁶³ It is essential to resist the loss of even the smallest open spaces.¹⁶⁴
- Certain sites are also specified as "Sites of Importance for Nature Conservation" (SINC). These are to be protected and enhanced, and any proposals, whether temporary and permanent, will need to demonstrate that they do not have a detrimental impact on the habitats or populations supported in these sites. SINC's will be protected and managed for their ecological value as the priority.¹⁶⁵

NPPF

- The NPPF seeks to protect existing open space. Such land should not be built on, unless:
 - (a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - (ii) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - (iii) the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.¹⁶⁶
- As heritage assets, the NPPF also deals with the protection of heritage green space from harm and destruction. Due to their irreplaceability, any harm or loss to a heritage green

¹⁵⁹ LP policy 7.2.

¹⁶⁰ LP para 7.17.

¹⁶¹ CP para 5.53.

¹⁶² CP figure 47, p.135.

¹⁶³ CP policy S35.

¹⁶⁴ CP policy S35 and reasoned justification p.136.

¹⁶⁵ CP policy S36.

¹⁶⁶ NPPF 74.

space should require clear and convincing justification. Substantial harm to or loss of a Grade II listed park or garden should be exceptional.¹⁶⁷ In cases of substantial harm, the proposal should be refused¹⁶⁸; where less than substantial harm will be caused, the harm should be weighed against the public benefits of the proposal.¹⁶⁹

Supplementary guidance

- WCC have set a strategy of protecting green space, enhancing quality and attractiveness, improving access, and working with communities to achieve the aims of the overall strategy¹⁷⁰. Some of the ways to achieve this will be seeking appropriate contributions and applying CIL receipts, together with provision through 106 agreements, planning briefs and area action plans.¹⁷¹

Emerging policy

- Emerging policy increases protection and focus on green spaces in Mayfair. Policy S35 of the City Plan will no longer just refer to "[p]rotecting all open spaces", but in addition to "[p]rotecting and enhancing all open spaces", their quality, heritage and ecological value, tranquillity and amenity.¹⁷² Development will "not be permitted" in these locations apart from in very regularised circumstances.¹⁷³
- Disturbances caused by development which affect the tranquillity of open spaces will not be permitted. The relative tranquillity of the open space and any adverse impact on the soundscape will be key considerations when determining applications, to be weighed against the functions of the open space and benefits of the development or temporary event.¹⁷⁴
- Of particular concern to the Forum in relation to the gardens, squares and green spaces in Mayfair, the emerging WCC policy however goes on to describe the management of temporary events in the public realm. According to new strategic policy Emerging Policy S18A, they will be supported.

Where they are beneficial to the city, its people and enterprises and, individually or cumulatively, do not have unacceptable impacts on Westminster's streets, spaces, residents or businesses. Events must be organised in ways that minimise the impact on the amenity of residents, businesses and others and the quality of the public realm maintained.¹⁷⁵

¹⁶⁷ NPPF 132.

¹⁶⁸ NPPF 133.

¹⁶⁹ NPPF 134.

¹⁷⁰ 'City of Westminster Open Space Strategy' (WCC February 2007).

¹⁷¹ Ibid pp.26-7.

¹⁷² Booklet 10, p.10.

¹⁷³ Booklet 10, draft policy CM35.2, p.12.

¹⁷⁴ Booklet 11, draft policy CM32.4, p.21.

¹⁷⁵ Booklet 12, draft policy S18A, p.17.

- The Forum does not support policy where it is in conflict with the 1931 Act unless it complies with policy GS4 below.
- The London Plan acknowledges that communities now have the possibility of identifying smaller-scale green spaces of particular local significance through local and neighbourhood plans for special protection. These are to be designated Local Green Spaces¹⁷⁶; a designation which in effect will apply the most restrictive green belt policy to it.¹⁷⁷ Only very special circumstances will justify a departure from the space's protection.¹⁷⁸ There is high protection given to existing open space¹⁷⁹, trees¹⁸⁰, and the Mayor has established policy for a network of green infrastructure, so that green spaces in London are protected, expanded, and managed.¹⁸¹

Existing Conditions

Grosvenor Square

- Grosvenor Square lies at the heart of the Grosvenor Mayfair Estate. It is currently in a fair condition with limited amenity and poor quality hard and soft landscaping. It hosts the annual "Summer in the Square" event, held by Grosvenor and open to all. At all other times it is open to the public for use and is a significant green space used by the local community.
- There are three listed structures in the Square: the Eagle Squadron Memorial (Grade II)¹⁸²; Statue of President Roosevelt (Grade II)¹⁸³; and the Police Public Call Box to the north east of the square (Grade II)¹⁸⁴. A number of the surrounding properties facing the square are also listed, including most notably the United States of America Embassy¹⁸⁵ on the west side.
- The surrounding traffic arrangements require attention – it is not straightforward to access the square, particularly in the two eastern corners. The west side of the square is due to be reopened to traffic once the American Embassy relocates away from Mayfair.¹⁸⁶

Berkeley Square

¹⁷⁶ Where the tests in paragraph 77 of the NPPF are met.

¹⁷⁷ NPPF 78.

¹⁷⁸ NPPF 87.

¹⁷⁹ LP policy 7.18.

¹⁸⁰ LP policy 7.21.

¹⁸¹ LP policy 2.18.

¹⁸² Historic England list entry number 1430215.

¹⁸³ Historic England list entry number 1066737.

¹⁸⁴ Historic England list entry number 1237489.

¹⁸⁵ Historic England list entry number 1393496.

¹⁸⁶ There are emerging proposals for the redevelopment of the American Embassy (16/06423/FULL & 16/06463/LBC) to the west of Grosvenor Square, which include public realm enhancements to this side of the Square.

