Report to the Assembly on the Mayor's Final Draft Consolidated Budget for 2021-2022

Report to: London Assembly

Date: 25 February 2021

Report of: City Hall Greens

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Seconded by: Sian Berry AM

PART A: INTRODUCTION & COMMENTARY¹

SUMMARY

Each year City Hall Greens present a practicable amendment to the Mayor's budget and seeks to fund programmes and projects that would improve the lives of Londoners, especially those in marginalised or overlooked groups.

This year has been uniquely challenging for London as the city's economy was paused as Londoners were put under lockdown measures and non-essential shops and services closed to prevent the spread of coronavirus. These moves to protect our health have drastically impacted the funds available to the Mayor and GLA programmes, both in-year and for future budgets, to an extent not seen since the depths of the Great Recession of 2008 – 2013 and accompanying austerity policies.

In that recession, people in the lower socioeconomic brackets suffered the worst outcomes. And as data is being gathered on the impact of the coronavirus crisis we can see the same pattern emerging. Not only is the evidence showing that existing inequality has worsened health outcomes of people who contracted coronavirus, but the resulting impact on our economy is disproportionately affecting people in lower income industries and trades.

This budget amendment focuses mainly on a number of smaller interventions using existing reserves to direct money towards practical help for those most in need Where we have proposed larger investment plans, we have created new income streams rather than removing money from any of the Mayor's recovery missions.

Today, we are putting forward a proposed amendment with six parts.

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

- 1. Providing a new pathway to move London's zero carbon target from 2050 to 2030
- 2. A package of measures to make our city better for people who walk, especially in outer London, including improvements to junctions, more crossings to cross the road safely and better learning and engagement on new plans
- 3. The purchase of new London Living Rent homes owned by the GLA to help key workers
- 4. Dedicated funding for youth homelessness services and beds
- 5. A road charging study that focuses on engagement with Londoners and explores preferred schemes, outcomes and mitigation measures
- 6. Funding grants for London's independent renters' rights groups

Our proposals will be funded using a total of £425.15 million, including drawing down £400 million in total from funding unallocated in the 2016-23 affordable housing grant programme funding and the portion available for acquisitions within the 2021-26 affordable housing grant programme, £1.85 million from the £176.5 million business rates reserves, £3 million by diverting some of the proposed transfer to the MDC reserve, and £20.3 million over two years raised by increasing Transport for London (TfL) traffic enforcement notices on red routes.

1. Plans for a zero carbon city by 2030

The London Assembly unanimously declared a climate emergency in December 2018 and urged the Mayor to make specific emergency plans for the actions needed to make London carbon neutral by 2030.² Although the Mayor joined with us in declaring a climate emergency, these specific new plans have not yet emerged. His report, Zero carbon London: A 1.5°C compatible plan, published the same month as the declaration of the climate emergency was still working on an assumption of achieving zero carbon by 2050, rather than 2030.³

Even with this degree of warming, London schools, hospitals, and tube stations are all at serious risk.⁴ We could expect even hotter heatwaves than we experienced in 2018, higher chances of flooding for thousands of homes and hundreds of schools, and extreme strain on emergency services trying to cope with adverse events.

Compared with other cities in western Europe London is also highly exposed to the financial impact of climate change. For example, the 2018 report, Lloyd's City Risk Index: Europe, highlighted that the amount of GDP at risk from flooding in London was £1.2 billion and the GDP at risk from droughts was £362 million.⁵

The Mayor's Zero Carbon Pathways Tool still shows the ways that carbon emissions might be reduced to net zero by 2050 and it needs updating.⁶ This would provide evidence for both the Mayor and borough councils to build new 2030 compatible plans.

https://www.london.gov.uk/sites/default/files/1.5_action_plan_amended.pdf

⁵ Data taken from Lloyd's of London, Lloyd's City Risk Index:Europe, 2018, London.

² Assembly calls on the Mayor to declare a Climate Emergency, Dec 2018 <u>https://www.london.gov.uk/press-releases/assembly/call-on-mayor-to-declare-climate-emergency</u>

³ Zero carbon London: : A 1.5°C compatible plan, Dec 2018

⁴ Climate change risks for London: A review of evidence under 1.5°C and different warming scenarios, Apr 2019 https://www.london.gov.uk/sites/default/files/climate_change_risks_for_london_-_____a review of evidence_under_1.5degc_and_different_warming_scenarios.pdf

https://cityriskindex.lloyds.com/wp-content/uploads/2018/06/Lloyds_CRI_Europe.pdf

⁶ London's Zero Carbon Pathways Tool, last updated two years ago <u>https://data.london.gov.uk/dataset/london-s-</u> zero-carbon-pathways-

tool#:~:text=London's%20Zero%20Carbon%20Pathways%20Tool%20shows%20the%20ways%20that%20carbon,20 50%2C%20despite%20a%20growing%20population

While the Pathways Tool would inform public bodies in London, it would also show where efforts are needed by Government to achieve the target. It would give London's local authorities evidence to use to lobby the Government for further powers and support.

Our budget amendment allocates \pounds 100,000 to updating the Pathways Tool to support 2030 zero carbon plans.

This part of our amendment is funded by using £100,000 from the business rates reserve.

2. Great strides for outer London

Coronavirus restrictions dramatically changed travel patterns and how Londoners get around. The latest data shows that during the first lockdown, from April to June, 46 per cent of journeys were walked or cycled compared with an average of 27 per cent in 2018 and 2019.⁷

The National Travel Attitudes Study (NTAS) from the Department for Transport (DfT) found that 39 per cent of people are walking more, 94 per cent expect this to continue and 65 per cent of people expect to avoid crowded public transport in future.⁸

Although London is already one of the world's most walkable cities, it still has huge unmet potential.⁹ In outer London five million trips each day that could be walked or cycled are being made by motorised modes. Outer London has 64 per cent of the city's unmet potential for walking, and 61 per cent of its unmet potential for cycling.¹⁰

Londoners need to walk in the open air to be safer from airborne transmission of coronavirus and to do this they need to be safe from road danger. But safety alone isn't enough: roads and streets should also be appealing to walk and cycle along.

