

GLA Group Budget Proposals and Precepts 2025-26

Consultation Document

December 2024

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**Greater London Authority
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The Mayor's Foreword

The GLA Group budget is about setting out how we will fund our plans to continue building a fairer, safer and greener London for everyone.

This year sees a new approach to the GLA Group budget process to make it more efficient and to reduce duplication. I will publish the draft budget in January and the final draft in February next year. This document is the consultation budget, which we have had to publish before the government has announced the provisional police, fire and local government settlements. This means I cannot set out my proposals on some key issues, including the level of council tax, as I simply do not have the information needed to decide at this stage of the process.

Therefore, this consultation budget keeps the assumptions on council tax that were set out in the budget guidance in July this year. I will announce my decision on council tax and my plans for funds raised through business rates in January 2025, once we have access to all the necessary information from the government. It should also be noted that the MOPAC police budget submission has had to use prudent assumptions on the level of funding that will be provided by the Home Office, even though constructive talks with government ministers about funding are ongoing.

As Mayor, I've doubled investment in policing from City Hall, putting in a record additional £151m this year alone to bolster neighbourhood policing. I'll continue to step in with funding as much as possible, but the overwhelming majority of the Met's funding comes from central government. That's why – after 14 years of significant national cuts by the previous government and additional pressures from policing the capital – the Met has been left in a difficult financial position.

At the time of publication, I'm continuing to work closely with the government and the Commissioner on the additional funding the Met needs to ensure we can continue building a safer London for everyone.

As well as continuing to be tough on crime, I'm focused on being tough on the complex causes of crime. Since 2016, we have funded more than 500,000 positive opportunities to help to divert vulnerable young Londoners away from crime – including through London's Violence Reduction Unit. The GLA Group budget will continue to fund crucial crime prevention measures.

His Majesty's Inspectorate recently found that the London Fire Brigade (LFB) has made significant improvements in its performance and culture. The LFB is responding to emergencies faster and is now rated as outstanding in how it responds to major and multi-agency incidents. This positive transformation has been aided by record investment from City Hall over recent years. I will confirm the non-police precept for the LFB in January, but I can assure Londoners that I will continue to support the LFB Commissioner and his team, who have worked incredibly hard to drive forward the changes that were urgently needed.

The previous government's removal of the operating grant for Transport for London (TfL) in 2015 made London's transport network over-dependent on fares income, which created a financial emergency when the pandemic hit. Through prudent and effective financial management, we have managed to navigate TfL through this financial crisis while protecting vital services for Londoners. We are now focused on increasing and improving services across our city to make London's transport network better, greener, more accessible and as affordable as possible.

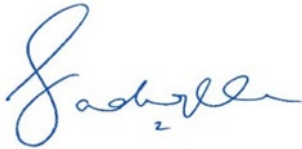
After working closely with the new government, the Chancellor announced substantial additional funding for TfL in her budget. This is good news for London, and the country, and will help us to support the crucial maintenance, renewal and growth of London's transport system. As we head towards the Spending Review next year, I'll continue to work with the government and highlight the benefits of a multi-year funding settlement for TfL, which would not only improve transport services for Londoners, but help to boost housebuilding and economic growth and create jobs across the country.

As well as ensuring we protect and invest in our vital public services, my budget will always be about targeting resources where they can make the biggest difference to Londoners. This includes: supporting Londoners with the cost of living, like delivering free school meals to all state primary schools; building more council homes and the homes Londoners can afford to buy and rent; tackling street homelessness; continuing to offer free training to anyone who is unemployed or in low-paid work; supporting businesses to create jobs and growth; and investing millions in green projects so we can continue leading the way when it comes to tackling the climate crisis and pollution.

For too long the GLA Group has had to deal with local funding settlements being announced by the government very late in the day, often only weeks before the start of the financial year. I welcome the Chancellor's decision to reintroduce a multi-year Spending Review process. Given the timing of the General Election, it has not been possible to implement in time for the next financial year. But I look forward to working with ministers to confirm funding levels for the rest of the Mayoral term and beyond, which will provide the certainty needed for effective budgeting and the most efficient use of public funds.

As well as the transparency provided by our new-look budget documents, it's important that we involve Londoners in the process. The GLA and the functional bodies have made their budget submissions and I'm using this consultation process to ask for Londoners' views on these submissions, exactly as they have been sent to me. I welcome Londoners' views and feedback, which will be considered when we produce the draft budget next year.

I'll never forget that London gave me the opportunities to go from the council estate where I grew up to being Mayor of the greatest city on earth. And the common thread that continues to run through everything I do as Mayor is the desire to ensure that all Londoners - irrespective of race, gender, religion, sexual orientation, disability or class - can get the same shot at reaching their full potential that London gave me and my family. I'll continue to use my annual budget - and all the levers at my disposal - to provide the helping hand Londoners need as we build a fairer, safer and greener London for everyone.

A handwritten signature in blue ink, reading 'Sadiq Khan', with a stylized flourish at the end.

Sadiq Khan

Mayor of London

Introduction

- 1.1 The Greater London Authority (GLA) is the strategic authority for London and supports the Mayor and the London Assembly in delivering their respective responsibilities and functions.
- 1.2 The Mayor sets the overall budget for the GLA and its five functional bodies (together known as the GLA Group). The GLA Group comprises:
 - the GLA, which includes the London Assembly
 - the Mayor’s Office for Policing and Crime (MOPAC)
 - Transport for London (TfL)
 - the London Fire Commissioner (LFC)
 - the London Legacy Development Corporation (LLDC)
 - the Old Oak and Park Royal Development Corporation (OPDC).
- 1.3 The purpose of this document is to consult Londoners, in particular the London Assembly, functional bodies, London Boroughs, the Common Council of the City of London and other interested parties, such as the business community, on the Mayor’s proposed Revenue Budget and Draft Capital Spending Plan for 2025-26.
- 1.4 The budget submissions of the GLA and its five functional bodies are being consulted on through this document, ahead of the Mayor setting out his proposals in his Draft Consolidated Budget (“Draft Budget”), and can be found on the website pages listed below:

GLA: Mayor and GLA: Assembly	GLA budget submission 2025-26
MOPAC:	MOPAC budget submission 2025-26
TfL:	TfL budget submission 2025-26
LFC:	LFC budget submission 2025-26
LLDC:	LLDC budget submission 2025-26
OPDC:	OPDC budget submission 2025-26

Structure of this consultation document

- 1.5 Revenue budget proposals for the GLA and its functional bodies are presented in sections 4 to 10 of this document. The GLA’s proposals are shown first, and the remainder are presented in order of magnitude of their council tax requirement. Revenue budgets at a subjective level and reserves are set out in Appendices A to F.
- 1.6 Section 11 sets out the proposed Capital Strategy for the GLA Group, including the statutory Draft Capital Spending Plan. The individual capital spending plans, capital financing budgets and borrowing limits for the GLA and its functional bodies are set out in Appendices A to F.
- 1.7 Appendix G provides a summary of the GLA Group’s savings and collaboration activities.

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- 1.8 Appendix H sets out in further detail the assumptions used in this Consultation Budget regarding the GLA's estimated aggregate retained business rates income and assumed council tax precept. The term 'business rates' is used throughout this document to refer to national non-domestic rates (NNDR) as defined in legislation.
- 1.9 Appendix I provides tables detailing measures currently included in the London Climate Budget from the GLA and its functional bodies; and tables detailing currently unfunded and unadopted additional measures that would support the Mayor's ambition to achieve net zero by 2030.
- 1.10 Please note that figures in the tables throughout this document may not sum exactly due to rounding.

Consultation process

- 1.11 Reflecting the Mayor's commitment to transparency and engagement, the Mayor is engaging Londoners in the budget consultation process on Talk London, City Hall's online community, alongside the formal statutory consultation process.
- 1.12 Londoners will be able to read this consultation document, asked to complete a survey and be invited to comment on GLA Group Budget Proposals and Precepts 2025-26 within a discussion thread. Log-in or registration to a [Talk London](#) account is required to take part and the consultation will close on 3 January 2025. The results of this engagement will be considered as part of the process of preparing the Mayor's Draft Budget for 2025-26.
- 1.13 Any comments on the proposals contained in this document should be submitted to the GLA by 5pm on Friday 3 January 2025. Comments should ideally be sent by email, but alternatively by post to:

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London
E16 1ZE

e-mail: budgetconsultation@london.gov.uk

Executive Summary

- 2.1 The Mayor's key objective in this Budget is to continue to focus on creating a fairer, safer and greener London for everyone.
- 2.2 To realise the Mayor's vision for London, this Budget focuses expenditure on the following major areas:
- making London safer by being both tough on crime and tough on the causes of crime
 - building more council homes and genuinely affordable homes to buy and rent
 - reducing street homelessness
 - making transport better, greener, more accessible and as affordable as possible
 - tackling the climate crisis and cleaning up London's air and rivers
 - boosting economic growth - supporting business, helping to create jobs, increasing skills provision and attracting trade and investment from around the world
 - supporting Londoners with the cost of living, including providing free school meals to all state primary school children.
- 2.3 This Budget also continues to build on the concept of climate budgeting, first introduced for the GLA Group in 2023-24, and sets out how the GLA Group's spending is linked to the Mayor's commitment to make London net zero by 2030.
- 2.4 The key deliverables in this Budget, for the GLA and its functional bodies, are summarised in their relevant sections of this document; detailed information is contained within their individual budget submissions.

Funding changes since the Mayor's Budget Guidance 2025-26

- 2.5 The Mayor proposed funding amounts for the GLA and its functional bodies via their control totals in his [Budget Guidance for 2025-26](#), published on 31 July 2024. The total amount of funding proposed is determined by the revenue the GLA Group assumes it will receive from council tax and business rates in the forthcoming financial year. The functional body aggregate total funding figure for functional bodies that can be allocated by the Mayor remains the same as that assumed in the Mayor's Budget Guidance for 2025-26.
- 2.6 The Mayor has confirmed that primary school children in state-funded schools in London will continue to get free school meals for a further three academic years. Due to the funding uncertainties when the Mayor's Budget Guidance for 2025-26 was prepared, which are reflected in the GLA: Mayor budget submission, funding for the Universal Free School Meals commitment beyond Summer 2025 has not been reflected in this Consultation Budget. This will be addressed in the Mayor's Draft Budget.

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- 2.7 In the government's Budget, delivered on 30 October 2024, it was announced that TfL would receive £485 million of additional capital funding to continue to deliver its current capital programme and committed major capital projects, including funding for the procurement of additional Elizabeth Line trains. This additional funding has been reflected in TfL's Capital Spending Plan.
- 2.8 The government's Budget also confirmed changes to employers' National Insurance contributions (NICs) from 2025-26, the cost for which is expected to be funded for public sector bodies. The government's funding mechanism for reimbursing these costs has yet to be published and will be incorporated into the Mayor's Draft Budget once confirmed.
- 2.9 The government's Budget also confirmed that the business rates multiplier applied to larger business properties will increase by 1.7 per cent in line with the September 2024 Consumer Price Index (CPI) annual rate of inflation; whereas the small business multiplier, applying to properties with a rateable value below £51,000, will be frozen. As in previous years, the government will compensate local authorities for the lost revenue arising from this latter proposal alongside compensation for the ongoing effects of prior year government decisions relating to the uprating of both multipliers. The funding control totals for the GLA and its functional bodies in the Mayor's Budget Guidance assumed an uplift in business rates funding of 2.0 per cent in line with external forecasts of inflation at the time of publication. The reduction in expected business rates revenue to the GLA Group resulting from this lower than forecast CPI increase is estimated at £4.8 million. Subject to the content of the government's finance settlements, it is intended that this reduction will be offset by the Mayor at a GLA Group wide level.
- 2.10 On 28 November 2024, the Ministry of Housing, Communities and Local Government (MHCLG) published the government's Local Government Finance Policy Statement 2025-26. The statement included its proposed package of referendum principles for police authorities, fire and rescue authorities, and core council tax precepts. Further detail on the measures will be set out in the provisional Local Government Finance Settlement 2025-26 (LGFS) and provisional Police Settlement, which are due to be published for consultation later in December. As the statement was published after the GLA Group's budget submission deadline on 22 November, this Consultation Budget is based on the assumptions contained in the Mayor's Budget Guidance. A full assessment of the measures contained in the provisional LGFS and Police Settlement, and the Mayor's proposals for his council tax precept, will be set out in the Mayor's Draft Budget.

Key challenges and risks

- 2.11 The GLA and each functional body has a statutory responsibility to balance the books annually; this consultation sets out the draft proposals to meet this requirement as part of the budget setting cycle.
- 2.12 The GLA Group has faced significant financial pressures in recent years; the desire to do more to support the delivery of public services is set against a backdrop of prolonged spending constraints under the previous government and external economic shocks. The most significant financial challenges faced by the GLA Group include:
- financial pressures faced by the MPS, in part driven by significant under-funding of the National and International Capital Cities Grant, estimated to be over £240 million per annum when inflation is taken into account
 - delivering major reform of the MPS, in line with A New Met for London (NMfL), to address the findings of Baroness Casey's review, and those of His Majesty's Inspectorate of Constabulary and Fire and Rescue Services' (HMICFRS) PEEL inspection
 - the impact on TfL of slower than expected growth in passenger demand and higher cost inflation in the supply chain
 - TfL's requirement for a higher level of investment in critical capital renewals – which is crucial due to the underinvestment in assets that TfL has experienced since the removal of government grant funding was announced in 2015
 - the requirement for LFC to make further investment to deliver the necessary change set out in the Phase 2 Grenfell Tower Inquiry and Manchester Arena Inquiry reports, and the improvement plan from HMICFRS
 - challenges in the construction market following regulatory changes and a period of high inflation
 - the legacy of single year funding settlements and the uncertainty that this creates, which the new government have indicated they will address in the Spring 2025 multi-year Spending Review ("Phase 2" of the Spending Review).

Overview

- 3.1 The key objectives and deliverables for the GLA Group are set out in detail in the individual budget submissions; therefore, only a summary of these are included in sections 4 to 10.

Overall gross revenue and capital expenditure of the GLA Group

- 3.2 The following table summarises the planned total revenue and capital expenditure of the GLA Group in 2025-26, calculated on a statutory basis in accordance with the requirements of the GLA Act. These statutory calculations, which will inevitably change during the 2025-26 Consolidated Budget process, form the basis of the amounts reported in the Mayor's Draft and Final Draft Budgets which the Assembly has the power to amend.
- 3.3 The statutory calculations include certain expenditures which result in equivalent spending effectively being reported twice across the GLA Group – both by the funding body (generally the GLA from Group Items), and the receiving body. The result of this is that the statutory calculations overstate the true group-wide gross expenditure over which the Mayor has control. Therefore, the table also reflects the adjusted figures after excluding these intra-group transfers.

