

# **Report to the Assembly on the Mayor's Draft Consolidated Budget for 2020 – 2021**

**Report to:** London Assembly

**Date:** 29 January 2020

**Report of:** City Hall Greens

**Proposed by:** Caroline Russell AM

**Seconded by:** Sian Berry AM

## **PART A: INTRODUCTION & COMMENTARY<sup>1</sup>**

### **SUMMARY**

Each year City Hall Greens put forward constructive and practical amendments to the Mayor's budget, seeking to find missing elements in the Mayor's programme that, if funded or expanded, would help Londoners to address difficulties in their daily lives.

We have consistently sought to maximise the budget available, and to bring forward spending where possible to address problems sooner rather than later. We note that our proposals are not always taken up but several of our suggestions have appeared in subsequent Mayor's budgets; for example, the use of additional income to fund support for young people through the Young Londoners Fund since the 2018-19 budget year.

For 2017-18 we proposed that the non-police element of the council tax precept was not frozen but increased to the referendum limit to fund this kind of work, but our proposal was not taken up until the following year, instead being kept at 2016-17 levels. As such increases form part of the base council tax income for subsequent years, this lost income has added up to a total over the three years, up to the current budget, of £18.3 million. Had the non-policing element of council tax been raised as we suggested in 2017-18, the base for this budget alone would have included £4.87 million more in revenue.

We also note that the Mayor has informed the Assembly that there is £70.7 million held in the Mayor's Strategic Investment Fund that is currently uncommitted and unprofiled for spending in future years. At the Budget and Performance Committee on 7 January 2020, the Mayor indicated that he was keen to receive ideas for how to invest this money in London's future development. We have taken up this invitation with several of our proposals.

Today, we are putting forward an amendment to the Mayor's budget with six parts.

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<sup>1</sup> This report is made up of two Parts, A and B. The text in Part A does not form part of the formal budget amendments, which are set out in Part B

Our focus is on improving people's living conditions, their environment and the cost of living in and travelling around our city. We aim to improve Londoners' lives, particularly in the context of a climate emergency, by:

1. Expanding planned Warmer Homes funding to support real carbon-neutral improvements to social housing, through a £30 million package to implement energy efficiencies;
2. Supporting schools to clean up the air that pupils, teachers and parents breathe including £1 million for air pollution audits and £5 million for improvement measures;
3. Empowering and supporting London's renters by creating a £1.5 million fund to provide one-off grants to independent and grassroots renters' rights organisations;
4. Investing £27 million to extend Transport for London's £1.50 off peak fare to offer 'Sundays Out' that will include all travel zones, including zone 1, for one Sunday each month for the whole financial year, alongside a programme of promoting attractions across all zones of our city and encouraging car-free street events on these days, to help all Londoners experience and take part in our city's culture;
5. Making all Transport for London toilets free to match changes on the railways, and funding a programme to provide high quality new toilets at tube, railway and bus stations, with an £18 million investment; and
6. Committing £23.7 million in new funding to expand and continue the Young Londoners Fund, investing in our young people and continuing to plug the gaps in our neglected youth services.

Our proposals will be funded using a total of £105.2 million, including the unallocated £70.7 million from the Strategic Investment Fund, reallocating £18 million from planned projects within the Healthy Streets budget, £6.5 million from the Mayor's Capital Programme Reserve, £1 million from TfL's business rates allocation reallocated to the Mayor's budget and focused on prioritising air quality programmes, and £10 million from the council tax surplus. Our intention is to find further funding for future years of the Young Londoners Fund from additional business rates expected in the final budget.

## **1. Improve the Warmer Homes programme to be fit for the climate emergency**

We have a climate emergency, and up until now very little has been done to reduce the energy consumption and emissions from our homes. London suffers acutely from this problem with 335,000 homes in our city experiencing fuel poverty.<sup>2</sup> For people living in poor quality housing, the resulting cold and damp can cause, and exacerbate, health problems which cost the NHS £2 billion each year.<sup>3</sup>

The Mayor has run a number of small programmes to address energy inefficiency in homes. The current Warmer Homes programme mainly delivers small grants for home improvements. Phase 1 ends in 2020-21 with an annual budget of £2.375 million. A new phase is set to start in 2021-22, with an even smaller budget of £2.0 million per year.<sup>4</sup> We do not believe this comes anywhere close to what is needed, either to help those in the worst homes or to begin to tackle the climate crisis. Furthermore, the programme does not appear to have any strategies to

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<sup>2</sup> Fuel Poverty Action Plan for London. Mayor of London report, Jun 2018, p. 4

[https://www.london.gov.uk/sites/default/files/fuel\\_poverty\\_action\\_plan.pdf](https://www.london.gov.uk/sites/default/files/fuel_poverty_action_plan.pdf)

<sup>3</sup> Housing and Health: Opportunities for sustainability and transformation partnerships. The Kings Fund, Mar 2018, p. 17.

<sup>4</sup> GLA Budget Submission for 2020-21, page 21

[https://www.london.gov.uk/sites/default/files/the\\_mayors\\_consultation\\_budget\\_2020-21.pdf](https://www.london.gov.uk/sites/default/files/the_mayors_consultation_budget_2020-21.pdf)

specifically target vulnerable Londoners, and the Mayor was criticised for this by the Assembly Environment Committee report, Keeping out the chill, in February 2019.<sup>5</sup>

Using £30 million of the unspent Strategic Investment Fund, our amendment aims to address this issue – even if only in part. Estimates show that bringing all London’s cold, damp and mouldy homes up to standard would cost tens of billions in total. The aim of our increase in the Warmer Homes programme budget would be to help those who need it most.