- Berkeley Square is in the heart of Mayfair and is a significant and highly valued green space for the local community, particularly those that work and reside in close proximity to it.
- Recently the Square has lacked investment.
- There are two listed buildings, both of which are in need of repair and restoration: the Statue of Woman of Samaria (Grade II)¹⁸⁷ in the south of the Square; and the former Pump House in the centre (Grade II)¹⁸⁸. The Square is surrounded by a large number of listed buildings which face on to it.
- The Square is currently circumnavigated by busy traffic running clockwise. It is hard to access the square on foot, and the pedestrian access points around the square do not align with the pedestrian crossings. There is an opportunity to pedestrianize parts of the periphery of the square. This will enable significant pedestrian public realm improvements, and enhance accessibility.
- The quality of the walkways and grass in the square often need attention. It has a scruffy appearance which is out of keeping with its status as a protected garden square.
- Berkeley Square is the Mayfair square most affected by the introduction of commercial events. There are currently planning permissions for the annual Glamour Awards and London Real Estate Forum in June and the LAPADA and PAD art and antiques fairs in September and October. Both of these have been granted in perpetuity: conditions on the permissions set out dates for the 2017 events, and the dates of the events in future years must be agreed with WCC.¹⁸⁹ Whilst it is recognised that planning permission is not required for all events in the square,¹⁹⁰ event policy GS4 seeks to address the cumulative impact of significant annual events currently being held in the square.
- Both events involve the erection of fixed structure marquees over the northern half of the square, which in 2016 covered and rested upon the northern part of the Grade II listed pump house and shelter in the centre of the square.
- The events cause substantial disruption to the public's enjoyment of the square with poor levels of remediation, particularly the condition of the grass in the winter months. There is an apparent failure of the commercial events to restore the square after the events have finished.

Hanover Square

¹⁸⁷ Historic England list entry number 1066430.

¹⁸⁸ Historic England list entry number 1357211.

¹⁸⁹ See WCC planning permissions reference 16/00870/FUL and 16/01776/FUL.

¹⁹⁰ See the GPDO Schedule 2, Part 4, Class B – planning permission is not required for events last less than 28 days in total in one calendar year.

- Hanover Square is an invaluable green space, lying just south of Oxford Street and east of Regent Street, which provides much needed respite from these busy and bustling retail streets. It will see great change following the new public realm improvements in advance of the opening of Crossrail in 2018.

Mount Street Gardens

- These gardens are an oasis of peace and tranquillity hidden away from the main streets. They have a vibrancy with the school and are often used as an informal play and recreation space.
- Mount Street Gardens is a Site of Importance for Nature Conservation of Local Importance.

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Existing policy status

The Development Plan

London Plan

Four of the six objectives for London set out in the London Plan are directly relevant to green infrastructure. The London Plan defines green infrastructure as an overarching term for a number of elements such as parks, street trees, green roofs that go to make up a functional network of green spaces and green features. Green infrastructure delivers many benefits in addition to having a positive effect on climate change, examples being protecting and enhancing biodiversity, including mitigation of new development, promoting walking and cycling and increasing recreational opportunities, access to and enjoyment of open space.¹⁹¹ All of which are key objectives of the Plan.

Development proposals should incorporate green infrastructure and plan for nature from the beginning of the design process.¹⁹² The Mayor is seeking at least a 5% increase in the amount of surface green area in the CAZ by 2030 and an additional two million trees in London by 2025.¹⁹³ Trees should be protected, maintained and enhanced and where appropriate the planting of new trees should be included in new development. Existing trees of value should be retained and any loss of trees should be replaced following the principle of 'right place, right tree.'¹⁹⁴

City Plan

Support for green infrastructure is currently set out within the City Plan and the contribution that urban greening can make towards this is acknowledged¹⁹⁵. The City Plan recognises that the built environment is an important habitat and that whilst there is little wildlife within Westminster, the opportunities to improve biodiversity on the available built form surfaces are great.

Protection of existing biodiversity is already provided for¹⁹⁶ within Westminster and development proposals within Areas of Wildlife Deficiency are required to enhance biodiversity. However, the Forum believes that development across Mayfair, not just within the limited areas identified by Westminster, should contribute to biodiversity and proposals should seek to demonstrate how urban greening has been incorporated into any new development.

NPPF

¹⁹¹ London Plan Policy Policy 2.18 and para 2.88

¹⁹² London Plan Policy 5.10 & 7.19

¹⁹³ London Plan Policy 5.10

¹⁹⁴ London Plan Policy 7.21 and see also London Tree and Woodland Framework GLA 2005

¹⁹⁵ See paragraphs 5.59 to 5.62 City Plan

¹⁹⁶ Policy S38 City Plan

The NPPF seeks to minimise impacts on biodiversity and to secure net gains in biodiversity through the planning system, where possible¹⁹⁷. Opportunities to incorporate biodiversity in and around developments are encouraged and developments which have the primary objective of enhancing biodiversity should be permitted¹⁹⁸.

Supplementary Guidance

WCC's "Trees and the Public Realm " SPG¹⁹⁹ actively seeks to enhance the number of trees within Westminster as well as protecting, and replacing where necessary, the existing tree stock.

Mayfair however is highlighted as an area where caution should be exercised in tree planting largely due to constraints in the townscape, such as pavement widths, notable historic buildings, or other historic sensitivities as well as the constraints of underground services.

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¹⁹⁷ NPPF 109

¹⁹⁸ NPPF 118

¹⁹⁹ Adopted 6 September 2011

xii Table of stakeholder published objectives and the Forum's response

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