Statutory gross expenditure adjusted for intra group transfers	Forecast Gross Outturn 2024-25 £m	Intra group transfers 2024-25 £m	Adjusted Forecast Gross Outturn 2024-25 £m	Gross Budget 2025-26 £m	Intra group transfers 2025-26 £m	Adjusted Gross Budget 2025-26 £m	Adjusted Gross Budget Change £m	Adjusted Gross Budget Change %
<i>Revenue:</i>								
GLA: Mayor	974.9	0.0	974.9	776.6	0.0	776.6	(198.4)	(20%)
GLA: Mayor Group items	1,443.5	(190.0)	1,253.6	1,293.2	(46.2)	1,247.0	(6.5)	(1%)
GLA: Assembly	9.4	0.0	9.4	9.5	0.0	9.5	0.1	1%
MOPAC	5,023.7	0.0	5,023.7	4,863.8	0.0	4,863.8	(159.9)	(3%)
TfL	8,664.8	(781.8)	7,883.0	8,788.4	(1,141.1)	7,647.3	(235.8)	(3%)
LFC	621.0	0.0	621.0	621.7	0.0	621.7	0.7	0%
LLDC	97.8	0.0	97.8	84.5	0.0	84.5	(13.3)	(14%)
OPDC	16.9	0.0	16.9	23.0	0.0	23.0	6.1	36%
Total revenue	16,852.0	(971.7)	15,880.3	16,460.6	(1,187.3)	15,273.3	(607.0)	(4%)
<i>Capital:</i>								
GLA: Mayor	1,229.3	(142.6)	1,086.7	1,769.8	(44.9)	1,724.9	638.2	59%
MOPAC	321.6	0.0	321.6	383.5	0.0	383.5	62.0	19%
TfL	1,968.6	0.0	1,968.6	2,525.8	0.0	2,525.8	557.2	28%
LFC	35.6	0.0	35.6	53.7	0.0	53.7	18.1	51%
LLDC	140.2	0.0	140.2	105.2	0.0	105.2	(35.0)	(25%)
OPDC	78.7	0.0	78.7	128.5	0.0	128.5	49.8	63%
Total capital	3,774.0	(142.6)	3,631.4	4,966.5	(44.9)	4,921.6	1,290.3	36%
Grand total	20,626.0	(1,114.3)	19,511.6	21,427.1	(1,232.2)	20,194.9	683.3	4%

3.4 The adjustments for intra-group transfers reflect:

- GLA: Mayor Group items: reserve drawdowns to fund expenditure in GLA: Mayor, and transfers from Group reserves held for the Mayoral Development Corporations and reported as expenditure items within LLDC and OPDC.
- TfL: revenue funding used to support capital investment in 2025-26. This amount is reflected in both TfL's revenue and capital spending plan tables as the funding is transferred from its revenue account and applies as a revenue contribution towards capital expenditure.
- GLA: Mayor: capital contributions that are shown in the GLA: Mayor Capital Spending Plan as well as within the functional bodies' component capital budgets. This includes LLDC's capital plan for East Bank and other projects; green finance funding for the solar membrane on the roof of the London Stadium; financing of the heat network capital project reported in OPDC's plans; and a contribution towards the Elephant and Castle redevelopment project that is also reflected in TfL's capital spending plan.

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- 3.5 The adjusted gross expenditure after removing these intra-group transfers shows total expenditure increasing by £683.3 million between the 2024-25 forecast outturn and the 2025-26 budget. The key year-on-year movements are explained in the GLA and its functional bodies' budget submissions.

Summary of 2025-26 spending plans and council tax requirement calculation

- 3.6 A summary of the GLA Group's 2025-26 Budget, on a subjective analysis, and details of the indicative component council tax requirements for the GLA and its functional bodies is presented in the table below.
- 3.7 The council tax requirements shown in this Consultation Budget are indicative figures for planning purposes, following the assumptions contained in the issued Budget Guidance 2025-26. The Mayor will present his proposals for the police and non-police council tax precepts, following his assessment of the measures contained in the provisional LGFS and police settlements. The Mayor's council tax proposals will, therefore, be reflected in his Draft Budget in January.
- 3.8 For a further breakdown of the GLA Group's 2025-26 individual budgets and changes in their indicative council tax requirements on a subjective analysis, please refer to appendices A to F.

Planned 2025-26 budget	MOPAC £m	GLA: Mayor £m	GLA: Assembly £m	TfL £m	LFC £m	LLDC £m	OPDC £m	Total (excl MOPAC) £m	Total GLA Group £m
Staff costs	3,735.8	115.5	7.9	1,906.6	502.9	12.2	7.6	2,552.7	6,288.5
Premises costs	207.4	13.7	0.0	259.1	50.9	2.8	0.4	326.9	534.3
Transport costs	89.5	0.0	0.0	440.4	19.6	0.0	0.0	460.0	549.6
Supplies and services	550.3	1,793.9	1.6	2,129.2	25.5	53.3	11.7	4,015.1	4,565.4
Third party payments	96.6	0.0	0.0	3,521.7	1.7	0.0	0.0	3,523.4	3,620.0
Capital financing costs	184.2	146.7	0.0	531.4	21.1	16.2	3.3	718.6	902.8
Total gross expenditure	4,863.8	2,069.8	9.5	8,788.4	621.7	84.5	23.0	11,596.8	16,460.6
Sales, fees and charges	(371.5)	(28.1)	0.0	(7,243.1)	(51.7)	(35.4)	(5.6)	(7,363.9)	(7,735.4)
Specific government grants	(3,310.9)	(492.3)	0.0	0.0	(26.0)	0.0	0.0	(518.3)	(3,829.2)
Interest receivable	(13.3)	(451.7)	0.0	(91.2)	(1.0)	0.0	0.0	(543.9)	(557.2)
Total gross income	(3,695.7)	(972.0)	0.0	(7,334.3)	(78.7)	(35.4)	(5.6)	(8,426.1)	(12,121.7)
Net expenditure before reserves	1,168.1	1,097.8	9.5	1,454.1	543.0	49.1	17.4	3,170.7	4,338.9
Savings to be identified	0.0	0.0	0.0	0.0	(18.0)	0.0	(2.3)	(20.3)	(20.3)
Revenue resources used to support capital investment	0.0	0.0	0.0	1,141.1	0.0	0.0	0.0	1,141.1	1,141.1
Transfer to/ (from) reserves	(44.7)	(93.2)	(0.3)	(144.6)	(13.5)	(9.9)	(4.4)	(265.9)	(310.6)
Net expenditure after reserves	1,123.4	1,004.6	9.2	2,450.6	511.5	39.2	10.7	4,025.7	5,149.1
Unringfenced government grants	0.0	0.0	0.0	9.6	0.0	0.0	0.0	9.6	9.6
GLA funding from group reserves	0.0	0.0	0.0	0.0	0.0	16.2	3.3	19.5	19.5
Business rates	130.6	935.6	6.4	2,194.4	287.4	23.0	7.4	3,454.1	3,584.8
Council tax requirement	992.8	69.0	2.8	246.6	224.1	0.0	0.0	542.4	1,535.2
Band D amount (£)	£311.23	£21.57	£0.87	£77.09	£70.07	£0.00	£0.00	£169.60	£480.83

Note: GLA: Mayor includes GLA Group items

Business rates

- 3.9 Gross business rates income is estimated at £3.58 billion inclusive of the estimated £850.5 million combined tariff and levy on business rates growth, payable to the government to fund local services elsewhere in England. Excluding the tariff and levy, the combined retained business rates funding allocated in this budget is £2.73 billion for 2025-26.

- 3.10 In the MHCLG Policy Statement issued on 28 November 2024, the government announced its intention to reform the local government funding system. This will be in the form of a targeted approach to allocating additional funding in 2025-26 ahead of a broader distribution of funding through a multi-year settlement from 2026-27. The government is expected to set out further details of these intended reforms alongside the provisional LGFS later in December.

Council tax

- 3.11 The budgeted total council tax requirement for 2025-26 remains unchanged from the assumptions contained within the Mayor's Budget Guidance, published in July 2024, at £1.535 billion.
- 3.12 In the MHCLG Policy Statement, the referendum cap was set at 3.0 per cent for local authorities which do not have social care responsibilities. Based on advice from government officials following the release of the statement it is understood this cap will also apply to the GLA in respect of its unadjusted precept for non-police services. The Statement also confirmed that the referendum principle for local policing bodies will be £14 in 2025-26. Decisions on the Mayor's proposed precept will be set out in the Draft Budget once he has had an opportunity to consider the implications of the provisional police and local government settlements.

GLA Group reserves

- 3.13 The GLA Group holds reserves at a prudent level to manage financial risks and support future service delivery. The forecast use of reserves to March 2028 is summarised in the following table:

Group reserve forecast	GLA £m	Group items £m	MOPAC £m	TfL £m	LFC £m	Total £m
Opening balances 1 April 2024	642.9	601.1	370.5	455.1	82.1	2,151.7
Movement on Earmarked reserves	(166.3)	(107.2)	(194.5)	(35.9)	(36.1)	(540.0)
Movement on General reserves	0.0	0.0	0.0	102.2	(3.2)	99.0
Balances 31 March 2025	476.6	493.9	176.0	521.4	42.8	1,710.7
Movement on Earmarked reserves	(65.4)	(44.1)	(44.7)	(64.3)	(17.3)	(235.8)
Movement on General reserves	0.0	0.0	0.0	(80.3)	3.8	(76.5)
Balances 31 March 2026	411.2	449.8	131.3	376.8	29.3	1,398.4
Movement on Earmarked reserves	(28.6)	(112.7)	(16.5)	(49.2)	0.0	(207.1)
Movement on General reserves	0.0	0.0	0.0	(17.6)	0.7	(16.9)
Balances 31 March 2027	382.5	337.1	114.9	309.9	30.0	1,174.4
Movement on Earmarked reserves	(16.6)	1.5	(15.5)	(13.3)	0.0	(43.9)
Movement on General reserves	0.0	0.0	0.0	(5.4)	0.6	(4.8)
Balances 31 March 2028	365.9	338.6	99.4	291.2	30.6	1,125.7

3.14 The GLA Group reserves table includes both revenue and capital movements. GLA figures include the Assembly reserve. Group items figures include LLDC and OPDC reserves held within the Mayoral Development Corporation (MDC) and LLDC Capital Funding reserves.

3.15 A detailed breakdown of reserves is provided in Appendices A to D.

GLA Group Capital Strategy

3.16 In accordance with the requirements of the relevant guidance issued by the Chartered Institute of Public Finance and Accountancy (CIPFA), an updated Capital Strategy setting out capital expenditure and funding plans for the long-term is produced, alongside a detailed short-term forecast. The GLA Group's Draft Capital Strategy, which brings together information from the GLA and each of the functional bodies' draft Capital Strategies, is set out in section 11 of this document and includes the GLA Group's draft statutory Capital Spending Plan for consultation, as required under section 123 of the GLA Act 1999.

3.17 The table below summarises the Mayor's Draft Capital Spending Plan (CSP) to 2028-29, totalling over £19.9 billion during that period. These figures include the capital costs of the climate measures that are deemed to be 'funded' within the GLA and functional bodies capital budgets, as set out in Appendix I.

Summary of the draft capital plan 2024-25 to 2028-29	2024-25 Forecast Outturn £m	2025-26 Plan £m	2026-27 Plan £m	2027-28 Plan £m	2028-29 Plan £m	5 year total £m
GLA	1,229.3	1,769.8	1,553.0	1,208.3	408.4	6,168.8
MOPAC	321.6	383.5	342.2	286.0	196.8	1,530.0
TfL	1,968.6	2,525.8	2,508.2	2,259.8	2,082.9	11,345.3
LFC	35.6	53.7	67.9	67.5	24.0	248.7
LLDC	140.2	105.2	48.1	40.2	28.9	362.6
OPDC	78.7	128.5	22.4	10.0	0.4	240.0
Total capital expenditure	3,774.0	4,966.5	4,541.8	3,871.8	2,741.3	19,895.4

Environmental Impact and Climate Budget

3.18 The climate, ecological and air quality emergencies are among the greatest challenges London faces. These issues affect Londoners' prosperity, security and quality of life.

- 3.19 This Budget reflects the Mayor's decisive action to cut greenhouse gas emissions, with a target of net zero emissions across the city by 2030. His action is cutting air pollution so that all Londoners can enjoy clean, healthy air. It is enhancing the capital's green spaces, making them more accessible to Londoners, and bringing nature back. It is also boosting London's thriving green economy, supporting green businesses, jobs and skills. Throughout, the Mayor focuses on underlying inequalities that persist in our city.
- 3.20 For the third year, the Mayor's Budget incorporates a Climate Budget, setting out how the GLA Group's spending is linked to the Mayor's commitment to make London net zero by 2030. This year, the scope has been expanded to cover additional measures that cut emissions across London beyond the GLA's own operations. The additional measures focus on buildings, which contribute two thirds of London's greenhouse gas emissions. TfL are considering further measures required to decarbonise transport, which contributes a quarter of the city's footprint.
- 3.21 The GLA Group continues to track emissions across its estate and fleet, shown in figure 1 below. In 2015-16, it is estimated that the GLA Group produced 1.7 million tonnes CO₂e. This has reduced by approximately 47 per cent to an estimated 0.848 million tonnes in 2023-24. Over this period, GLA: Mayor cut emissions by 48 per cent, MOPAC by 43 per cent, TfL by 50 per cent, and LFC by 30 per cent. LLDC's emissions almost tripled over this period as it acquired responsibility for the London Stadium in 2018. Compared to 2018-19, LLDC have reduced emissions by 48 per cent.