This amount could, for example, start a programme of bringing more existing homes up to real zero-carbon standards using new technologies. London should be working to bring ideas like the successful and game-changing Energiesprong projects in the Netherlands (which are now also being implemented in Nottingham) into London at scales that make a difference. Energiesprong is a whole-house refurbishment process, with off-site manufacturing. The GLA is currently only exploring a small-scale pilot of around a dozen homes.

A programme of improving small social housing blocks, particularly the mid-20th century housing for which it is most suitable, would be pioneering in this country. In London we could treat approximately 500 homes using this funding, showing what is possible in the short term, while making the case for the comprehensive Green New Deal across all kinds of homes that Government needs to support if we are to meet our climate targets.

**This part of our amendment is funded** using £30 million of the unallocated Strategic Investment Fund budget for 2021-22.

## 2. Increase funding for cleaner air for schools

Londoners have a right to breathe clean air wherever they are. Londoners are increasingly aware that the air they breathe is bad for their health, and rate air pollution as one of the worst things about living in the city.<sup>6</sup> Children in particular are vulnerable and research has shown that long-term exposure to urban air pollution is related to smaller lung volumes among children.<sup>7</sup> Monitoring of toxic air is necessary to properly understand where the largest changes are needed. Fixed road-side monitors are often broken or offline for months at a time.

In 2017 and 2018 there were 50 air quality audits of primary schools in the most polluted areas in London, and recently a further programme of audits was announced. However, there are still over 200 state primary and secondary schools in areas that exceeded the legal limit for nitrogen dioxide which have not been audited.<sup>8</sup> A full air quality audit of a school is the best way to examine the local impacts of air pollution and determine the most appropriate local solutions for tackling it.

All London pupils should be able to trust the air they breathe, so we propose extending the programme of GLA-funded air quality audits to the remaining 200 primary and secondary schools in areas with the highest concentrations of nitrogen dioxide, using £1 million from TfL’s

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<sup>5</sup> London Assembly Environment Committee, Keeping Out the Chill: London’s Cold, Damp and Mouldy homes. Feb 2019, p. 2 [https://www.london.gov.uk/sites/default/files/keeping\\_out\\_the\\_chill2.pdf](https://www.london.gov.uk/sites/default/files/keeping_out_the_chill2.pdf)

<sup>6</sup> What do Londoners like most and least about living in London? YouGov, Nov 2016. <https://yougov.co.uk/topics/politics/articles-reports/2016/11/09/what-do-londoners-most-and-least-about-living-lond>

<sup>7</sup> Living near busy road stunts children’s lung growth, study says. The Guardian, Nov 2019 <https://www.theguardian.com/environment/2019/nov/25/living-near-busy-road-stunts-childrens-lung-growth-study-says>

<sup>8</sup> Latest data shows two million Londoners living with illegal toxic air. Mayor of London press release, Apr 2019 <https://www.london.gov.uk/press-releases/mayoral/two-million-londoners-live-with-illegal-toxic-air>

business rates allocation reallocated to the Mayor's budget, focused on prioritising air quality programmes. This will mean de-prioritising £1 million of expenditure on road schemes in 2020-21.

Further, we don't just intend to audit the problem but also provide immediate measures schools can use to reduce the impact of pollution on their students. This amendment allocates £5 million from the Capital Programme Reserve to support such measures in schools, including projects to pedestrianise spaces outside schools, increase green cover, provide cargo bikes for schools to help move journeys made by school staff away from motorised vehicles, and family cycling libraries accessible to parents to help them discover ways of using cycles to get their children to school.

**This part of our amendment is funded** using £5 million of the Mayor's Capital Programme Reserve for 2020-21 and using £1 million from TfL's business rates allocation reallocated to the Mayor's budget and focused on prioritising air quality programmes. This requires TfL to de-prioritise £1 million of expenditure on road schemes in 2020-21.

### **3. Provide grants to support independent renters' rights organisations**

London's high house prices, and the deficit in the provision of social housing, mean more and more people are pushed into the expensive and often unaffordable private rented sector.<sup>9</sup> In addition to costs, security of tenure is a serious issue, with the majority of landlords only offering short-term leases of a single year. This leaves renters with very little security and facing frequent large bills when paying for moving costs. Current legislation still allows landlords to issue 'no fault' evictions so even model tenants can lose their home at very short notice. These no fault or section 21 evictions are now the leading cause of homelessness.<sup>10</sup>

Renters today are not just young people in houseshares, but increasingly families and older people who spend a large percentage of their take home pay on rent. We need better and more comprehensive renters' rights now.

While the Mayor has introduced a rogue landlord database that lists landlords who have criminal convictions,<sup>11</sup> the GLA does not have the power to intervene in private cases, and local authorities do not have the resources to provide assistance in every case. With potential new legislation, this is a crucial time of change to renters' rights and they need new ways to support each other and organise.

The London Renters' Union, the London Tenants Federation, Acorn, Generation Rent, and local groups such as the Camden Federation of Private Tenants, are rightly independent of City Hall. The advocacy and services these organisations provide for London's private renters are a valuable part of helping Londoners navigate through a changing picture of rights and legislation and increasing struggles with affordability. These groups are already giving practical support for renters, advocating for Londoners who have been subjected to unfair rent rises and unfair evictions, and providing essential and clear information on tenant rights.