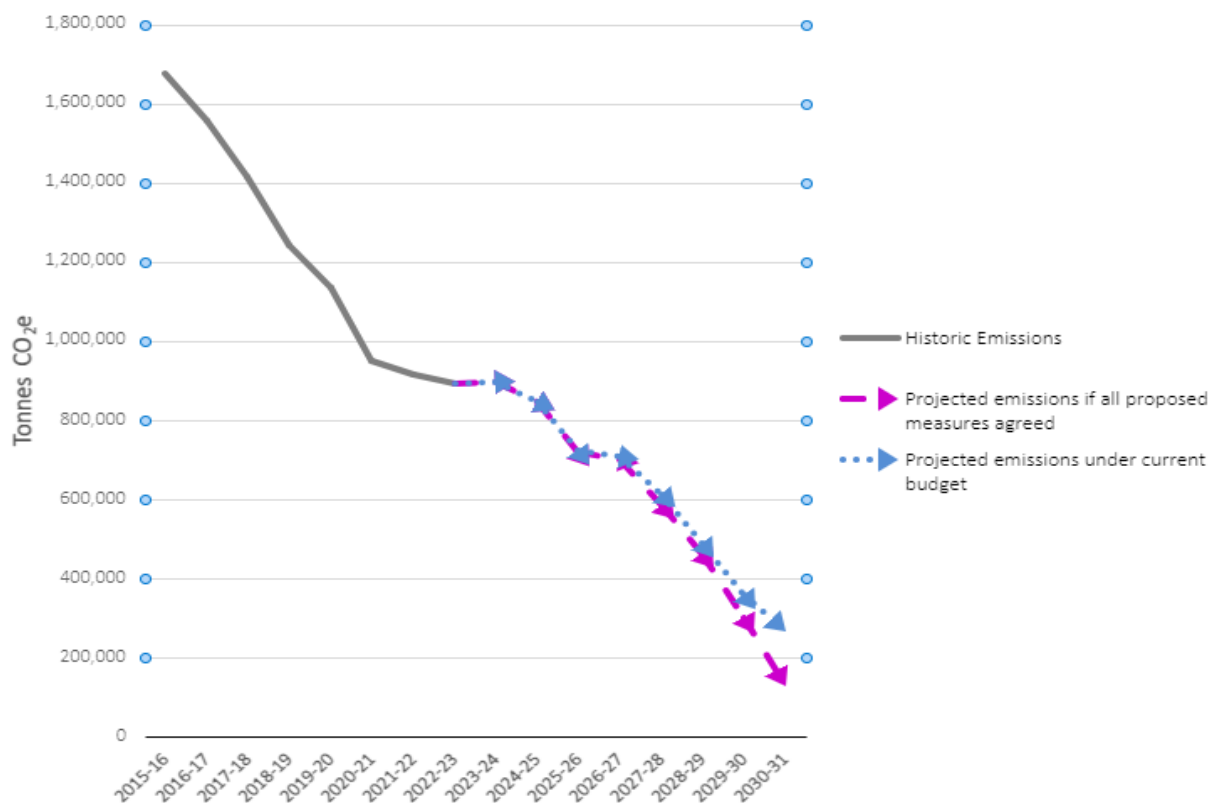


Figure 1: Consolidated emissions for the GLA Group

- 3.22 The measures within this Budget are estimated to reduce GLA Group emissions by 47 per cent compared to 2015-16. The projected emissions in the consolidated Budget is estimated to reduce emissions to 0.267 million tonnes CO₂e in 2030-31, a reduction of 84 per cent. If resources can be found for the additional measures proposed, it is estimated the GLA Group's overall emissions could be reduced to 0.129 million tonnes CO₂e per year by 2030-31, a reduction of 92 per cent on the levels produced in 2015-16. Work continues to identify, develop and implement further measures for the GLA Group to lead by example, and achieve the Mayor's net zero ambition across the Group's estate and fleet by 2030.
- 3.23 The key measures in this Budget that support the Mayor's climate goals have been set out in the budget submissions for the GLA and its functional bodies. The consolidated Climate Budget tables are linked in Appendix I.
- 3.24 The Mayor has always been clear that he is unable to deliver this pathway alone and that it requires co-ordinated action from a range of actors. He is working closely with national government as it develops policies and programmes to reduce emissions, particularly from existing buildings, as this is crucial for his net zero target.

Equalities Impact

- 3.25 Promoting equality, diversity, inclusion, social mobility and social integration are high priorities for the Mayor. The Mayor published his latest equality objectives in November 2022; GLA and MOPAC progress against these objectives is published in the Mayor's Annual Equality Report.
- 3.26 The GLA and its functional bodies must comply with section 149 of the Equality Act 2010. Compliance with the duty is iterative and ongoing. It includes carrying out a process to identify and actively consider potential detrimental impacts (if any) that may arise for individual protected groups and what mitigations (if any) could be implemented to address them at a level proportionate to the decision being taken.
- 3.27 The GLA and its functional bodies undertake this duty at a budget level and in the implementation of their individual policies, programmes and projects. An interim assessment of the equality implications of each component body's budget at this stage of the process is set out in each of their budget submissions.
- 3.28 The GLA and its functional bodies have complied with their statutory obligations under section 149 of the Equality Act 2010.

Greater London Authority: Mayor of London

- 4.1 The Greater London Authority (GLA) is the strategic authority for London with a specific role to design a better future for the capital city. The Mayor of London sets a city-wide vision of improvement and, via the GLA, develops strategies, policies and investment programmes to realise this vision.
- 4.2 The GLA: Mayor's budget includes expenditure incurred on accommodation in relation to the Assembly's business, and goods and services provided or procured for the Authority in general.

Key deliverables

- 4.3 The proposed budget will continue to focus on the eight themes that are at the heart of the GLA's work. These are:
- **Housing:** increasing the numbers of Londoners who have a safe, decent and affordable home
 - **Social Justice:** working to ensure that Londoners of all backgrounds feel welcome and can play a full and equal part in the life of our city
 - **Environment:** helping to ensure London is on the path to net-zero carbon emissions by 2030; responding to the climate and ecological emergencies; and improving London's air quality to meet World Health Organization guidelines across our city
 - **Health:** reducing London's health inequalities – that is, reducing the link between Londoners' health outcomes and their incomes or backgrounds – and working with partners to ensure Londoners have the best health outcomes
 - **Skills:** working to ensure Londoners have the right skills to access decent, well-paid jobs; and that London's businesses have access to the skills they need to grow
 - **Children and Young People:** working so children and young Londoners in need have the right positive opportunities to fulfil their potential
 - **Economy:** delivering our commitment to good growth and prosperity while ensuring London's economy works for all Londoners
 - **Global City and Culture:** working to promote London as a world-leading city; supporting our cultural and creative institutions; promoting tourism; and strengthening London as a world-leading destination for business and leisure.

Revenue expenditure and council tax requirement

- 4.4 The Band D element of the council tax precept relating to GLA: Mayor services is unchanged from that in 2024-25. Based on the proposed net revenue expenditure, after deducting income from retained business rates and government grants, the statutory council tax requirement for the GLA: Mayor's budget for services is £69.0 million.

4.5 Net service expenditure is budgeted to decrease by £142.3 million from 2024-25 to a total of £253.7 million in 2025-26. A detailed explanation of the material changes is provided in the GLA: Mayor's budget submission.

4.6 The following table sets out the GLA: Mayor's budget on an objective basis.

Objective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
GLA: Mayor	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Housing	19.6	20.6	5.4	(14.2)	4.7	3.8
Social Justice	13.3	13.9	26.1	12.8	28.6	28.6
Environment	30.4	24.6	23.9	(6.5)	27.0	25.3
Health	4.3	4.3	1.7	(2.6)	1.7	1.7
Skills	8.1	8.1	8.3	0.2	7.5	7.5
Children and Young People	151.9	158.4	55.0	(96.9)	11.0	10.8
Economy	27.7	27.6	29.4	1.7	24.4	24.4
Global City and Culture	18.7	18.8	20.3	1.6	21.6	26.9
Core	122.1	123.5	83.6	(38.5)	83.9	83.9
Net Service Expenditure	396.0	399.9	253.7	(142.3)	210.4	212.9
Contingency	1.0	1.0	1.0	0.0	1.0	1.0
Capital Financing costs	1.6	1.6	1.6	0.0	1.6	1.6
Interest receivable	(131.0)	(131.0)	(76.6)	54.4	(76.6)	(68.8)
Net Expenditure	267.6	271.5	179.7	(87.9)	136.4	146.7
Transfer to/ (from) reserves	(76.7)	(76.7)	(49.1)	27.6	(3.8)	(12.4)
Financing Requirement	190.9	194.8	130.6	(60.3)	132.6	134.3
Unringfenced government grants	22.6	26.5	0.0	(22.6)	0.0	0.0
Retained business rates	100.0	100.0	61.6	(38.4)	62.8	63.9
Council tax requirement	68.3	68.3	69.0	0.7	69.8	70.4

GLA Group items

4.7 The budget for these items is controlled by the Mayor. These GLA Group items are managed through resources that are held within the GLA: Mayor Budget but are distinct from the service-related items that are set out in the objective and subjective tables.

4.8 The following table sets out the budget for GLA Group related items. Further details relating to Northern Line Extension (NLE), Crossrail Business Rates Supplement (BRS) and Mayoral Community Infrastructure Levy (MCIL) revenue accounts and related debt repayments can be found in Appendix H.

GLA Group Items	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
	2024-25 £m	2024-25 £m	2025-26 £m	£m	2026-27 £m	2027-28 £m
Group collaboration	8.5	6.0	8.0	(0.5)	8.0	8.0
Borough income maximisation initiatives	5.4	8.8	5.5	0.1	5.6	5.8
Strategic investment fund (SIF)	4.8	29.9	3.4	(1.4)	0.0	0.0
Group Initiatives subtotal	18.7	44.8	16.9	(1.8)	13.6	13.8
NLE financing and other costs	21.6	23.2	25.0	3.4	24.3	23.0
NLE contributions	(50.1)	(50.1)	(25.1)	25.0	(25.1)	(25.1)
NLE sums set aside for principal debt	0.0	0.0	0.0	0.0	99.3	2.1
Crossrail financing and other costs	125.3	134.6	120.1	(5.2)	112.3	103.1
Crossrail sums set aside for principal debt	253.7	237.6	229.9	(23.8)	237.7	246.9
Crossrail BRS and MCIL income	(379.0)	(372.2)	(350.0)	29.0	(350.0)	(350.0)
Major projects Subtotal	(28.5)	(26.9)	(0.1)	28.4	98.5	0.0
GLA expenditure funded from Group	66.8	6.8	0.0	(66.8)	0.0	0.0
TfL expenditure funded from Group	18.0	68.6	0.0	(18.0)	0.0	0.0
LLDC expenditure funded from Group	55.1	81.6	36.8	(18.3)	21.4	0.0
Stadium expenditure funded from Group	4.4	4.4	7.7	3.3	2.8	4.2
OPDC expenditure funded from Group	4.6	5.7	4.4	(0.2)	5.0	0.0
LLDC and OPDC Green Finance Facility	(4.2)	(4.2)	0.4	4.6	0.0	0.0
Interest receipts from OPDC on Loans	0.0	(1.5)	1.5	1.5	(4.6)	4.6
Interest receipts from LLDC on Loans	(3.0)	(1.1)	0.1	3.1	0.3	0.3
Functional body Subtotal	141.7	160.3	50.9	(90.8)	24.9	9.1
Tariff and levy payments to MHCLG	836.3	836.3	850.5	14.2	872.6	888.3
Total gross expenditure	1,404.4	1,443.5	1,293.2	(111.2)	1,389.4	1,286.3
Total gross income	(436.3)	(429.2)	(375.1)	61.2	(379.7)	(375.1)
Total net expenditure	968.1	1,015.1	918.1	(50.0)	1,009.7	911.2
Transfer to/(from) MDC reserve	(2.1)	10.1	(22.2)	(20.1)	1.1	(4.5)
Transfer to/(from) LLDC Capital reserve	(10.0)	26.9	(13.2)	(3.2)	0.6	11.8
Transfer to/(from) SIF reserve	(4.8)	(30.9)	(3.4)	1.4	0.0	0.0
Transfer to/(from) NLE reserve	28.5	26.9	0.1	(28.4)	(98.5)	0.0
Transfer to/(from) Transport reserve	(88.5)	(88.5)	0.0	88.5	0.0	0.0
Transfer to/(from) Environmental Improvement reserve	(34.4)	(85.0)	0.0	34.4	0.0	0.0
Transfer to/(from) Collaboration reserve	0.0	2.4	0.0	0.0	0.0	0.0
Transfer to/(from) Business Rates Retention (BRR) reserve	52.8	33.3	(5.4)	(58.2)	(15.8)	(5.8)
Financing requirement	909.7	909.7	874.0	(35.6)	897.0	912.7
MHCLG general services grant receipt	0.1	0.1	0.0	(0.1)	0.0	0.0
Business rates collection fund surplus	2.8	2.8	0.0	(2.8)	0.0	0.0
Council tax collection fund deficit	(2.8)	(2.8)	0.0	2.8	0.0	0.0
Retained business rates	909.6	909.6	874.0	(35.5)	897.0	912.7
Council tax requirement	0.0	0.0	0.0	0.0	0.0	0.0

Greater London Authority: London Assembly

- 5.1 The London Assembly holds the Mayor to account by examining his decisions and actions to ensure he delivers on his promises to Londoners. The Assembly also has the power to amend the Mayor's proposed component council tax requirements for the GLA and its functional bodies and the resulting consolidated council tax requirement.
- 5.2 The separate component budget for the London Assembly comprises GLA costs arising in respect of Assembly Members, GLA employees who work as support staff for the Assembly, goods and services procured solely for the purposes of the Assembly and the support provided by the Assembly to London TravelWatch, the watchdog for transport users in and around London.

Key deliverables

- 5.3 The Assembly Secretariat supports the Assembly in:
- holding the Mayor to account
 - conducting investigations into issues of importance to Londoners
 - enabling Assembly Members to conduct their representative and constituency roles
 - raising its profile and enhancing its reputation among Londoners
 - overseeing the work of London TravelWatch.

Revenue expenditure and council tax requirement

- 5.4 The Band D element of the council tax precept relating to GLA: Assembly is unchanged from that in 2024-25. Based on the proposed net revenue expenditure, after deducting income from retained business rates, the statutory council tax requirement for the GLA: Assembly is £2.8 million.
- 5.5 Net service expenditure is budgeted to increase by £0.5 million from 2024-25 to a total of £9.5 million in 2025-26.
- 5.6 Funding for pay awards in 2025-26 is held in the GLA: Mayor budget until pay agreements are reached, at which time funding will be transferred to GLA: Assembly.
- 5.7 The following table sets out the Assembly's budget on an objective basis.

Objective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
GLA: Assembly	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Assembly Members	2.0	2.0	2.0	0.0	2.0	2.0
Members Services	2.5	2.7	2.8	0.3	2.8	2.8
Scrutiny	1.8	1.9	1.9	0.1	1.9	1.9
Committee Services	0.8	0.8	0.9	0.1	0.9	0.9
Assembly Communications	0.4	0.5	0.4	0.0	0.5	0.5
Director/Business Support	0.4	0.4	0.4	0.0	0.4	0.4
London TravelWatch	1.1	1.1	1.1	0.0	1.1	1.1
Net service expenditure	9.0	9.4	9.5	0.5	9.5	9.5
Transfer to/(from) reserves	(0.3)	(0.3)	(0.3)	0.0	(0.2)	0.0
Financing requirement	8.7	9.1	9.2	0.5	9.4	9.5
Retained business rates	5.9	6.3	6.4	0.5	6.6	6.7
Council tax collection fund surplus/ (deficit)	0.0	0.0	0.0	0.0	0.0	0.0
Council tax requirement	2.8	2.8	2.8	0.0	2.8	2.8

Mayor's Office for Policing and Crime

- 6.1 The Mayor's Office for Policing and Crime (MOPAC) works on behalf of Londoners to fund and hold the Metropolitan Police Service (MPS) to account, reduce crime and improve the provision of criminal justice services across the capital.
- 6.2 In March 2022, the Mayor's 2022–2025 Police and Crime Plan was launched following consultation with nearly 4,000 Londoners, victims of crime, agencies, community groups and businesses. The plan sets out the Mayor's vision for a city in which Londoners are safer – and feel safer.