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<sup>9</sup> The Cost of Homelessness Services in London. An LSE London project for London Councils, Oct 2019 <https://www.londoncouncils.gov.uk/sites/default/files/LC%20final%20report%20-%20CA%20edit.pdf>

<sup>10</sup> No-fault evictions drive up homelessness. Generation Rent, Aug 2018 [https://www.generationrent.org/no\\_fault\\_evictions\\_drive\\_up\\_homelessness](https://www.generationrent.org/no_fault_evictions_drive_up_homelessness)

<sup>11</sup> Rogue landlord checker. Mayor of London <https://www.london.gov.uk/rogue-landlord-checker>

These organisations are largely funded by small grants and membership subscriptions, with development plans to become self-sustaining. We propose using £1.5 million available in the current budget year to distribute to independent and grassroots renter support organisations.

Making available a set of one-off grants from the Mayor to these groups would be an important step in helping them to develop at a crucial time for renters' rights. Funds could be offered to help organisations employ more community organisers and advocates across London, bring more cases to test and improve the way new and current laws are applied, and support them to advertise their services to attract more members.

**This part of our amendment is funded** using £1.5 million from the Mayor's Capital Programme Reserve.

#### **4. A year of 'Sundays Out'**

Currently, TfL offers a £1.50 off-peak fare from zones 2 to 6. This flat fare helps more Londoners use public transport at a reduced cost but does not extend into zone 1, so that the cost of off-peak journeys into zone 1 ranges from £2.40 to £3.10.

The £1.50 offer has been heavily advertised and promotes cultural attractions in zones 2 to 6. However, for some journeys Londoners need to cross zone 1 to access these attractions, and some of the most popular, culturally and educationally significant free-to-enter attractions are in zone 1.

The recent TfL report, *Travel in London 12*, highlighted that near-stagnant real wages and increased living costs were affecting discretionary spending by Londoners, including travel for shopping and leisure. This has disproportionately affected young Londoners and lower income groups. Furthermore, TfL's 2019 report, *Understanding Diverse Communities*, has highlighted that half of BAME and 16 to 24-year-old Londoners cite cost as a major barrier to using public transport more often.

We propose extending the £1.50 off-peak offer into zone 1 for one Sunday every month of this financial year in a series of 'Sundays Out'. This offer has the potential to be used by around 400,000 individuals each Sunday. We would promote these days alongside local attractions across all zones of our city, and also encourage boroughs to hold more car-free street events on these days to make visiting all parts of our city even more attractive, helping all Londoners to experience and take part in our city and its culture.

**This part of our amendment is funded** using £27 million of the unallocated Strategic Investment Fund budget for 2021-22 which would replace any lost income from full fares on these days.

#### **5. Make all Transport for London toilets free and provide new toilets on the network**

Public toilets are a facility many Londoners experience an urgent need for. Three quarters of the public say there are not enough public toilets in the UK, particularly at bus stations and train stations. There are many in the community who plan their journeys around toilets, particularly older Londoners, people with a disability or those with children. The Royal Society for Public Health talks about a 'loo leash', with fears about access to a toilet leading to one in

five not going out as often as they would like, much more for those with a medical condition.<sup>12</sup> TfL documentation on Healthy Streets does not use public toilets as a Healthy Streets Indicator but states that they are, along with drinking water, “essential for creating streets that are inclusive to pedestrians from all walks of life”.<sup>13</sup>

Most people expect that railway stations have public toilets and plan their travel around that. However, at TfL stations it is mostly impossible to find a toilet, or you must pay to use one. Conversely, toilets at Network Rail stations in London are free. TfL should not be charging for the toilets they provide and further should consider the provision of as many toilets as possible part of its public purpose and service both for Londoners and TfL tube and bus workers.

We want to ensure everyone can enjoy our city and use our public transport without fearing a lack of access to public toilets. We propose providing £18 million for new, free toilets at TfL stations, which means more toilets for everyone, removing the fee to access existing toilets on the TfL network, providing for maintenance and cleaning, and ensuring accessible toilets are available in new toilet blocks. The money committed in this amendment is estimated to be able to remove fees and add 32 new automatic toilets, 32 new toilet blocks including both accessible and conventional toilets, and six Changing Places toilets alongside new or existing accessible toilet blocks.

**This part of our amendment is funded** using £18 million from the TfL Healthy Streets budget achieved by reallocating part of the £64 million for major TLRN projects away from the Fiveways junction program.

## **6. Boost the Young Londoners Fund to invest in our young people's future**

Following budget proposals from the Green Group during the 2017 budget process, and evidence of deep cuts in youth service provision revealed by our work<sup>14</sup>, the Mayor set up the Young Londoners Fund in 2018. The new fund committed £45 million in one-off funding over three years, using surplus from the business rates levy account. This decision was made after the Mayor asked Assembly Members for ideas on how to allocate an expected surplus in his draft budget that year.

The Young Londoners Fund, as of 27 December 2019, has committed spending of almost £39 million, supporting 344 schemes that provide ‘a range of education, sport, cultural and other activities for young Londoners.’ However, the Young Londoners Fund is due to end in the financial year 2020-21, and the last date any scheme is due to be funded until is 31 October 2022.

Ongoing research each year from Sian Berry AM has found that council youth work budgets have been cut by nearly half since 2011-12.<sup>15</sup> Although the rate of cuts slowed in the financial years 2017-18 and 2018-19, councils had still planned an overall cut of more than £1.2 million this time last year, with new estimates for 2020-21 expected soon. Doors are still closed on

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<sup>12</sup> Taking the P\*\*\*: the decline of the great British public toilet. Royal Society for Public Health, May 2019 <https://www.rsph.org.uk/our-work/policy/healthy-places/taking-the-p.html> p 8

<sup>13</sup> Why aren't public toilets & drinking water fountains Healthy Streets Indicators? Transport for London, p103 <http://content.tfl.gov.uk/healthy-streets-explained.pdf>

<sup>14</sup> London's Lost Youth Services. Report by Sian Berry, March 2019 [https://www.london.gov.uk/sites/default/files/sian\\_berry\\_am\\_london\\_youth\\_services\\_2019.pdf](https://www.london.gov.uk/sites/default/files/sian_berry_am_london_youth_services_2019.pdf)

<sup>15</sup> London's Lost Youth Services. Report by Sian Berry, March 2019 [https://www.london.gov.uk/sites/default/files/sian\\_berry\\_am\\_london\\_youth\\_services\\_2019.pdf](https://www.london.gov.uk/sites/default/files/sian_berry_am_london_youth_services_2019.pdf)

once vibrant and vital youth centres and projects, with the number lost between 2011 and 2019 totalling more than 100 across London.

This part of our budget amendment would extend the Young Londoners Fund, with additional funding for its remaining year for projects extending up to 2023-24, giving more support and more security to the youth work sector. To date, no new funding has been put in to boost the Young Londoners Fund in the budget draft.

We would put a further £23.7 million into the Young Londoners Fund, to be distributed during 2020-21 in order to provide for three-year grants covering the years up to 2023-24. This sum represents the remaining unspent amount in the Strategic Investment Fund alongside £10 million from the council tax surplus. In the final budget we would aim to find further funding for future years in any other new or surplus income that will be confirmed at that point.

Youth projects are vital to help young people thrive, build social confidence, learn skills, and find their place in our city and their communities. Youth work is an important service for the development of our youngest citizens and they cannot get meaningful work done in short bursts.

The GLA should support youth work to the best of its ability. Until there is a long-term change in policy from central Government, our young people will continue to be short changed, and they need all the help they can get from us today.

**This part of our amendment is funded** using £13.7 million from the unallocated Strategic Investment Fund budget for 2021-22 and £10 million from the council tax surplus. Our intention is to find further funding for future years of the Young Londoners Fund from additional business rates expected in the final budget and intend to put forward a proposal to amend the budget at that final stage.

**PART B: Proposal to approve, with amendments, the Draft Consolidated Budget for the 2020-21 financial year for the Greater London Authority and the Functional Bodies**

**RECOMMENDATIONS:**

**FORMAL BUDGET AMENDMENT**

1. The Mayor's draft consolidated budget (together with the component budgets comprised within it) for 2020-21 be amended by the sum(s) shown in column number 3 of the table for each constituent body, as set out and in accordance with the attached Schedule.

(These sums are the calculations under sections 85(4) to (8) of the Greater London Authority Act 1999 (as amended) ('The GLA Act') which give rise to each of the amounts mentioned in recommendations 2 and 3 below.)

2. The calculations referred to in recommendation 1 above, give rise to a component council tax requirement for 2020-21 for each constituent body as follows:

<i>Constituent body</i>	<b>Component council tax requirement</b>
<b>Greater London Authority: Mayor of London</b>	<b>£67,629,734</b>
<b>Greater London Authority: London Assembly</b>	<b>£2,634,129</b>
<b>Mayor's Office for Policing and Crime</b>	<b>£770,257,185</b>
<b>London Fire Commissioner</b>	<b>£168,614,895</b>
<b>Transport for London</b>	<b>£5,972,735</b>
<b>London Legacy Development Corporation</b>	<b>£0</b>
<b>Old Oak and Park Royal Development Corporation</b>	<b>£0</b>

3. The component council tax requirements shown in recommendation 2 above, give rise to a consolidated council tax requirement for the Authority for 2020-21 (shown at Line 99 in the attached Schedule) of **£1,015,108,678**.

**BUDGET RELATED MOTIONS**

3. [WHERE APPLICABLE, INSERT ANY OTHER BUDGET RELATED MOTIONS REQUIRED]



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**NOTES:**

***Assembly's powers of budget amendment***

- a. The Mayor is required to set a consolidated and component council tax requirement and it is this amount which the Assembly has the power to amend. The council tax requirement equates to the amount which will be allocated to the Mayor, the Assembly and for each functional body from the Mayor's council tax precept. These individual functional body requirements are consolidated to form the consolidated council tax requirement for the GLA Group.
- b. A simple majority of votes cast by Assembly Members is required to approve any amendment to recommendations (1) to (3) above concerning the Draft Consolidated Budget; abstentions are not counted.
- c. To approve the Draft Consolidated Budget, without amendment, only a simple majority of votes cast is required. Again, abstentions are not counted.
- d. Lines 4 (GLA Mayor), 18 (Assembly), 32 (MOPAC), 46 (LFC), 60 (TfL), 74 (LLDC) and 88 (OPDC) within the expenditure estimates are used to allocate any revenue account deficit being met from reserves relating to a prior financial year. This is nominally allocated to the GLA in line with accounting practice as the precepting authority but in principle the deficit can be attributed to any component budget. At this stage, a collection fund deficit in respect of retained business rates is not anticipated and therefore no figure has been included in the GLA (Mayoral) component budget (line 4). The forecast net collection fund surplus reported by billing authorities for council tax in respect of 2019-20 is treated as an income item (see section e below).
- e. The income estimates calculated under section 85 5(a) of the GLA Act are presented in five parts within the statutory calculations:
  - Income not in respect of Government grants, business rates retention or the council tax precept. This includes fare revenues; congestion charging income; the Crossrail Business rate supplement; and all other income not received from central government, through the council tax precept or for retained business rates. (line 6 for the Mayor, line 20 for the Assembly, line 34 for MOPAC, line 48 for LFC, line 62 for TfL, line 76 for the LLDC and line 90 for the OPDC);
  - Income in respect of specific and special government grants. This includes those grants which are not regarded as general grants and are nominally paid for specific purposes and must generally be applied and allocated to the relevant functional body. This includes Home Office specific grants for MOPAC including counter-terrorism funding and other grants paid for specific purposes to the GLA and the other functional bodies (line 7 for the Mayor, line 21 for the Assembly, line 35 for MOPAC, line 49 for LFC, line 63 for TfL, line 77 for the LLDC and line 91 for the OPDC);
  - Income in respect of general government grants. This includes for MOPAC only its general Home Office grant comprising the core Home Office police, National and International Capital Cities, council tax legacy support and principal police formula component funding streams (line 8 for the Mayor, line 22 for the Assembly, line 36 for MOPAC, line 50 for LFC, line 64 for TfL, line 78 for the LLDC and line 92 for OPDC). The Home Office policing and principal police formula grant reported within line 36 can only be applied to the MOPAC component budget;