Key deliverables

- 6.3 The four key themes of the plan are:
- **reducing and preventing violence** – preventing and reducing violence affecting young people; making London a city in which women and girls are safer and feel safer; tackling the harm caused by drugs; reducing reoffending by the most violent and high-risk groups; preventing hate crime; and working together to prevent terrorism and violent extremism
 - **increasing trust and confidence** – increasing public trust in the MPS and reducing gaps in confidence between different groups; ensuring that the MPS engages with Londoners and treats them fairly; and ensuring that the MPS, borough councils and all community safety partners respond to neighbourhood crimes such as burglary and anti-social behaviour
 - **better supporting victims** – improving the service and support that victims receive from the MPS and the criminal justice service; working to ensure victims receive a better criminal justice response and outcome; and reducing the number of repeat victims of domestic abuse and sexual violence
 - **protecting people from being exploited or harmed** – reducing the number of young people and adults who are criminally exploited or harmed; keeping young people in the justice system supported and safe; and keeping people safe online.
- 6.4 The MOPAC budget has been prepared in line with MPS' existing priorities under the Police and Crime Plan for London 2022 to 2025. MOPAC is in the process of developing a new Police and Crime Plan, a draft of which will be published for consultation in December 2024. The final version of the Police and Crime Plan 2025–29 will be published by the end of March 2025, and will inform the budget for future years.

6.5 In recognition of the volume and level of harm caused by Violence Against Women and Girls (VAWG) in London, the Mayor produced a VAWG Strategy in 2022. The Strategy was informed by extensive consultation with Londoners, victims of crime, partner agencies and community and voluntary groups. The Strategy builds on the successes of the Mayor's previous VAWG Strategy, and the approach used by his Violence Reduction Unit, by adopting a public health approach to VAWG. The Strategy sets out four priority areas for action:

- preventing and reducing VAWG
- supporting all victims and survivors
- holding perpetrators to account
- building trust and confidence.

6.6 An updated VAWG strategy is being developed alongside the Police and Crime Plan and will be published in 2025.

Revenue expenditure and council tax requirement

6.7 The Band D element of the council tax precept relating to MOPAC is assumed to increase by 2.0 per cent from that in 2024-25. Based on the proposed net revenue expenditure, after deducting income from retained business rates and government grants, the statutory council tax requirement for MOPAC's budget for services is £992.8 million.

6.8 Net service expenditure, excluding the Home Office Police Grant, is budgeted to reduce by £33.8 million from 2024-25 to a total of £3,534.5 million in 2025-26. A detailed explanation of material changes is provided in MOPAC's budget submission.

6.9 The following table sets out MOPAC's budget on an objective basis:

Objective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
MOPAC	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Metropolitan Police Service						
Frontline Policing	1,673.9	1,741.9	1,785.7	111.8	1,785.3	1,785.3
Operations & Performance	867.1	887.2	924.7	57.6	921.6	921.5
Specialist Operations	(4.0)	(3.5)	(4.0)	(0.0)	(1.1)	(0.0)
People & Resources	416.2	449.2	455.9	39.6	441.5	446.0
Comms & Engagement	14.8	16.9	14.1	(0.7)	14.1	14.1
Strategy & Transformation	66.6	93.9	84.8	18.2	81.4	62.6
Digital, Data & Technology	236.6	264.5	261.8	25.2	261.7	254.3
Professionalism	98.0	114.1	104.6	6.6	103.3	103.3
Discretionary Pension costs	51.8	54.6	48.0	(3.7)	46.4	47.3
Centrally held	51.8	(85.3)	(1.4)	(53.2)	100.1	178.1
Cross Business Group Savings	0.0	0.0	(227.5)	(227.5)	(186.7)	(185.0)
Net MPS service expenditure	3,472.8	3,533.5	3,446.7	(26.1)	3,567.6	3,627.3
Mayor's Office for Policing and Crime						
Violence	24.2	24.9	23.6	(0.6)	20.8	20.7
Exploitation	11.2	11.8	10.2	(1.1)	10.0	10.1
Victims	18.7	21.3	14.8	(3.9)	15.1	15.2
Trust	9.8	10.0	11.8	2.0	11.6	11.5
Violence Reduction Unit	31.6	30.3	27.4	(4.2)	20.2	19.3
Net MOPAC and VRU Service Expenditure	95.6	98.4	87.8	(7.6)	77.7	76.8
Net service expenditure	3,568.3	3,631.9	3,534.5	(33.8)	3,645.4	3,704.3
Capital financing costs	150.4	128.9	184.2	33.7	211.9	239.5
Interest receivable	(13.3)	(16.4)	(13.3)	0.0	(13.3)	(13.3)
Net expenditure	3,705.5	3,744.4	3,705.5	0.0	3,844.1	3,930.5
Savings to be identified	0.0	0.0	0.0	0.0	(207.0)	(261.0)
Home Office Police Grant	(2,401.6)	(2,401.7)	(2,537.3)	(135.7)	(2,463.5)	(2,464.8)
Transfer to/(from) reserves	(155.6)	(194.5)	(44.7)	110.8	(16.5)	(15.5)
Financing requirement	1,148.3	1,148.3	1,123.4	(24.9)	1,157.0	1,189.3
Unringfenced government grants	5.2	5.2	0.0	(5.2)	0.0	0.0
Retained business rates	129.2	129.2	130.7	1.5	133.2	135.6
Council tax collection fund surplus/ (deficit)	50.2	50.2	0.0	(50.2)	0.0	0.0
Council tax requirement	963.7	963.7	992.8	29.0	1,023.8	1,053.7

Transport for London

- 7.1 Transport for London (TfL) is the integrated transport authority responsible for most of London's public transport services, including the London Underground, London Buses, the DLR, London Overground, Elizabeth line, London Trams, London River Services, London Dial-a-Ride, Victoria Coach Station, Santander Cycles and the IFS Cloud Cable Car. It is also responsible for managing road user charging schemes (the Congestion Charge, ULEZ and LEZ), maintaining London's red route strategic roads and traffic lights, regulating taxis and private hire vehicles, making London's transport more accessible and promoting active travel – walking and cycling initiatives.
- 7.2 The experience, reliability and accessibility of transport services are fundamental to Londoners' quality of life. Safety remains TfL's number one priority and they continue to work tirelessly to improve safety across the network for both colleagues and customers.
- 7.3 As one of London's largest landowners, TfL has an established property company: Places for London. Places for London is financially independent and focuses on developing TfL land and existing property assets to create sustainable, growing income streams through building greener, more connected places. As a wholly owned subsidiary, the financial performance of Places for London is included in this Budget.

Key deliverables

- 7.4 During 2025-26, TfL will make progress against key Mayoral commitments across capital expenditure and operating expenditure. These areas will require continued spend through to 2030 and beyond, to be able to achieve these in full. TfL's key deliverables are:
- the safe operation of London's transport services
 - continued investment in maintenance of the network including creating a whole-life assets approach to deliver, maintain and renew assets more efficiently
 - enhancing the bus experience through building upon the Superloop network via Superloop 2, and supporting the transition to a zero-emission network by 2030
 - improving accessibility across the transport network including step-free access for more London Underground stations and reducing step-free journey times for customers.
- 7.5 TfL's financial strategy is to continue to grow its operating surplus while increasing investment in renewing critical assets. Delivering an operating surplus supports TfL's ability to fund new investment and prioritisation is given to investment that supports TfL's vision that zero people are killed or seriously injured on London's transport network.

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- 7.6 TfL received an award of £485 million of capital funding in the government's Budget, to enable the continuation of its current capital programme and its committed major capital projects. The Department for Transport (DfT) will "continue to work with TfL with the aim to place it on a long-term financially sustainable footing as part of Phase 2 of the Spending Review". A long-term capital funding settlement is critical for TfL to plan and deliver its major capital projects effectively and efficiently. Therefore, providing a long-term capital funding settlement to TfL in Phase 2 of the Spending Review would support TfL in delivering efficiencies and allow the award of contracts which will, in many cases, support jobs across the UK.
- 7.7 TfL is continuing to improve accessibility across its network, increasing the availability of step-free access and toilets. In 2025-26, TfL will increase investment in step-free schemes to make progress towards its goal of halving step-free journey time across the network, as well as its target of making 50 per cent of London Underground stations fully accessible.
- 7.8 Improving bus passengers' experience is a key commitment for TfL and the Mayor. Two significant areas of focus are the continuation of building the Superloop network, through Superloop 2, and the transition to a zero-emission network. TfL will continue to support acceleration of the transition to a zero-emission fleet, while continuing to investigate solutions to deliver a 100 per cent zero-emission network by 2030.
- 7.9 Investment in Safe and Healthy Streets will increase in line with inflation, with an increased proportion of funding allocated to boroughs, specifically to support Vision Zero and bus priority.
- 7.10 There are several other growth projects, linked to the Mayor's commitments, that TfL will progress. The DLR extension to Thamesmead, will progress towards the submission of a Transport and Works Act Order, while seeking acceleration of the programme overall. Other key schemes, West London Orbital and Bakerloo Line Extension, will progress through the next stage of feasibility. TfL will seek to collaborate with government on the development of rail devolution and metroisation, with an initial focus on the Great Northern franchise.
- 7.11 **Safety:** TfL's mission is to get everyone home safe and healthy every day. The safety and security of its customers, colleagues and Londoners is at the heart of everything it does. TfL's vision is that no one is killed or seriously injured on London's transport systems by 2041.
- 7.12 **Environmental impact:** TfL is committed to reducing emissions of air pollutants in London, supporting the transition to a zero-carbon city, and supporting delivery of the London Environment Strategy.
- 7.13 **Places for London:** The objective of Places for London is to start work on 20,000 homes, 50 per cent of which will be affordable across the portfolio, by 2030, while providing a growing dividend back to the transport network.

Revenue expenditure and council tax requirement

- 7.14 The Budget assumes that TfL's Band D element of the council tax precept is unchanged from that in 2024-25. Based on the proposed net revenue expenditure, after deducting income from retained business rates and government grants, the statutory council tax requirement for TfL's budget for services is £246.6 million.
- 7.15 Net service expenditure is budgeted to reduce by £33.1 million from 2024-25 to a total of £1,013.9 million in 2025-26. A detailed explanation of the material changes is provided in TfL's budget submission.
- 7.16 The following table sets out TfL's budget on an objective basis.

Objective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
TfL	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
<i>Income</i>						
Passenger Income	(5,530.0)	(5,342.1)	(5,665.9)	(135.8)	(5,906.7)	(6,217.9)
Other Operating Income	(1,477.7)	(1,540.2)	(1,468.1)	9.6	(1,435.4)	(1,338.0)
Places for London	(101.1)	(101.0)	(109.1)	(8.0)	(118.9)	(161.7)
Subtotal income	(7,108.8)	(6,983.3)	(7,243.1)	(134.3)	(7,461.0)	(7,717.6)
<i>Operating costs</i>						
London Underground	2,408.8	2,351.4	2,346.1	(62.7)	2,373.2	2,462.6
Buses	2,381.5	2,453.7	2,690.7	309.2	2,877.2	2,988.0
Streets and other operations	1,112.8	1,250.3	1,189.4	76.6	1,101.9	1,033.9
Rail	582.6	592.9	608.5	25.9	603.7	637.0
Elizabeth line	576.4	575.4	614.5	38.1	631.6	664.2
Places for London	74.1	74.3	78.6	4.5	75.9	75.6
Other	1,019.6	864.4	729.2	(290.4)	523.1	333.9
Subtotal operating costs	8,155.8	8,162.4	8,257.0	101.2	8,186.6	8,195.2
Net operating income and expenditure	1,047.0	1,179.1	1,013.9	(33.1)	725.6	477.6
Capital financing costs	498.1	502.3	531.4	33.3	555.4	568.0
Interest receivable	(67.7)	(69.8)	(91.2)	(23.5)	(70.5)	(67.8)
Net expenditure	1,477.4	1,611.6	1,454.1	(23.3)	1,210.5	977.8
Revenue resources used to support capital investment	835.2	781.8	1,141.1	305.9	1,327.0	1,534.7
Transfer to / (from) reserves	146.9	66.3	(144.6)	(291.5)	(66.8)	(18.7)
Financing requirement	2,459.5	2,459.7	2,450.6	(9.0)	2,470.7	2,493.8
Unringfenced government grants	11.2	13.6	9.6	(1.6)	0.7	0.7
GLA funding from Group reserves	34.3	32.1	0.0	(34.3)	0.0	0.0
Retained business rates	2,169.9	2,169.9	2,194.4	24.5	2,220.8	2,241.6
Council tax requirement	244.1	244.1	246.6	2.4	249.3	251.5

London Fire Commissioner

- 8.1 The London Fire Commissioner (LFC) is responsible for fire and rescue services in London and supporting the London boroughs in their emergency planning role. It oversees the work of the London Fire Brigade (LFB).
- 8.2 The LFC's Community Risk Management Plan (CRMP) – [Your London Fire Brigade](#) – came into effect on 1 January 2023 and will remain effective until 2029. It remains anchored in the purpose and vision established in response to the recommendations from the Grenfell Tower Inquiry. It describes four pillars that the Brigade will work to over the life of the plan (engaging, protecting, learning from, and representing Londoners) and eight commitments, to improve services to Londoners.

Key deliverables

- 8.3 The last five years have been very challenging for the LFC as they have worked on transforming the Brigade to better serve London's communities and to earn the right to be trusted to serve and protect London. Much has been achieved from this transformation, as recognised in the latest inspection report published on 29 November 2024 by HMICFRS.
- 8.4 Given the wider economic context and the significant transformation journey which the LFC is on, the budget is based on the following key principles:
- the number of fire stations, appliances and firefighters are not reduced
 - there are no reductions in regulatory capabilities
 - delivery of the CRMP
 - appropriate investment continues to be made in transformation activity, including culture change
 - resources are available to meet the recommendations arising from both the Grenfell Tower and Manchester Arena Inquiries and improvement plans from HMICFRS inspections
 - adequate investment in core infrastructure is maintained
 - appropriate resources are set aside to deliver key strategies and priorities
 - opportunities for innovative and modern ways of working will be adopted as far as possible.
- 8.5 There are several financial challenges facing LFC, many of which are reflected across fire services nationally. This is set against the context of a real-terms reduction in the annual funding to the LFC in excess of £150 million when comparing against funding in 2010 uplifted for inflation. This is despite the Mayor providing support over and above that expected by central government. The LFC has a Value for Money (VfM) Principles Framework in place that is used to underpin the strategic priorities and inform future efficiency plans and budget setting. For 2025-26, a Financial Review is being undertaken to identify savings over the short to medium term to support the budget.

Revenue expenditure and council tax requirement

- 8.6 The budget assumes that a 2 per cent increase in the non-policing element of the Band D GLA council tax charge in 2025-26 (equivalent to £3.32 per Band D household) is fully allocated to the LFC. Based on the proposed net revenue expenditure, after deducting income from retained business rates and government grants, the council tax requirement for the LFC increases to £224.1 million.
- 8.7 Net service expenditure is budgeted to increase by £14.1 million from 2024-25 to a total of £522.9 million in 2025-26. A detailed explanation of material changes is provided in LFC's budget submission.
- 8.8 The following table sets out LFC's budget on an objective basis.

Objective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
London Fire Commissioner	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Corporate Services	72.0	81.1	84.4	12.4	85.7	89.1
Preparedness and Response	375.6	382.8	388.5	12.9	397.2	404.6
People	11.1	12.6	10.6	(0.5)	10.4	10.5
Transformation	5.4	5.5	4.0	(1.4)	5.0	4.5
Prevention, Protection and Policy	40.5	36.4	41.3	0.8	45.1	45.8
Communications	4.2	3.5	3.7	(0.5)	4.4	4.7
Savings Review – Cross Cutting	0.0	0.0	(9.6)	(9.6)	(9.6)	(9.6)
Net service expenditure	508.7	521.8	522.9	14.1	538.2	549.6
Capital financing costs	16.0	16.2	21.1	5.1	24.5	29.5
External interest receipts	(1.6)	(3.7)	(1.0)	0.6	(1.0)	(1.0)
Net revenue expenditure	523.2	534.3	543.0	19.8	561.7	578.1
Savings to be identified	0.0	0.0	(18.0)	(18.0)	(31.7)	(29.5)
Transfer to/(from) reserves	(28.1)	(39.3)	(13.5)	14.6	0.6	0.7
Financing requirement	495.1	495.1	511.5	16.4	530.6	549.3
Retained business rates	283.7	283.7	287.4	3.6	293.1	298.4
Council tax requirement	211.4	211.4	224.1	12.7	237.5	250.9

London Legacy Development Corporation

- 9.1 The London Legacy Development Corporation (LLDC) is a Mayoral Development Corporation (MDC), responsible for promoting and delivering physical, social, economic and environmental regeneration in Queen Elizabeth Olympic Park (QEOP) and the surrounding area.
- 9.2 The mission of LLDC is to use the opportunity of the London 2012 Games and the creation of QEOP to change the lives of people in east London and drive growth and investment in London and the UK, by developing an inspiring and innovative place where people want – and can afford – to live, work and visit.

Key deliverables

- 9.3 The QEOP Strategy to 2025 outlines key activities LLDC has taken forward up to its evolution in April 2025 to support delivery of the QEOP 2030 Vision. There are three strands of the Vision: Inclusive Growth, Community and Opportunity, delivered through priority objectives and themes:
- priority objectives
 - make East Bank operational, with partners self-organising and leading delivery of strategic outcomes
 - delivery of a high quality and varied residential offer which responds to local need
 - delivery of critical physical connectivity enhancements
 - increased financial sustainability for QEOP
 - groundwork laid for the future operation and oversight of QEOP (agreement on the future operations and oversight of QEOP are now in place for the next phase of LLDC from 1 April 2025).
 - priority themes
 - delivering inclusive growth and community well-being
 - delivering sustainable development and responding to the climate emergency (delivered through LLDC's Climate Action Strategy)
 - delivering high quality design
 - delivering inclusion and diversity.

Revenue expenditure and council tax requirement

- 9.4 LLDC is wholly funded by business rates and income generation so, as in previous years, there is no council tax requirement for LLDC.
- 9.5 As part of LLDC's planning for its next phase, a new organisational structure will be implemented from 1 April 2025, and LLDC will reduce in size. Accordingly, LLDC's net service expenditure is budgeted to reduce by £13.7 million from 2024-25 to a total of £32.9 million in 2025-26. A detailed explanation of material changes is provided in LLDC's budget submission.

9.6 The table below sets out the proposed budget for LLDC on an objective basis.

Objective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
LLDC	2024-25 £m	2024-25 £m	2025-26 £m	£m	2026-27 £m	2027-28 £m
Estates & Neighbourhoods	5.5	7.9	6.4	0.9	3.9	2.6
Trading	(1.3)	(0.4)	(1.9)	(0.5)	(2.0)	(1.9)
Corporate Services	10.2	10.0	7.8	(2.4)	7.6	7.7
Development	(0.6)	(0.4)	(0.8)	(0.2)	(0.8)	(0.8)
East Bank	0.0	0.0	(0.0)	(0.0)	(0.0)	(0.0)
Regeneration and Community Partnerships	2.2	2.6	0.7	(1.5)	0.7	0.7
Planning Policy and Decisions	1.5	2.3	0.0	(1.5)	0.0	0.0
Contingency	14.3	7.2	1.2	(13.0)	1.3	1.9
Stadium	14.9	16.0	19.4	4.5	16.0	18.0
Net service expenditure	46.6	45.2	32.9	(13.7)	26.6	28.1
Capital Financing costs	16.3	16.3	16.2	(0.1)	15.9	15.6
Net expenditure	62.8	61.5	49.1	(13.7)	42.5	43.7
Transfer to/ (from) MDC reserve for core activities	(11.6)	(10.2)	(2.2)	9.4	0.9	1.6
Transfer to/ (from) MDC reserve for stadium	(4.4)	(4.4)	(7.7)	(3.3)	(4.0)	(5.8)
Financing requirement	46.8	46.7	39.2	(7.5)	39.4	39.5
Retained business rates for core activities	18.9	18.9	11.3	(7.7)	11.5	11.7
Retained business rates for stadium	11.5	11.5	11.8	0.2	12.0	12.2
GLA funding for financing costs	16.3	16.3	16.2	(0.1)	15.9	15.6
Council tax requirement	0.0	0.0	0.0	0.0	0.0	0.0

Old Oak and Park Royal Development Corporation

- 10.1 Old Oak and Park Royal Development Corporation (OPDC) is a Mayoral Development Corporation (MDC), with the statutory purpose and powers to regenerate the Old Oak and Park Royal Opportunity Area and deliver many thousands of new and affordable homes for Londoners. One of the largest regeneration schemes in the UK, and capitalising on the investment and connectivity enhancements created by HS2's Old Oak Common Station, they are the Local Planning Authority, and have land assembly, housing and infrastructure delivery powers that spans three London Boroughs (Ealing, Hammersmith & Fulham and Brent).

Key deliverables

- 10.2 OPDC's Corporate Strategy sets out its vision for the sustainable regeneration and revitalisation of Old Oak and Park Royal and is aligned with the planning policy framework set out in its Local Plan. The 2025-26 budget reflects a significant scale up in activity in three key areas:

- progressing the procurement process to secure delivery and investment partner(s)
- completing the assembly and organisation of both the public and private land at Old Oak
- develop detailed scheme design and infrastructure planning for Old Oak.

OPDC's principal focus is moving from strategic planning to delivery to bring forward regeneration and development at Old Oak, including:

- developing the scheme masterplan and engaging with the Local Planning Authority ahead of a formal planning application
- launching the procurement process to appoint its preferred investment and delivery partner(s) for the Old Oak regeneration scheme
- continuing to acquire private land sites within Old Oak through negotiation wherever possible to de-risk the Compulsory Purchase Order (CPO) process and scheme delivery
- leading, as approved agent, on pooling arrangement of all public brownfield land necessary for the delivery of the scheme to de-risk delivery and provide confidence to the market
- entering into the finalised contract with a commercial partner to deliver the heat network by the end of 2025
- providing support to local residents, communities and businesses to promote economic growth, for example through provision of finance to local micro and small businesses
- operating its statutory planning function in overseeing the determination of an 8,000-home pipeline of planning applications, maximising the delivery of affordable homes, jobs and new and improved infrastructure
- engaging stakeholders, partners and communities, raising awareness, increasing participation and building advocacy to help shape regeneration.

Revenue expenditure and council tax requirement

- 10.3 OPDC is wholly funded by business rates and income generation including government grants, so as in previous years there is no council tax requirement for OPDC.
- 10.4 Net service expenditure is budgeted to increase by £2.3 million from 2024-25 to a total of £14.1 million in 2025-26. A detailed explanation of the material changes is provided in OPDC's budget submission.
- 10.5 The table below sets out the proposed budget for OPDC on an objective basis.

Objective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
OPDC	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
CEO Office	1.1	1.1	1.3	0.3	1.4	1.4
Planning	1.0	0.9	1.0	0.0	1.0	1.0
Delivery	6.7	7.1	8.2	1.5	7.1	7.4
Corporate Operations	3.0	3.2	3.6	0.5	3.6	3.6
Net service expenditure	11.8	12.3	14.1	2.3	13.1	13.4
Capital Financing costs	0.0	1.4	3.3	3.3	4.5	4.6
Net expenditure	11.8	13.7	17.4	5.6	17.6	18.0
Savings to be identified	(0.0)	(0.5)	(2.3)	(2.3)	(5.6)	(5.8)
Transfer to/ (from) MDC reserve	(4.6)	(4.6)	(4.4)	0.2	0.0	0.0
Financing Requirement	7.2	8.6	10.7	3.5	12.0	12.2
Business rates	7.2	7.2	7.4	0.2	7.5	7.6
GLA funding for financing costs	0.0	1.4	3.3	3.3	4.5	4.6
Council tax requirement	0.0	0.0	0.0	0.0	0.0	0.0

Capital Strategy including the draft Capital Spending Plan

- 11.1 The Mayor is required to prepare a Capital Spending Plan (CSP) and a long-term capital strategy every year for each of the GLA's functional bodies. Before issuing his final plan, he is required to consult with the Assembly and each functional body under section 123 of the GLA Act 1999. Even though the statutory timetable for the submission of the CSP is different from the requirements for the revenue budget, the same timeframe is adopted to ease consultation. The Mayor is also required to set the borrowing limits for the GLA Group. The final borrowing limits for 2025-26 will be approved via a separate Mayoral Decision in March 2025.
- 11.2 Proposals for the GLA and each relevant functional body are set out in Appendices A to F. The London Assembly does not undertake any capital expenditure.
- 11.3 The following table summarises the Mayor's Draft Capital Spending Plan for 2025-26 which shows the capital funding sources for the CSP in line with the format required under section 122 of the GLA Act. Further details on the GLA and each functional body's draft plan are set out below and in Appendices A to F.

Draft GLA Group statutory capital spending plan 2025-26 under Section 122 of the GLA Act for consultation

	Section	GLA £m	MOPAC £m	TfL £m	LFC £m	LLDC £m	OPDC £m
	Total external capital grants	1,079.7	36.8	707.7	0.0	38.8	25.0
	Opening balance of capital receipts	665.6	0.0	0.0	0.0	0.0	0.0
	Total capital receipts during the year	0.0	0.8	141.4	0.0	74.2	0.0
A	Total capital grants/ receipts	1,745.3	37.5	849.1	0.0	113.0	25.0
	Minimum s.120(1) grant	0.0	0.0	0.0	0.0	0.0	0.0
	Total borrowings during the year	104.7	346.0	391.0	53.7	0.0	95.9
	Total credit arrangements during the year	0.0	0.0	0.0	0.0	0.0	0.0
B	Total borrowings and credit arrangements	104.7	346.0	391.0	53.7	0.0	95.9
	Total capital expenditure anticipated during the year	1,769.8	383.5	2,525.8	53.7	105.2	128.5
	Total amounts which may be treated as borrowing in the year because of section 8(2) of the Local Government Act 2003	0.0	0.0	0.0	0.0	0.0	0.0
C	Total capital spending for the year	1,769.8	383.5	2,525.8	53.7	105.2	128.5
	Funding: capital grants and contributions	1,564.2	36.8	707.7	2.1	67.2	32.6
	Funding: capital receipts/reserves	40.2	0.8	141.4	0.0	38.0	0.0
	Funding: borrowings and credit arrangements	104.7	346.0	391.0	51.6	0.0	95.9
	Funding: revenue contributions	60.7	0.0	1,285.7	0.0	0.0	0.0
D	Total funding	1,769.8	383.5	2,525.8	53.7	105.2	128.5

11.4 The following table summarises the GLA and each functional body's high-level capital spending needs for the subsequent fifteen years. This is compared against the likely level of capital resources available and illustrates the scale of the likely shortfall.

Capital strategy	Years 6-10 2029-30 to 2033-34 £m	Years 11-15 2034-35 to 2038-39 £m	Years 16-20 2039-40 to 2043-44 £m	Total Years 6-20 2029-30 to 2043-44 £m
Outturn prices				
GLA: Mayor				
Housing	20,607.2	20,500.0	20,500.0	61,607.2
Environment	178.0	178.0	178.0	534.0
Skills	140.0	150.0	160.0	450.0
Economy	50.0	50.0	50.0	150.0
Other	122.5	31.2	15.6	169.3
Sub-total GLA	21,097.7	20,909.2	20,903.6	62,910.5
Likely funding	517.6	409.2	393.5	1,320.3
Sub-total GLA shortfall	20,580.1	20,500.0	20,510.1	61,590.2
MOPAC				
Transformation	97.0	110.1	100.0	307.1
Maintenance	974.1	881.7	906.0	2,761.8
Sub-total MOPAC	1,071.1	991.8	1,006.0	3,068.8
Likely funding	166.0	226.3	171.3	563.6
Sub-total MOPAC shortfall	905.1	765.5	834.8	2,505.3
TfL				
Major Rolling Stock and Signalling Upgrades	3,800.0	9,600.0	10,400.0	23,800.0
Enhancements	10,700.0	12,000.0	7,600.0	30,300.0
Renewals	9,400.0	13,500.0	19,800.0	42,700.0
Places for London	1,400.0	1,600.0	1,900.0	4,900.0
Sub-total TfL	25,300.0	36,700.0	39,700.0	101,700.0
Likely funding	12,600.0	17,500.0	23,600.0	53,700.0
Sub-total TfL shortfall	12,700.0	19,200.0	16,100.0	48,000.0
LFC				
Estate, ICT and fleet maintenance	146.9	149.8	164.7	461.4
Sub-total LFC	146.9	149.8	164.7	461.4
Likely funding	0.0	0.0	0.0	0.0
Sub-total LFC shortfall	146.9	149.8	164.7	461.4

Capital strategy	Years	Years	Years	Total
Outturn prices	6-10	11-15	16-20	Years 6-20
	2029-30 to	2034-35 to	2039-40 to	2029-30 to
	2033-34	2038-39	2043-44	2043-44
LLDC				
Construction, infrastructure and lifecycle	82.3	22.6	15.7	120.6
Sub-total LLDC	82.3	22.6	15.7	120.6
Likely funding	82.3	22.6	15.7	120.6
Sub-total LLDC shortfall	0.0	0.0	0.0	0.0
OPDC				
Infrastructure	166.5	185.7	0.0	352.2
Sub-total OPDC	166.5	185.7	0.0	352.2
Likely funding	0.0	0.0	0.0	0.0
Sub-total OPDC shortfall	166.5	185.7	0.0	352.2
Total GLA Group expenditure	47,864.5	58,959.1	61,790.0	168,613.5
Total GLA Group shortfall	34,498.6	40,801.0	37,609.6	112,909.1

Greater London Authority: Mayor and London Assembly

Table 1: GLA: Mayor - Subjective analysis

Subjective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Staff costs	113.7	114.0	115.5	1.8	114.0	114.1
Premises costs	13.6	13.6	13.7	0.1	13.7	13.7
Supplies and services	846.1	835.4	645.8	(200.3)	496.1	499.5
Capital Financing costs	1.6	1.6	1.6	0.0	1.6	1.6
Total gross expenditure	974.9	964.5	776.6	(198.4)	625.3	628.9
Sales, fees and charges	(31.3)	(31.3)	(28.1)	3.2	(28.3)	(29.3)
Specific grants	(545.1)	(530.8)	(492.3)	52.9	(384.0)	(384.1)
Interest receivable	(131.0)	(131.0)	(76.6)	54.5	(76.6)	(68.8)
Total gross income	(707.4)	(693.1)	(596.9)	110.5	(488.9)	(482.2)
Net expenditure	267.6	271.5	179.7	(87.9)	136.4	146.7

Note: In the GLA: Mayor budget submission "Specific grants" is presented in the Financing section of the Subjective Analysis.