- Income in respect of retained business rates including estimated related section 31 grant income payable by the Secretary of State under the Local Government Act 2003 (line 9 for the Mayor, line 23 for the Assembly, line 37 for MOPAC, line 51 for LFC, line 65 for TfL, line 79 for the LLDC and line 93 for OPDC); and

- The GLA's estimated share of any aggregate forecast net collection fund surplus at 31 March 2020 reported by the 33 London billing authorities in respect of either council tax and/or retained business rates. These surpluses are nominally allocated to the GLA Mayoral component reflecting its responsibility for the administration of these funding sources but in principle they can be attributed to any component budget. For the draft budget this figure reflects the GLA forecast share of the forecast net collection fund surplus for 2019-20 of £12.2 million in respect of council tax only (line 10 for the Mayor, line 24 for the Assembly, line 38 for MOPAC, line 52 for LFC, line 66 for TfL, and line 80 for the LLDC). This figure will be updated in the final draft budget to reflect the actual forecasts supplied by billing authorities by the end of January 2020.

- f. A subtotal for income items before the use of reserves (line 11 for the Mayor, line 25 for the Assembly, line 39 for MOPAC, line 53 for LFC, line 67 for TfL, line 81 for the LLDC and line 95 for the OPDC) is included in the proforma and must also be amended to reflect the sum of any amendments made to the income items listed in paragraph d above.
- g. The proposed use of reserves to meet expenditure is recorded in lines 12 (Mayor), 26 (Assembly), 40 (MOPAC), 54 (LFC), 68 (TfL), 82 (LLDC) and 96 (OPDC). The overall income total including the use of reserves and the sum of the income items from paragraph e is recorded in lines 13 (Mayor), 27 (Assembly), 41 (MOPAC), 55 (LFC), 69 (TfL), 83 (LLDC) and 97 (OPDC) – and again this must also be amended to reflect the sum of any amendments made to the income items described in paragraphs d and e above.

***Council tax base and GLA share of billing authority collection fund surpluses or deficits***

- h. For the purposes of the draft budget calculations the council tax requirements are calculated using the 2019-20 approved council taxbases for the 33 London billing authorities updated by 2 per cent – 3,062,940.87 Band D equivalent properties for non-police services and 3,055,000.14 for police services (i.e. excluding the taxbase for the City of London). The Mayor's final draft budget will incorporate the effect of the approved billing authority council taxbases and the GLA's forecast share of retained business rates income for 2020-21 alongside the forecast collection fund surpluses or deficits in respect of retained business rates and council tax for 2019-20 which are recoverable in 2020-21 through an adjustment to the instalments payable to the GLA by billing authorities.

***Compliance with council tax "excessiveness principles" set by the Secretary of State***

- i. A Band D council tax for non police services in the City of London (the unadjusted basic amount of council tax applying in the City) which is 2%, or more than 2%, greater than its unadjusted relevant basic amount of council tax for 2019-20 would be regarded as "excessive" under the draft council tax excessiveness principles published by the Secretary of State in December 2019. The Secretary of State has yet to formally publish draft council tax excessiveness principles for the adjusted basic amount of council tax. However, MHCLG officials have indicated to the GLA that an increase of more than £11.56 in the adjusted relevant basic amount will be deemed excessive.
- j. A Band D council tax for non-police services in the City of London (the unadjusted basic amount of council tax applying in the City) which exceeds £79.94 and/ or a total council tax elsewhere (the adjusted basic amount applying in the 32 London boroughs) which exceeds £332.07 would be regarded as "excessive" under the council tax excessiveness principles to be published by the Secretary of State. This is because a higher Band D amount in either case will result in an increase at or above the thresholds set by the Secretary of State in the principles, in which case the increase is regarded as "excessive," thereby triggering (in either or both cases as applicable) the requirement to hold a council tax referendum of local government electors across the whole of Greater London (excluding electors in the City of London if only the adjusted precept is excessive).

- k. Assembly Groups should therefore seek advice should they wish to propose amendments which have the effect of increasing the precept compared to the figures proposed by the Mayor of £79.94 (the unadjusted amount of council tax in the City) and £332.07 (the adjusted amount in the 32 boroughs), as it is possible that the amendment could breach the assumed excessiveness principles depending on the apportionment of any additional council tax precept income raised between police and non police services.
- l. If an amendment resulting in an “excessive” council tax is passed at the 24 February meeting at which the final draft budget is to be considered, the Assembly will also be required to approve an alternative default or ‘substitute’ budget that is compliant with the excessiveness principles and which would become the budget should any resulting referendum not be passed – in effect one consistent with an unadjusted council tax of £79.94 (in the area of the Common Council of the City of London) and/or an adjusted council tax of £332.07 (in the 32 London Boroughs) depending on which (or both) is/are “excessive”. Part 3 of the Mayor’s draft budget provides advice to Assembly members on council tax referendum issues.