Table 2: GLA: Assembly – Subjective Analysis

Subjective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Staff costs	7.4	7.5	7.9	0.5	7.9	7.9
Supplies and services	1.6	1.8	1.6	0.0	1.6	1.6
Total gross expenditure	9.0	9.4	9.5	0.5	9.5	9.5
Total gross income	0.0	0.0	0.0	0.0	0.0	0.0
Total net expenditure	9.0	9.4	9.5	0.5	9.5	9.5

Table 3: GLA: Mayor – Reserves

Total reserves at end of financial year	Forecast 2024-25 £m	Transfers in year £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m
Business Rates Reserve	302.7	(5.4)	297.2	281.4	275.6
Northern Line Extension reserve	98.4	0.1	98.5	0.0	0.0
Mayoral Development Corporation Reserve	60.2	(22.2)	38.0	39.0	34.5
LLDC Capital Funding reserve	29.3	(13.2)	16.1	16.7	28.5
Strategic Investment Fund	3.3	(3.3)	0.0	0.0	0.0
Earmarked reserves - Group subtotal	493.9	(44.1)	449.8	337.1	338.6
Reserves earmarked for GLA services	319.2	(41.9)	277.4	273.9	258.3
Capital Programme Reserve	145.0	(23.2)	121.8	96.7	95.7
Assembly Reserve	2.3	(0.3)	2.0	1.9	1.9
Earmarked reserves - GLA core subtotal	466.6	(65.4)	401.2	372.5	355.9
General Reserve	10.0	0.0	10.0	10.0	10.0
Total	970.5	(109.5)	861.0	719.7	704.6

Table 4: GLA: Mayor - Draft capital spending plan

Draft capital plan	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
Affordable Homes Programme (2016-23)	100.3	99.2	102.8	74.8	91.9
Affordable Homes Programme (2021-26)	347.4	1,069.3	956.6	985.2	213.6
Building Safety Fund	142.7	250.0	250.0	0.0	0.0
Community Housing Fund	6.6	21.9	2.6	0.0	0.0
Marginal Viability Fund	13.8	0.0	0.0	0.0	0.0
Skills for Londoners	40.9	15.4	0.0	0.0	0.0
Crystal Palace	5.2	12.0	45.0	45.0	8.7
UKSPF	17.4	17.4	0.0	0.0	0.0
London Museum	55.1	14.6	25.0	0.0	0.0
London Estate regeneration programme	25.0	25.0	0.0	0.0	0.0
ACM cladding remediation	28.3	0.0	0.0	0.0	0.0
Private Sector Cladding	30.0	15.0	0.0	0.0	0.0
Refugee housing programme	10.3	0.0	0.0	0.0	0.0
GLA Land Fund	36.7	43.9	17.3	0.0	0.0
Single homeless accommodation	33.4	0.0	0.0	0.0	0.0
Green Finance Fund	61.0	78.9	79.2	76.9	68.2
Crossrail	47.0	1.5	0.0	0.0	0.0
LLDC Joint ventures	10.7	19.2	23.9	15.9	10.4
LLDC Loan funding	20.8	0.0	0.0	0.0	0.0
UCL Cultural and Education District	80.1	22.2	24.0	0.0	5.7
Enterprise Zone – Royal Docks	16.9	11.1	2.4	6.4	6.4
Elephant & Castle (Ticket Hall and Construction)	4.8	2.0	2.0	1.0	0.5
Other Projects (< £10m p.a.)	94.9	51.2	22.2	3.1	3.0
Total expenditure	1,229.3	1,769.8	1,553.0	1,208.3	408.4
Borrowing	137.6	104.7	121.6	99.7	74.6
Capital grants and third-party contributions	871.0	1,564.2	1,339.6	1,061.1	306.1
Capital receipts	40.2	40.2	64.3	44.6	19.1
Revenue Contributions	180.5	60.7	27.5	2.9	8.6
Total funding	1,229.3	1,769.8	1,553.0	1,208.3	408.4

Table 5: GLA: Mayor - Capital financing costs

Capital financing costs	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
Minimum revenue provision for repayment of debt	237.6	229.9	337.0	249.0	252.8
External interest cost	157.8	146.7	138.2	127.7	117.7
Total	395.4	376.6	475.2	376.7	370.5

Table 6: GLA: Mayor - Borrowing limits

External debt	Current Approval 2024-25 £m	Revised Approval 2024-25 £m	Proposed 2025-26 £m	Proposed 2026-27 £m	Proposed 2027-28 £m
Authorised limit					
Borrowing	6,500.0	6,500.0	6,500.0	6,500.0	6,500.0
Total	6,500.0	6,500.0	6,500.0	6,500.0	6,500.0
Operational boundary					
Borrowing	6,000.0	6,000.0	6,000.0	6,000.0	6,000.0
Total	6,000.0	6,000.0	6,000.0	6,000.0	6,000.0

Mayor's Office for Policing and Crime

Table 1: MOPAC (including MPS) - Subjective analysis

Subjective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Police officer pay	2,534.2	2,588.0	2,571.9	37.7	2,618.0	2,660.8
Police staff pay	792.1	807.4	810.0	17.9	808.5	822.0
PCSO pay	74.2	79.5	88.8	14.6	96.8	98.3
Police officer overtime	153.1	184.3	162.3	9.2	163.4	164.6
Police staff overtime	20.2	40.2	24.0	3.8	24.0	24.0
PCSO overtime	0.3	0.7	0.2	(0.1)	0.2	0.2
Other Employee-related expenditure	87.5	108.8	78.6	(8.9)	76.9	77.7
Staff costs sub total	3,661.6	3,808.8	3,735.8	74.2	3,787.7	3,847.7
Premises costs	197.7	200.6	207.4	9.7	207.4	207.4
Transport costs	84.4	99.7	89.5	5.1	89.2	89.2
Supplies and services	592.7	673.3	550.2	(42.4)	611.3	609.2
Third party payments	110.4	112.4	96.6	(13.8)	89.2	88.8
Capital financing costs	150.4	128.9	184.2	33.8	211.9	239.5
Total gross expenditure	4,797.2	5,023.7	4,863.8	66.6	4,996.8	5,081.7
Sales, fees and charges	(340.1)	(376.7)	(371.5)	(31.4)	(365.8)	(364.3)
Specific government grants	(738.4)	(886.2)	(773.6)	(35.2)	(773.6)	(773.6)
Interest receivable	(13.3)	(16.4)	(13.3)	0.0	(13.3)	(13.3)
Total gross income	(1,091.8)	(1,279.3)	(1,158.4)	(66.6)	(1,152.7)	(1,151.2)
Net expenditure	3,705.5	3,744.4	3,705.5	0.0	3,844.1	3,930.5

Table 2: MOPAC (including MPS) - Reserves

Total reserves at end of financial year	Forecast 2024-25 £m	Transfers in year £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m
Supporting Local Change	6.5	(6.4)	0.1	0.0	0.0
Business Group Initiatives	0.4	(0.3)	0.1	0.0	0.0
Operational Costs	8.4	(6.5)	1.8	1.4	1.2
Property Costs	42.8	(11.3)	31.5	23.7	15.8
POCA	17.9	(3.6)	14.3	10.7	7.1
Funded for Third Parties	11.4	0.1	11.5	8.6	4.7
MOPAC Earmarked reserves	22.0	(16.6)	5.4	3.9	3.9
Earmarked reserves subtotal	109.4	(44.7)	64.7	48.2	32.8
General Reserve	66.6	0.0	66.6	66.6	66.6
Total	176.0	(44.7)	131.3	114.9	99.4

Table 3: MOPAC - Draft capital plan

Draft capital plan	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
PSD- Forward Works and BAU	44.6	53.9	55.8	77.4	47.4
Fleet	35.0	37.5	26.1	30.3	25.1
Digital, Data and Technology	62.3	70.2	72.5	71.9	76.5
CTPHQ	32.9	20.5	19.0	18.6	21.4
Met Operations- Covert and Forensics	9.8	7.8	11.8	9.2	5.8
Transformation NMfL Programme	68.6	63.0	24.0	11.5	1.5
Transforming Investigation and Prosecution	8.1	0.0	0.0	0.0	0.0
Operational Support Services	0.2	0.0	0.0	0.0	0.0
Learning and Professionalism Transformation	0.1	0.5	0.5	0.0	0.0
TD Flexible Service Portfolio & Met CC	13.1	30.4	41.4	13.9	0.0
PSD - Bringing existing MPS buildings to a NMfL quality standard	0.0	41.7	0.0	0.0	0.0
PSD- Central Estates Programme	35.3	15.1	2.9	2.8	0.0
PSD- Transforming the Workplace	8.5	40.9	79.1	38.3	3.6
Transformation	3.0	2.0	9.0	12.0	15.4
Total Expenditure	321.6	383.5	342.2	286.0	196.8
<i>Funding</i>					
Capital Grants & Third-Party Contributions	53.5	36.8	32.6	31.3	33.4
Revenue Contributions	0.0	0.0	3.3	3.3	3.3
Capital Receipts	3.0	0.8	2.5	8.9	14.5
Borrowing	265.1	346.0	303.7	242.5	145.5
Total funding	321.6	383.5	342.2	286.0	196.8

PSD – Property Services Directorate

CTPHQ – Counter Terrorism Policing Headquarters

Table 4: MOPAC - Capital financing costs

Capital financing costs	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
Minimum revenue provision for debt repayment	87.9	108.2	125.6	145.1	163.3
External interest cost	37.0	51.1	60.4	67.3	65.6
Total	124.9	159.3	186.0	212.4	228.9

Table 5: MOPAC - Borrowing limits

External debt	Current Approval 2024-25 £m	Revised Approval 2024-25 £m	Proposed 2025-26 £m	Proposed 2026-27 £m	Proposed 2027-28 £m
Authorised Limit					
Borrowing	1,261.0	1,114.4	1,389.8	1,592.6	1,715.2
Long term liabilities	42.2	170.0	140.4	111.7	81.5
MOPAC Total	1,303.2	1,284.4	1,530.2	1,704.3	1,796.7
Operational boundary					
Borrowing	1,136.0	989.4	1,264.8	1,467.6	1,590.2
Long term liabilities	42.2	170.0	140.4	111.7	81.5
MOPAC Total	1,178.2	1,159.4	1,405.2	1,579.3	1,671.7

Transport for London

Table 1: TfL - Subjective analysis

Subjective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Staff costs	2,100.3	2,090.7	1,906.6	(193.7)	1,950.3	2,005.1
Premises costs	270.1	256.4	259.1	(11.0)	265.0	274.1
Transport costs	508.4	474.6	440.4	(67.9)	426.2	461.1
Supplies and services	2,087.6	2,110.3	2,129.2	41.6	1,805.7	1,575.4
Third party payments	3,189.4	3,230.4	3,521.7	332.3	3,739.3	3,879.6
Capital financing costs	498.1	502.3	531.4	33.3	555.4	568.0
Total gross expenditure	8,653.9	8,664.7	8,788.4	134.5	8,741.9	8,763.3
Sales, fees and charges	(7,108.8)	(6,983.3)	(7,243.1)	(134.3)	(7,461.0)	(7,717.6)
Interest receivable	(67.7)	(69.8)	(91.2)	(23.5)	(70.5)	(67.8)
Total gross income	(7,176.5)	(7,053.1)	(7,334.3)	(157.8)	(7,531.5)	(7,785.4)
Net expenditure	1,477.4	1,611.6	1,454.1	(23.3)	1,210.4	977.9

Table 2: TfL - Reserves

Total reserves at end of financial year	Forecast	Transfers	Budget	Plan	Plan
	2024-25	in year	2025-26	2026-27	2027-28
	£m	£m	£m	£m	£m
Capital Grants Unapplied	137.4	(64.3)	73.1	23.8	10.5
Street works Reserve	30.7	0.0	30.7	30.7	30.7
Earmarked reserves subtotal	168.1	(64.3)	103.8	54.5	41.2
General Reserve	353.3	(80.3)	273.0	255.4	250.0
Total	521.4	(144.6)	376.8	309.9	291.2

Table 3: TfL - Draft capital plan

Draft capital plan	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
Crossrail construction programme	34.7	5.8	0.0	0.0	0.0
Rolling stock and signalling replacement	599.2	745.5	834.1	445.7	339.3
Enhancements	388.2	429.0	300.7	267.2	257.7
Places for London	148.1	239.2	258.2	432.2	286.2
Renewals	798.4	1,106.3	1,115.2	1,114.7	1,199.7
Total capital expenditure	1,968.6	2,525.8	2,508.2	2,259.8	2,082.9
Capital receipts	196.5	141.4	64.2	312.1	226.8
Capital Grants & Third-Party Contributions	177.5	701.2	1,178.8	581.2	396.9
Borrowing	685.0	391.0	346.2	(3.6)	(48.3)
Grants & Contributions (Crossrail)	42.0	6.5	0.0	0.0	0.0
Revenue contributions	867.6	1,285.7	919.0	1,370.1	1,507.5
Total funding	1,968.6	2,525.8	2,508.2	2,259.8	2,082.9

Table 4: TfL - Capital financing costs

Capital financing costs	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
TfL					
Minimum revenue provision for repayment of debt	66.9	80.1	80.1	80.1	80.1
External interest cost	569.7	607.8	630.6	633.7	633.7
TfL Total	636.6	687.9	710.7	713.8	713.8

Table 5: TfL - Borrowing limits

External debt	Current Approval 2024-25 £m	Revised Approval 2024-25 £m	Proposed 2025-26 £m	Proposed 2026-27 £m	Proposed 2027-28 £m
Authorised limit					
Borrowing	14,657.4	14,657.4	14,690.4	15,038.0	15,034.4
Long term liabilities	3,648.7	3,648.7	3,960.9	3,934.6	3,890.6
Total	18,306.1	18,306.1	18,651.3	18,972.6	18,925.0
Operational boundary					
Borrowing	13,457.4	13,457.4	14,040.4	14,388.0	14,384.4
Long term liabilities	3,648.7	3,648.7	3,710.9	3,684.6	3,640.6
Total	17,106.1	17,106.1	17,751.3	18,072.6	18,025.0