## SCHEDULE

### Part 1: Greater London Authority: Mayor of London ("Mayor") draft component budget

NOTE: Amendments to the draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If "nil" or "£0" is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
<i>Line</i>	<b>Mayor's Proposal</b>	<b>Budget amendment</b>	<b>Description</b>
1	£1,721,935,692	£1,800,135,692	estimated expenditure of the Mayor for the year calculated in accordance with s85(4)(a) of the GLA Act
2	£1,000,000	£	estimated allowance for contingencies for the Mayor under s85(4)(b) of the GLA Act
3	£18,200,000	£	estimated reserves to be raised for meeting future expenditure of the Mayor under s85(4)(c) of the GLA Act
4	£0	£	estimate of reserves to meet a revenue account deficit of the Mayor under s85(4)(d) of the GLA Act reflecting the collection fund deficit for retained business rates
5	<b>£1,741,135,692</b>	<b>£1,819,335,692</b>	aggregate of the amounts for the items set out in s85(4) of the GLA Act for the Mayor (lines (1) + (2) + (3) + (4) above)
6	-£262,932,000	-£	estimate of the Mayor's income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
7	-£311,000,000	-£	estimate of the Mayor's special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
8	£0	-£	estimate of the Mayor's income in respect of general government grants (revenue support grant) calculated in accordance with s85(5)(a) of the GLA Act
9	-£962,005,568	-£963,005,568	estimate of the Mayor's income in respect of retained business rates including related section 31 grant income calculated in accordance with s85(5)(a) of the GLA Act
10	-£12,200,000	-£	estimate of the Mayor's share of any net council tax collection fund surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
11	<b>-£1,548,137,568</b>	<b>-£1,549,137,568</b>	aggregate of the amounts for the items set out in section 85(5)(a) of the GLA Act (lines (6) + (7) + (8) + (9) + (10))
12	-£125,399,019	-£202,568,390	estimate of Mayor's reserves to be used in meeting amounts in line 5 above under s85(5)(b) of the GLA Act
13	<b>-£1,673,536,587</b>	<b>-£1,751,705,958</b>	aggregate of the amounts for the items set out in section 85(5) of the GLA Act for the Mayor (lines (11) + (12) above)
14	<b>£67,599,105</b>	<b>£67,629,734</b>	the component council tax requirement for the Mayor (being the amount by which the aggregate at (5) above exceeds the aggregate at (13) above calculated in accordance with section 85(6) of the GLA Act)

**The draft component council tax requirement for the Mayor for 2020-21 (line 14 col 3) is £67,629,734**

## Part 2: Greater London Authority: London Assembly (“Assembly”) draft component budget

NOTE: Amendments to the draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If “nil” or “£0” is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
Line	Mayor’s proposal	Budget amendment	Description
15	£8,415,000	£	estimated expenditure of the Assembly for the year calculated in accordance with s85(4)(a) of the GLA Act
16	£0	£	estimated allowance for contingencies for the Assembly under s85(4)(b) of the GLA Act
17	£150,000	£	estimated reserves to be raised for meeting future expenditure of the Assembly under s85(4)(c) of the GLA Act
18	£0	£	estimate of reserves to meet a revenue account deficit of the Assembly under s85(4)(d) of the GLA Act
19	<b>£8,565,000</b>	<b>£</b>	aggregate of the amounts for the items set out in s85(4) of the GLA Act for the Assembly (lines (15) + (16) + (17) + (18) above)
20	£0	-£	estimate of the Assembly’s income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
21	£0	-£	estimate of the Assembly’s special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
22	£0	-£	estimate of the Assembly’s income in respect of general government grants (revenue support grant) calculated in accordance with s85(5)(a) of the GLA Act
23	-£5,930,871	-£	estimate of the Assembly’s income in respect of retained business rates including related section 31 grant income calculated in accordance with s85(5)(a) of the GLA Act
24	£0	-£	estimate of the Assembly’s share of any net council tax collection fund surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
25	<b>-£5,930,871</b>	<b>-£</b>	aggregate of the amounts for the items set out in section 85(5)(a) of the GLA Act (line (20) + (21) + (22) + (23)+ (24))
26	£0	-£	estimate of Assembly’s reserves to be used in meeting amounts in lines 19 above under s85(5)(b) of the GLA Act
27	<b>-£5,930,871</b>	<b>-£</b>	aggregate of the amounts for the items set out in section 85(5) of the GLA Act for the Assembly (lines (25) + (26) above)
28	<b>£2,634,129</b>	<b>£</b>	the component council tax requirement for the Assembly (being the amount by which the aggregate at (19) above exceeds the aggregate at (27) above calculated in accordance with section 85(6) of the GLA Act)

**The draft component council tax requirement for the Assembly for 2020-21 (line 28 col 3) is £2,634,129**

### Part 3: Mayor's Office for Policing and Crime ("MOPAC") draft component budget

NOTE: Amendments to the draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If "nil" or "£0" is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
Line	Mayor's proposal	Budget amendment	Description
29	£3,854,681,399		£ estimated expenditure of the MOPAC calculated in accordance with s85(4)(a) of the GLA Act
30	£0		£ estimated allowance for contingencies for the MOPAC under s85(4)(b) of the GLA Act
31	£0		£ estimated reserves to be raised for meeting future expenditure of the MOPAC under s85(4)(c) of the GLA Act
32	£0		£ estimate of reserves to meet a revenue account deficit of the MOPAC under s85(4)(d) of the GLA Act
33	£3,854,681,399		£ aggregate of the amounts for the items set out in s85(4) of the GLA Act for the MOPAC (lines (29) + (30) +(31) + (32) above)
34	£-270,000,000		£ estimate of the MOPAC's income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
35	£-619,018,714		£ estimate of the MOPAC's special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
36	£-2,048,523,435		£ estimate of the MOPAC's income in respect of general government grants (including revenue support grant, core Home Office police grant and principal police formula grant) calculated in accordance with s85(5)(a) of the GLA Act
37	£-94,976,065		£ estimate of the MOPAC's income in respect of retained business rates including related section 31 grant income calculated in accordance with s85(5)(a) of the GLA Act
38	£0		£ estimate of MOPAC's share of any net council tax collection fund surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
39	<b>£-3,032,518,214</b>		<b>£</b> aggregate of the amounts for the items set out in section 85(5)(a) of the GLA Act (lines (34) + (35) + (36) + (37) +(38))
40	£-51,906,000		£ estimate of MOPAC's reserves to be used in meeting amounts in line 33 above under s85(5)(b) of the GLA Act
41	<b>£-3,084,424,214</b>		<b>£</b> aggregate of the amounts for the items set out in section 85(5) of the GLA Act for the MOPAC (lines (39) + (40) above)
42	<b>£770,257,185</b>		<b>£</b> the component council tax requirement for MOPAC (being the amount by which the aggregate at (33) above exceeds the aggregate at (41) above calculated in accordance with section 85(6) of the GLA Act)

**The draft component council tax requirement for the MOPAC for 2020-21 (line 42 col 3) is £770,257,185**

#### Part 4: London Fire Commissioner (“LFC”) draft component budget

NOTE: Amendments to the draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If “nil” or “£0” is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
Line	Mayor’s Proposal	Budget amendment	Description
43	£485,996,000	£	estimated expenditure of LFC for the year calculated in accordance with s85(4)(a) of the GLA Act
44	£0	£	estimated allowance for contingencies for LFC under s85(4)(b) of the GLA Act
45	£0	£	estimated reserves to be raised for meeting future expenditure of LFC under s85(4)(c) of the GLA Act
46	£0	£	estimate of reserves to meet a revenue account deficit of LFC under s85(4)(d) of the GLA Act
47	<b>£485,996,000</b>	<b>£</b>	aggregate of the amounts for the items set out in s85(4) of the GLA Act for LFC (lines (43) + (44) + (45) + (46) above)
48	-£39,793,000	-£	estimate of LFC’s income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
49	-£33,228,000	-£	estimate of LFC’s special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
50	£0	-£	estimate of LFC’s income in respect of general government grants (revenue support grant) calculated in accordance with s85(5)(a) of the GLA Act
51	-£230,685,105	-£	estimate of LFC’s income in respect of retained business rates including related section 31 grant income calculated in accordance with s85(5)(a) of the GLA Act
52	£0	-£	estimate of LFC’s share of any net council tax collection fund surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
53	<b>-£303,706,105</b>	<b>-£</b>	aggregate of the amounts for the items set out in section 85(5)(a) of the GLA Act (lines (48) + (49) + (50) + (51) + (52))
54	-£13,675,000	-£	estimate of LFC’s reserves to be used in meeting amounts in line 47 above under s85(5)(b) of the GLA Act
55	<b>-£317,381,105</b>	<b>-£</b>	aggregate of the amounts for the items set out in section 85(5) of the GLA Act for LFC (lines (53) + (54) above)
56	<b>£168,614,895</b>	<b>£</b>	the component council tax requirement for LFC (being the amount by which the aggregate at (47) above exceeds the aggregate at (55) above calculated in accordance with section 85(6) of the GLA Act)

**The draft component council tax requirement for LFC for 2020-21 (line 56 col 3) is £168,614,895**

## Part 5: Transport for London (“TfL”) draft component budget

NOTE: Amendments to the draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If “nil” or “£0” is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
Line	Mayor’s proposal	Budget amendment	Description
57	£7,161,545,364	£7,160,545,364	estimated expenditure of TfL for the year calculated in accordance with s85(4)(a) of the GLA Act
58	£0	£	estimated allowance for contingencies for TfL under s85(4)(b) of the GLA Act
59	£0	£	estimated reserves to be raised for meeting future expenditure of TfL under s85(4)(c) of the GLA Act
60	£0	£	estimate of reserves to meet a revenue account deficit of TfL under s85(4)(d) of the GLA Act
61	<b>£7,161,545,364</b>	<b>£7,160,545,364</b>	aggregate of the amounts for the items set out in s85(4) of the GLA Act for the TfL (lines (57) + (58) + (59) + (60) above)
62	-£6,182,289,000	-£	estimate of TfL’s income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
63	-£5,040,000	-£	estimate of TfL’s special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
64	£0	-£	estimate of TfL’s income in respect of general government grants (revenue support grant and the GLA Transport General Grant) calculated in accordance with s85(5)(a) of the GLA Act
65	-£968,213,000	-£967,243,629	estimate of TfL’s income in respect of retained business rates including related section 31 grant income calculated in accordance with s85(5)(a) of the GLA Act
66	£0	-£	estimate of TfL’s share of any net council tax collection fund surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
67	<b>-£7,155,542,000</b>	<b>-£7,154,572,629</b>	aggregate of the amounts for the items set out in section 85(5)(a) of the GLA Act for TfL (lines (62) + (63) + (64) + (65) + (66) above)
68	£0	-£0	estimate of TfL’s reserves to be used in meeting amounts in line 61 above under s85(5) (b) of the GLA Act
69	<b>-£7,155,542,000</b>	<b>-£7,154,572,629</b>	aggregate of the amounts for the items set out in section 85(5) of the GLA Act (lines (67) + (68))
70	<b>£6,003,364</b>	<b>£5,972,735</b>	the component council tax requirement for TfL (being the amount by which the aggregate at (61) above exceeds the aggregate at (69) above calculated in accordance with section 85(6) of the GLA Act)