London Fire Commissioner

Table 1: LFC - Subjective analysis

Subjective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Staff costs	477.8	494.5	502.9	25.1	510.2	520.9
Premises costs	48.8	48.4	50.9	2.1	53.8	57.3
Transport costs	19.7	20.2	19.6	(0.1)	20.2	20.8
Supplies and services	40.6	40.2	25.5	(15.1)	31.3	29.4
Third party payments	1.3	1.5	1.7	0.4	1.7	1.7
Capital financing costs	16.0	16.2	21.1	5.1	24.5	29.5
Total gross expenditure	604.2	621.0	621.7	17.5	641.7	659.6
Sales, fees and charges	(50.1)	(51.3)	(51.7)	(1.6)	(53.2)	(54.7)
Specific grants	(29.3)	(31.7)	(26.0)	3.3	(25.8)	(25.8)
Interest receivable	(1.6)	(3.7)	(1.0)	0.6	(1.0)	(1.0)
Total gross income	(81.0)	(86.7)	(78.7)	2.3	(80.0)	(81.5)
Net expenditure	523.2	534.3	543.0	19.8	561.7	578.1

Table 2: LFC - Reserves

Total reserves at end of financial year	Forecast	Transfers	Budget	Plan	Plan
	2024-25	in year	2025-26	2026-27	2027-28
	£m	£m	£m	£m	£m
Fire Safety and Youth Engagement	4.4	(1.5)	2.9	2.9	2.9
Emergency Services Mobile Communication Programme	0.9	0.0	0.9	0.9	0.9
Fire Safety Improvement	15.0	(10.4)	4.6	4.6	4.6
Pensions	1.1	0.0	1.1	1.1	1.1
ICT Development	0.3	(0.3)	0.0	0.0	0.0
Sustainability	0.2	(0.2)	0.0	0.0	0.0
Vehicle and Equipment	1.4	(1.4)	0.0	0.0	0.0
MTA	0.2	(0.2)	0.0	0.0	0.0
Recruitment	0.6	(0.6)	0.0	0.0	0.0
Community Risk Management Plan	1.9	(1.9)	0.0	0.0	0.0
London Resilience	0.8	(0.6)	0.2	0.2	0.2
Grenfell Infrastructure	0.2	(0.2)	0.0	0.0	0.0
Building Safety Regulator	1.7	0.0	1.7	1.7	1.7
Earmarked reserves subtotal	28.7	(17.3)	11.4	11.4	11.4
General Reserve	14.1	3.8	17.9	18.6	19.2
Total	42.8	(13.5)	29.3	30.0	30.6

Table 3: LFC - Draft capital plan

Draft capital plan	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
<i>Expenditure</i>					
IT projects	3.6	8.2	10.1	5.5	1.7
Major refurbishments	5.4	18.4	46.0	52.0	8.4
New developments	2.2	0.0	0.0	0.0	0.0
Minor works	9.6	14.1	0.4	0.1	0.0
Sustainability works	9.4	10.9	6.8	6.9	4.2
Appliance bay doors	2.0	0.9	0.1	0.0	0.0
Fire Brigade fleet re-procurement	2.3	0.9	4.2	3.0	9.7
Operational Equipment	1.0	0.0	0.0	0.0	0.0
Communications	0.1	0.3	0.3	0.0	0.0
Total expenditure	35.6	53.7	67.9	67.5	24.0
<i>Funding</i>					
Capital Grants & Third-Party Contributions	2.5	2.1	0.0	0.0	0.0
Revenue Contributions	0.5	0.0	0.0	0.0	0.0
Borrowing	32.6	51.6	67.9	67.5	24.0
Total funding	35.6	53.7	67.9	67.5	24.0

Table 4: LFC - Capital financing costs

Capital financing costs	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
LFC					
Minimum revenue provision for repayment of debt	14.0	17.6	19.4	23.0	24.9
External interest cost	2.2	3.5	5.1	6.5	8.2
LFC Total	16.2	21.1	24.5	29.5	33.1

Table 5: LFC - Borrowing limits

External debt	Current Approval 2024-25 £m	Revised Approval 2024-25 £m	Proposed 2025-26 £m	Proposed 2026-27 £m	Proposed 2027-28 £m
Authorised limit					
Borrowing	175.0	175.0	175.0	175.0	175.0
Long term liabilities	70.0	70.0	70.0	70.0	70.0
Total	245.0	245.0	245.0	245.0	245.0
Operational boundary					
Borrowing	170.0	170.0	170.0	170.0	170.0
Long term liabilities	70.0	70.0	70.0	70.0	70.0
Total	240.0	240.0	240.0	240.0	240.0

London Legacy Development Corporation

Table 1: LLDC - Subjective analysis

Subjective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Staff costs	15.6	15.6	12.2	(3.4)	11.7	12.1
Premises costs	3.3	3.3	2.8	(0.5)	2.9	3.0
Supplies and services	67.4	62.6	53.3	(14.1)	56.0	58.7
Capital financing costs	16.3	16.3	16.2	(0.1)	15.9	15.6
Total gross expenditure	102.5	97.8	84.5	(18.0)	86.5	89.4
Sales, fees and charges	(39.7)	(36.3)	(35.4)	4.3	(44.0)	(45.7)
Total gross income	(39.7)	(36.3)	(35.4)	4.3	(44.0)	(45.7)
Net expenditure	62.8	61.5	49.1	(13.7)	42.5	43.7

Table 2: LLDC - Subjective analysis excluding stadium

Subjective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to Budget)	Plan	Plan
	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Staff costs	11.6	11.6	7.9	(3.7)	7.3	7.5
Premises costs	1.1	1.1	0.7	(0.4)	0.7	0.7
Supplies and services	40.8	34.9	25.2	(15.6)	25.8	28.2
Capital financing costs	16.3	16.3	16.2	(0.1)	15.9	15.6
Total gross expenditure	69.8	63.9	50.0	(19.8)	49.7	52.0
Sales, fees and charges	(21.7)	(18.3)	(20.3)	1.4	(23.2)	(26.3)
Total gross income	(21.7)	(18.3)	(20.3)	1.4	(23.2)	(26.3)
Net expenditure	48.1	45.6	29.7	(18.4)	26.5	25.7

Table 3: LLDC – Draft capital spending plan

Draft capital plan	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
<i>Expenditure</i>					
East Bank	93.0	14.9	1.1	0.8	0.1
Development	24.2	40.3	35.4	28.5	20.1
Stadium	9.0	0.0	0.0	0.0	0.0
Park and Venues	8.0	4.6	1.7	1.9	1.7
Finance, Commercial and Corporate Services	1.7	0.7	0.3	0.2	0.2
Commercial Strategy	7.6	0.5	0.0	0.0	0.0
Corporation Tax and Contingency	6.4	5.4	9.6	8.8	6.8
Other	(9.7)	0.0	0.0	0.0	0.0
Adjustment for BBC/UAL loan*	0.0	38.8	0.0	0.0	0.0
Total expenditure	140.2	105.2	48.1	40.2	28.9
<i>Funding</i>					
Capital Receipts	21.2	38.0	24.5	40.8	50.0
Capital Grants & Third-Party Contributions	10.0	52.8	2.4	1.4	1.0
Borrowing	24.3	0.0	(3.2)	(2.0)	(27.8)
GLA Grant	84.7	14.4	24.4	0.0	5.7
Total funding	140.2	105.2	48.1	40.2	28.9

*Cash timing adjustments for BBC and UAL (University of the Arts London) loan

Table 4: LLDC - Capital financing costs

Capital financing costs	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
LLDC					
External interest cost	16.3	16.2	15.9	15.6	15.4
LLDC Total	16.3	16.2	15.9	15.6	15.4

Table 5: LLDC - Borrowing limits

External debt	Current Approval 2024-25 £m	Revised Approval 2024-25 £m	Proposed 2025-26 £m	Proposed 2026-27 £m	Proposed 2027-28 £m
Authorised limit					
Borrowing	550.0	550.0	550.0	550.0	550.0
Total	550.0	550.0	550.0	550.0	550.0
Operational boundary					
Borrowing	540.0	540.0	540.0	540.0	540.0
Total	540.0	540.0	540.0	540.0	540.0

Old Oak and Park Royal Development Corporation

Table 1: OPDC - Subjective analysis

Subjective analysis	Revised budget	Forecast outturn	Budget	Change (Revised budget to budget)	Plan	Plan
	2024-25	2024-25	2025-26		2026-27	2027-28
	£m	£m	£m	£m	£m	£m
Staff costs	6.6	6.7	7.6	1.0	7.8	8.1
Premises costs	0.2	0.3	0.4	0.2	0.4	0.4
Supplies and services	7.5	8.5	11.7	4.2	10.7	10.5
Capital financing costs	0.0	1.4	3.3	3.3	4.5	4.6
Total gross expenditure	14.3	16.9	23.0	8.7	23.5	23.7
Sales, fees and charges	(2.5)	(3.2)	(5.6)	(3.1)	(5.8)	(5.6)
Total gross income	(2.5)	(3.2)	(5.6)	(3.1)	(5.8)	(5.6)
Net expenditure	12.2	13.7	17.4	5.6	17.6	18.0

Table 2: OPDC - Draft capital spending plan

Draft capital plan	Forecast Outturn	Budget	Plan	Plan	Plan
	2024-25	2025-26	2026-27	2027-28	2028-29
	£m	£m	£m	£m	£m
<i>Expenditure</i>					
Heat Network	2.4	32.6	0.0	0.0	0.0
Land Assembly	76.3	95.9	22.4	10.0	0.0
Infrastructure	0.0	0.0	0.0	0.0	0.4
Total expenditure	78.7	128.5	22.4	10.0	0.4
<i>Funding</i>					
Capital Grants & Third-Party Contributions	32.6	32.6	0.0	0.0	0.0
GLA Grant	0.0	0.0	0.0	0.0	0.0
Revenue contributions	0.8	0.0	0.0	0.0	0.0
Borrowing	45.3	95.9	22.4	10.0	0.4
Total funding	78.7	128.5	22.4	10.0	0.4

Table 3: OPDC - Capital financing costs

Capital financing costs	Forecast Outturn 2024-25 £m	Budget 2025-26 £m	Plan 2026-27 £m	Plan 2027-28 £m	Plan 2028-29 £m
OPDC					
External interest cost	1.4	3.3	4.5	4.6	4.7
OPDC Total	1.4	3.3	4.5	4.6	4.7

Table 4: OPDC – Existing borrowing limits

External debt	Current Approval 2024-25 £m	Revised Approval 2024-25 £m	Proposed 2025-26 £m	Proposed 2026-27 £m	Proposed 2027-28 £m
Authorised limit					
Borrowing	100.0	100.0	150.0	150.0	150.0
Total	100.0	100.0	150.0	150.0	150.0
Operational boundary					
Borrowing	100.0	100.0	150.0	150.0	150.0
Total	100.0	100.0	150.0	150.0	150.0

Table 5: OPDC – Proposed borrowing limits

External debt	Current Approval 2024-25 £m	Revised Approval 2024-25 £m	Proposed 2025-26 £m	Proposed 2026-27 £m	Proposed 2027-28 £m
Authorised limit					
Borrowing	100.0	100.0	225.0	225.0	225.0
Total	100.0	100.0	225.0	225.0	225.0
Operational boundary					
Borrowing	100.0	100.0	215.0	215.0	215.0
Total	100.0	100.0	215.0	215.0	215.0

Note: The proposed limits are subject to approval by GLA's Chief Finance Officer (CFO) and Chief Investment Officer (CIO).

GLA Group Savings and Collaboration

GLA Group Savings

The total savings and efficiencies which have been identified in the 2025-26 budget process across the GLA Group are summarised below, on an annual incremental basis, for the period 2024-25 to 2027-28.

Savings and efficiencies identified	Forecast 2024-25	Forecast 2025-26	Forecast 2026-27	Forecast 2027-28
	£m	£m	£m	£m
GLA: Mayor	0.0	0.3	0.0	0.0
GLA: Assembly	0.0	0.0	0.0	0.0
MOPAC	138.3	273.3	0.0	0.0
TfL	147.0	89.0	58.0	0.0
LFC	12.8	18.0	20.0	20.0
LLDC	0.2	6.3	0.0	0.0
OPDC	0.0	0.0	0.0	0.0
Total	298.3	386.9	78.0	20.0

Note: the table above is not netted down by future year pressures where savings are one off

Inflationary pressures for 2025-26 from the revised budget for 2024-25 is forecast as follows, split by pay and non-pay:

Inflation for 2025-26	Pay 2025-26	Non-Pay 2025-26	Total 2025-26
	£m	£m	£m
GLA: Mayor	3.1	0.3	3.5
GLA: Assembly	0.0	0.0	0.0
MOPAC	127.0	13.6	140.6
TfL	50.5	94.7	145.2
LFC	8.4	12.8	21.2
LLDC	0.2	0.0	0.2
OPDC	0.1	0.1	0.2
Total revenue	189.4	121.5	310.9

A more detailed breakdown of the above savings and inflationary pressures can be found in the GLA and its functional bodies' budget submissions.

GLA Group Collaboration

The GLA Group Collaboration Board develops and oversees plans for ways in which the GLA Group can work together more closely to deliver efficiency, effectiveness, economic benefit, and contribute to key Mayoral priorities. The Board aims for GLA Group organisations to work as one, delivering maximum benefit to Londoners. This is achieved by removing operational and cultural barriers to joint working, enabling GLA Group organisations and key partners to be willing and able to work together as efficiently and effectively as if they were part of the same organisation.

Examples of projects within the GLA Group Collaboration Programme in 2024-25 include:

- a Treasury Collaboration project between London Treasury Limited (the wholly owned investment management subsidiary of the GLA) and TfL, delivering improved financial outcomes, new systems and processes, and additional resilience, particularly in relation to back office and investment activities
 - a group-wide Estates and Facilities Management (EFM) Strategy, delivering general purpose office and HQ accommodation disposals, relocations and improvements, as well as wider EFM collaboration
 - a Group Energy Procurement Strategy which seeks to utilise a GLA Group Power Purchase Agreement to decarbonise electricity consumption, and identify commercial models that service the GLA Group and potentially other public bodies in pursuit of securing energy from renewable sources
 - a Planning and Spatial Development project which leverages the benefits of GLA Planning, GLA Regeneration and TfL Spatial Planning being brought together under a single director, delivering more streamlined processes and improving interfaces with joint working partners (for example London Boroughs)
 - an IT shared service project between TfL and LLDC, due to complete by March 2025, designed to improve resilience within LLDC and minimise duplication within the GLA Group. This is a natural extension of closer working following LLDC's move into TfL offices at Endeavour Square
 - a secondment portal and mentoring platform, both of which are available to all GLA Group organisations and aim to develop and retain talent within the GLA Group.
-

The Mayor has determined that collaboration is a key priority for this Mayoral term. In response, and to further incentivise collaboration within the GLA Group, the funding control totals were adjusted in the Mayor's Budget Guidance to allow for £8 million to be set aside to fund Group Collaboration activity on an ongoing basis. This funding is held in the Group Collaboration Reserve and drawn down as required to fund collaboration activity. GLA Group organisations and pan-Group teams can bring proposals to the Group Collaboration Board on how this funding could be utilised.