**The draft component council tax requirement for TfL for 2020-21 (line 70 col 3) is £5,972,735**



## Part 6: London Legacy Development Corporation (“LLDC”) draft component budget

NOTE: Amendments to the draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If “nil” or “£0” is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
Line	Mayor’s proposal	Budget amendment	Description
71	£65,687,000		£ estimated expenditure of LLDC for the year calculated in accordance with s85(4)(a) of the GLA Act
72	£0		£ estimated allowance for contingencies for LLDC under s85(4)(b) of the GLA Act
73	£0		£ estimated reserves to be raised for meeting future expenditure of LLDC under s85(4)(c) of the GLA Act
74	£0		£ estimate of reserves to meet a revenue account deficit of LLDC under s85(4)(d) of the GLA Act
75	<b>£65,687,000</b>		<b>£</b> aggregate of the amounts for the items set out in s85(4) of the GLA Act for LLDC (lines (71) + (72) + (73) + (74) above)
76	-£28,209,000		-£ estimate of LLDC’s income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
77	£0		-£ estimate of LLDC’s special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
78	£0		-£ estimate of LLDC’s income in respect of general government grants (revenue support grant) calculated in accordance with s85(5)(a) of the GLA Act
79	-£32,627,000		-£ estimate of LLDC’s income in respect of retained business rates including related section 31 grant income calculated in accordance with s85(5)(a) of the GLA Act
80	£0		-£ estimate of LLDC’s share of any net council tax collection fund surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
81	<b>-£60,836,000</b>		<b>-£</b> aggregate of the amounts for the items set out in section 85(5)(a) of the GLA Act (lines (76) + (77) + (78) + (79) + (80))
82	-£4,851,000		-£ estimate of LLDC’s reserves to be used in meeting amounts in line 75 above under s85(5)(b) of the GLA Act
83	<b>-£65,687,000</b>		<b>-£</b> aggregate of the amounts for the items set out in section 85(5) of the GLA Act for LLDC (lines (81) + (82) above)
84	<b>£0</b>		<b>£</b> the component council tax requirement for LLDC (being the amount by which the aggregate at (75) above exceeds the aggregate at (83) above calculated in accordance with section 85(6) of the GLA Act)

**The draft component council tax requirement for LLDC for 2020-21 (line 84 col 3) is £0**

## Part 7: Old Oak and Park Royal Development Corporation (“OPDC”) draft component budget

NOTE: Amendments to the draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If “nil” or “£0” is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
Line	Mayor’s proposal	Budget amendment	Description
85	£8,600,000	£	estimated expenditure of OPDC for the year calculated in accordance with s85(4)(a) of the GLA Act
86	£0	£	estimated allowance for contingencies for OPDC under s85(4)(b) of the GLA Act
87	£0	£	estimated reserves to be raised for meeting future expenditure of OPDC under s85(4)(c) of the GLA Act
88	£0	£	estimate of reserves to meet a revenue account deficit of OPDC under s85(4)(d) of the GLA Act
89	<b>£8,600,000</b>	<b>£</b>	aggregate of the amounts for the items set out in s85(4) of the GLA Act for OPDC (lines (85) + (86) + (87) + (88) above)
90	-£800,000	-£	estimate of OPDC’s income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
91	£0	-£	estimate of OPDC’s special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
92	£0	-£	estimate of OPDC’s income in respect of general government grants (revenue support grant) calculated in accordance with s85(5)(a) of the GLA Act
93	-£7,800,000	-£	estimate of OPDC’s income in respect of retained business rates including related section 31 grant income calculated in accordance with s85(5)(a) of the GLA Act
94	£0	-£	estimate of OPDC’s share of any net council tax collection fund surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
95	<b>-£8,600,000</b>	<b>-£</b>	aggregate of the amounts for the items set out in section 85(5)(a) of the GLA Act (lines (90) + (91) + (92) + (93) + (94))
96	£0	-£	estimate of OPDC’s reserves to be used in meeting amounts in line 89 above under s85(5)(b) of the GLA Act
97	<b>-£8,600,000</b>	<b>-£</b>	aggregate of the amounts for the items set out in section 85(5) of the GLA Act for OPDC (lines (95) + (96) above)
98	<b>£0</b>	<b>£</b>	the component council tax requirement for OPDC (being the amount by which the aggregate at (89) above exceeds the aggregate at (97) above calculated in accordance with section 85(6) of the GLA Act)

**The draft component council tax requirement for OPDC for 2020-21 (line 98 col 3) is £0**

**Part 8: The Greater London Authority ("GLA") draft consolidated council tax requirement calculations**

NOTE: Amendments to the draft consolidated council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If "nil" or "£0" is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
<b>Line</b>	<b>Mayor's proposal</b>	<b>Budget amendment</b>	<b>Description</b>
99	<b>£1,015,108,678</b>		<b>£</b> the GLA's consolidated council tax requirement (the sum of the amounts in lines (14) + (28) + (42) + (56) + (70) + (84) + (98) calculated in accordance with section 85(8) of the GLA Act)

**The draft consolidated council tax requirement for 2020-21 (line 99 col 3) is £1,015,108,678**