Key assumptions within the 2025-26 Group Collaboration budget include:

- the continuation of an Electric Vehicle Infrastructure Delivery (EVID) project, which contributes to London's 2030 Electric Vehicle Infrastructure Strategy (EVIS) by delivering charging bays on suitable GLA Group-owned land
 - continued delivery of an IT shared service between TfL and GLA, OPDC and MOPAC. Following the TfL cyber incident in September 2024, this project has been delayed while critical TfL staff have been deployed to contain and then start the recovery process for Group IT services. The full contingent of staff is not currently expected to return to the project until January, when a re-baselining of the project delivery plan will commence to determine the revised timescales and cost of the project (expected to be known in March 2025). This will be funded from the balance of the Group Collaboration Reserve
 - further development of Area Strategies which seek to review an area holistically to identify synergies and opportunities for collaboration. This will include the procurement of best practice advice, to help inform future collaboration opportunities in these areas. Initial focus will be on Finance, Estates & FM and HR as pilots, but opportunities will be sought to extend this to other areas as the year progresses.
-

Summary of GLA Group Financing and Revenue Expenditure

The GLA Group is funded through a combination of different sources. These are only included in the control totals set in the Mayor's Budget Guidance if the Mayor has some decision-making power over them:

Reflected in the control totals:

- business rates
- council tax.

Not reflected in the control totals:

- specific and general government grants including Home Office police grant
- income generated by GLA Group organisations, such as passenger fares income
- locally raised fees and charges and associated enforcement revenues including the congestion charge and Ultra Low Emission Zones
- the Crossrail Business Rates Supplement (BRS) and Mayoral Community Infrastructure Levy (MCIL) which are both ringfenced to repay the GLA's Elizabeth line debt
- use of reserves.

Business rates

This section summarises the calculation of the GLA's estimated aggregate retained business rates income for 2025-26 including the impact of prior year surpluses and deficits. This is summarised in the table below. The allocations to the GLA and functional bodies are in line with those made in the Mayor's Budget Guidance. Section 31 grant income (for multiplier cap compensation and government funded reliefs) is included but not separately disclosed at this stage as it cannot yet be estimated with any certainty.

The business rates assumptions used to inform the budget are as follows:

Variable	Budget Guidance	Consultation Budget
BR1: Business rates – income growth (excluding TfL capital element of baseline funding)	2025-26: 2.0% 2026-27: 2.0% 2027-28: 1.8%	No change in assumptions

Variable	Budget Guidance	Consultation Budget
BR2: Business rates – TfL capital funding	No inflationary uplift to TfL's capital allocation within the Mayor's local government settlement baseline funding allocation is assumed.	No change in assumption
BR3: Business rates – surplus/deficit for 2024-25	No business rates surplus or deficit for 2024-25 (compared to the budgeted estimates made in January 2024) is assumed. This figure will be confirmed by billing authorities at the end of January 2025.	No change in assumption
BR4: Reforms to business rates retention and wider local government finance system	<p>No material change to the current methodology. The following parameters/policy approaches are therefore assumed to be unchanged for 2025-26. Any change to these parameters listed could affect the GLA's tariff and levy calculation:</p> <ul style="list-style-type: none"> • London's 67 per cent business rates pilot continues in 2025-26 (including a 37 per cent GLA share) • the government will continue to fund the ongoing lost revenue via grant arising from decisions to freeze (or cap the increase in) the small business and standard NNDR multipliers prior to 2024-25 and in the small multiplier from 2024-25 onwards linked to the relevant September CPI (or RPI) inflation rate as supported reliefs such as the scheme for the retail, hospitality and leisure sectors • no reset (and redistribution) of business rates growth achieved above baselines under the business rates retention system • no review of needs and distribution – and therefore settlement funding baselines will be consistent in real terms with 2024-25. 	<p>No change in assumption (confirmed in government's Budget)</p> <p>No change in assumption (confirmed in government's Budget)</p> <p>No change in assumption</p> <p>No change in assumption</p>

Current estimated calculation of retained business rates income

2025-26 Estimated Business Rates Income	£m
Total income including prior year surplus/deficits	3,584.8
Less estimated tariff payable to MHCLG	(850.5)
Less assumed levy on growth payable to MHCLG at this stage	0.0
Net income allocated to functional bodies	2,734.3
GLA: Mayor	61.6
GLA: Assembly	6.4
TfL	2,194.4
LFC	287.3
MOPAC	130.7
LLDC	23.0
OPDC	7.4
Group items	23.5
Net income allocated to functional bodies	2,734.3

The Business Rates Reserve (BRR) exists to manage the special risks the GLA is exposed to due to the potential changes to business rate income estimates. The BRR's target balance equates to the shortfall the GLA would need to meet were it to be in a safety net position for a single year within the business rates retention system based on the 92.5 per cent threshold in place for the GLA. The target balance is £102.1 million and the forecast BRR balance at 31 March 2028 is above target at £275.6 million.

Council tax

The Mayor will formally propose the precept levels for 2025-26 in his Draft Budget in January 2025, once he has had an opportunity to consider the implications of the provisional police, local government and fire finance settlements.

The council tax assumptions used to inform the budget are as follows:

Variable	Budget Guidance	Consultation Budget
CT1: Council tax – increase at Band D.	Police: 2.0% increase at Band D per annum (ringfenced for MOPAC/MPS). Non-Police: 2.0% increase at Band D per annum.	No change in assumption (MHCLG Statement: £14 increase) No change in assumption (MHCLG Statement: 3.0 per cent increase)
CT2: Council tax – change in London taxbase (Band D equivalent).	2025-26: 1.0% 2026-27: 1.1% 2027-28: 0.9%	No change in assumptions
CT3: Council tax – surplus/deficit.	No council tax surplus or deficit for 2024-25 (compared to the budgeted estimates made in February 2024) is assumed.	No change in assumption

Summary of proposed council tax by Band – 32 London Boroughs (adjusted amount) and City of London (unadjusted amount)

Proposed council tax	Adjusted	Adjusted	Adjusted	Unadjusted	Unadjusted	Unadjusted
Band	2024-25	Change	2025-26	2024-25	Change	2025-26
Band A	£314.27	£6.28	£320.55	£110.85	£2.21	£113.06
Band B	£366.64	£7.33	£373.97	£129.32	£2.59	£131.91
Band C	£419.02	£8.38	£427.40	£147.80	£2.95	£150.75
Band D	£471.40	£9.43	£480.83	£166.27	£3.33	£169.60
Band E	£576.16	£11.52	£587.68	£203.22	£4.06	£207.28
Band F	£680.91	£13.62	£694.53	£240.17	£4.80	£244.97
Band G	£785.67	£15.71	£801.38	£277.12	£5.54	£282.66
Band H	£942.80	£18.86	£961.66	£332.54	£6.66	£339.20

Under the assumed excessiveness principles, the proposed adjusted and unadjusted amounts of council tax set out in this Consultation Budget would not be deemed excessive. Therefore, a referendum would not be required.

Elizabeth Line (Crossrail) Revenue Account

The GLA Group items table included in section 4 of this document illustrates how the forecast Business Rates Supplement (BRS) and Mayor's Community Infrastructure Levy (MCIL) income collectable from non-domestic ratepayers and developers respectively is expected to be applied to finance and repay the outstanding debt for the GLA's contribution towards the costs of constructing the Elizabeth line (formerly Crossrail). Any sums received in BRS and MCIL income not required to be applied in year to meet capital financing costs, Crossrail project contributions, treasury management fees, and other expenses are set aside to meet future financing and debt repayment costs. At 1 April 2028, outstanding Crossrail related borrowing, which is owed to the Public Works Loans Board, the DfT and bondholders, is forecast to be approximately £3 billion – a reduction of around £0.9 billion compared to the position at the end of March 2024

This debt may not be fully repaid until the early 2040s, noting that the GLA is permitted (under secondary legislation) to only apply MCIL revenues towards financing costs until March 2043, whilst the end date assumed for the Crossrail BRS remains at 31 March 2041 in line with the final BRS prospectus published in January 2010.

The BRS and MCIL assumptions used to inform this Budget are as follows:

Variable	Consultation Budget
BRS1: Crossrail BRS – rateable value threshold above which the BRS applies for assessments on the local rating list and multiplier.	The current threshold of £75,000 is expected to be maintained for the life of the new rating list. The BRS multiplier will be set at 2p – the maximum permitted under legislation.
BRS2: Crossrail BRS – forecast income for planning purposes (reflecting a prudent assumption for the potential impact of the 2026 national business rates revaluation)	2025-26: £252.2 million 2026-27: £230.0 million 2027-28: £230.0 million
MCIL1: MCIL – forecast income for planning purposes	2025-26: £120.0 million 2026-27: £120.0 million 2027-28: £120.0 million

The Mayor will approve the policies for the Crossrail BRS for 2025-26 via a Mayoral Decision in late January or early February but they are not expected to change from those in place in 2024-25. The £75,000 rateable value threshold will be reviewed in 2026-27 to consider the impact of the next scheduled national business rates revaluation in April 2026. The actual BRS and MCIL receipts will depend on the sums collectable by the local planning authorities in London.

Northern Line Extension (NLE) Revenue Account

The Northern Line Extension to Battersea Power Station (BPS) and Nine Elms opened in September 2021. In October 2022, the BPS site opened and a number of retail, leisure and hospitality operators commenced operation at the site. The second western entrance to the Battersea Power station tube station is expected to open in Spring 2025.

The business rates growth income for the local designated area used to inform the budget is assumed to be as follows:

Variable	Consultation Budget
NLE1: business rates from local designated area – forecast income for planning purposes	2025-26: £25.1 million 2026-27: £25.1 million 2027-28: £25.1 million

Pending confirmation of the updated position by the two local billing authorities (Lambeth and Wandsworth) at the end of January 2025, there is expected to be a step change in business rates income of around £20 million in 2024-25 compared to 2023-24. Taking into account backdating to the opening of the BPS site, this is forecast to result in c£50 million of business rates income in 2024-25. From 2025-26 the stabilised annual business rates income position is forecast to be c£25 million which is assumed to continue at that level until 2027-28. A further step change in income is expected once the developments associated with the western tube station entrance are completed and occupied but it is unclear when this will materialise. Further work will be undertaken with the two local authorities to determine the likely level of future growth so that the GLA can make an updated assessment as to when its outstanding NLE related debt of c£1 billion will be repaid.

The GLA Group items table included in section four of this document includes the capital financing costs on the GLA's NLE debt, including bond index linking. The first repayment of the NLE debt is also budgeted to take place in 2026-27. This is dependent on the timing and level of business rates receipts from the local designated area, established by Parliament from 1 April 2016 as highlighted above. Business rates growth in the area is retained to support the financing and repayment of this borrowing until March 2041, with the potential for an extension for a further five years should this be required.

Should the business rates income from the local designated area be insufficient in any year, the NLE reserve is being held as a provision to meet capital financing costs in the short-term should the business rates income from the local designated area be insufficient in any year. Any unused balance on the NLE reserve not required to meet capital financing costs, will be available to be applied for the earlier repayment of the GLA's NLE related borrowing.

Climate Budget Measures

This Appendix represents a consolidation of all climate measures, proposed at the current time, by the GLA Group organisations in their budget submissions to the Mayor. The Appendix lists:

- climate measures to reduce carbon emissions across the GLA Group estate and fleet that are currently funded within GLA Group organisations' revenue and/or capital budgets between 2025-26 and 2027-28 (funded measures)
- climate measures that, if additional funding could be found, would further reduce carbon emissions across the GLA Group estate and fleet. However, these measures will currently be unbudgeted for and will not have been agreed (unfunded & unadopted measures)
- climate actions that deliver or enable emission reductions or adaptation measures in parts of the city outside of the GLA Group's own estate and fleet that are currently funded within GLA Group organisations' revenue and/or capital budgets between 2025-26 and 2027-28 (funded measures)
- climate measures that would facilitate significant emissions reductions across London outside of the GLA Group's own estate and fleet or significantly improve climate resilience across the city, but which are currently unfunded and unadopted. This may include measures that would need to be funded or introduced by the national government (unfunded & unadopted measures).

This Appendix has been published as a separate analysis to the Consultation Budget and can be found [here](#).

Budget timetable and key dates

Date	Description
8 January 2025	Budget and Performance Committee scrutinises the Mayor on his Consultation Budget.
15 January 2025	The Mayor's Draft Consolidated Budget 2025-26 published.
23 January 2025	Assembly Plenary meeting to scrutinise the Draft Consolidated Budget.
17 February 2025	The Mayor's Final Draft Consolidated Budget 2025-26 published.
25 February 2025	Assembly Plenary meeting to scrutinise the Final Draft Consolidated Budget.
27 February 2025	Statutory deadline for the Mayor to approve the Final Capital Spending Plan for 2025-26 and notify the Secretary of State for Housing, Communities and Local Government – being the last working day before 28 February.
28 February 2025	Statutory deadline for major precepting authorities (including the GLA) to notify their billing authorities of their final Band D precept and council tax requirement(s) for 2025-26.
31 March 2025	Statutory deadline for the Mayor to approve the Authorised Limit for external debt (borrowing) for the functional bodies and the GLA alongside the Prudential Indicators and Capital Financing Requirements required by statute.

Other formats and languages

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Chinese

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Vietnamese

Nếu bạn muốn có văn bản tài liệu này bằng ngôn ngữ của mình, hãy liên hệ theo số điện thoại hoặc địa chỉ dưới đây.

Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος εγγράφου στη δική σας γλώσσα, παρακαλείστε να επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυδρομικά στην παρακάτω διεύθυνση.

Turkish

Bu belgenin kendi dilinizde hazırlanmış bir nüshasını edinmek için, lütfen aşağıdaki telefon numarasını arayınız veya adrese başvurunuz.

Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ ਹੇਠ ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

Hindi

यदि आप इस दस्तावेज़ की प्रति अपनी भाषा में चाहते हैं, तो कृपया निम्नलिखित नंबर पर फोन करें अथवा नीचे दिये गये पते पर संपर्क करें

Bengali

আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি (কপি) চান, তা হলে নীচের ফোন নম্বরে বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Urdu

اگر آپ اس دستاویز کی نقل اپنی زبان میں چاہتے ہیں، تو براہ کرم نیچے دئے گئے نمبر پر فون کریں یا دیئے گئے پتے پر رابطہ کریں

Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، يرجى الاتصال برقم الهاتف أو مراسلة العنوان أدناه

Gujarati

જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં જોઈતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાધો.

GREATER**LONDON**AUTHORITY