The Streetspace programme has shown that rapid change is possible, and now we need to invest further, to make the temporary changes permanent. Maintaining wider pavements that allow proper social distancing in two-way foot traffic and new pedestrian crossings, are simple interventions that have a huge impact on the way Londoners feel about their safety on their streets.

We have a once in a generation chance to enable more walking in our city, an opportunity to trial new ways of using our streets and re-prioritising people rather than motor vehicles – if we enable it. There are not enough formal crossings which creates barrier for disabled people who need carefully designed features like drop kerbs.

We propose investing in walking schemes, primarily in outer London. In year one of the programme we would fund:

https://www.london.gov.uk/press-releases/assembly/caroline-russell/half-of-london-journeys-walked-or-cycled ⁸ The National Travel Attitudes Study (NTAS): Wave 4 (provisional). The Department for Transport, Oct 2020 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/924959/nati onal-travel-attitudes-study-wave-4-provisional.pdf

https://www.theguardian.com/cities/2020/oct/15/study-reveals-worlds-most-walkable-cities¹⁰ Hostile Streets Walking and cycling at outer London junctions. Caroline Russell on behalf of the London Assembly

⁷ Nearly half all London journeys walked or cycled during lockdown. Caroline Russell, Nov 2020

⁹ Study reveals world's most walkable cities. The Guardian, Oct 2020

Transport Committee, Dec 2017 <u>https://www.london.gov.uk/sites/default/files/hostile_streets_-</u> _<u>final_report_for_print.pdf</u>

- 40 new zebra crossings with £2 million¹¹
- 25 light-controlled pedestrian crossings with £2.5 million
- five basic safe junctions programmes with £2.5 million
- 10 pavement widening schemes with £1 million.

A further \pounds 1.41 million would be spent in 2021-22 on studies and support, including a GLA-led information and engagement programme with learning from low traffic neighbourhoods.

In 2022-23, £10.92 million would be used to continue works across London where there is acute local focused on inclusion and access improvements.

This part of our amendment is funded by increasing the cost of Penalty Charge Notices (PCNs) that TfL use for enforcement of traffic (Traffic Enforcement Notices). These are the fines that are given to people using the roads who park blocking a bus lane or red route, or who contravene restrictions on loading or parking, and the level of fine has not increased since 2011.

We would bring the charge for illegally parking or loading in line with the penalty charge for the Congestion Charge which was increased to £160 in January 2018. These fines are currently £130 and we would raise them to £160, with an expected increase in revenue of around £10 million per year, based upon existing collection rates and net revenue after bad debt.

The increase in fine from £130 to £160 is a 23 per cent increase but we have conservatively modelled the increase in revenue at only 20 per cent. This would result in a surplus income of £9.41 million in 2021-22 and £10.92 million in 2022-23 above the forecasts of £93.1 million and £105.7 million respectively.

3. New London Living Rent homes for key workers

The coronavirus pandemic has further exposed the inequality at the heart of the housing crisis and there is acute need for affordable rented homes. London suffers from a huge disproportionality between average rents and average wages, which means most housing costs in the private rented sector (PRS) are unaffordable to the average worker.

The largest proportion of households supported by local authorities are also placed in the private rented sector. This is not sustainable.

One of the crushing outcomes of the lack of affordable homes in London is that many emergency 'blue light' workers cannot afford to live in the city. A report by London Chamber of Commerce in 2016 found that the majority of emergency service workers live outside of London and tasked the Mayor and Assembly to comprehensively examine this issue.¹² Similarly, research by Assembly Member Sian Berry found that almost half of all police officers live outside of London.^{13,14}

¹³ Where do our police officers live? Sian Berry AM, Jun 2016 <u>https://www.london.gov.uk/sites/default/files/sian_berry_police_housing_report_jun2016.pdf</u>

¹¹ Question to the Mayor 2020/3838 Cost of new pedestrian crossings. Caroline Russell, Nov 2020 <u>https://www.london.gov.uk/questions/2020/3838</u>

¹² Living On The Edge – Housing London's Blue Light Workers. London Chamber of Commerce and Industry, Jun 2016 <u>https://www.londonchamber.co.uk/LCCl/media/media/Reports%20and%20Surveys/Living-on-the-Edge-Housing-London-s-Blue-Light-Emergency-Services-Report.pdf</u>?

¹⁴ Commuting Cops – Where do our police officers live in 2018? Sian Berry, Oct 2018

https://www.london.gov.uk/sites/default/files/2018_10_24_sian_berry_commuting_cops_fact_sheet.pdf

The first two recommendations of the Harris report into London's preparedness to respond to a major terrorist incident are also about the three main 'blue light' emergency services workers living outside of London, and the need to have them housed in London.¹⁵

In January 2021 the Mayor declared a major incident as rapid spread of Covid-19 threatened to overwhelm London hospitals.¹⁶ With healthcare capacity reaching its limits it is vital that its most important resource – healthcare staff – can quickly respond to major incidents.

The Royal College of Nursing investigated how London's cost of living impacts on nursing staff working in the capital. Their report, Living in the Red, found that: "London's high cost of living is forcing nursing staff out of the capital due to high accommodation and travel costs."¹⁷

Our amendment would release funds to acquire 1,919 new London Living Rent homes primarily aimed at key workers and people earning an average wage, providing a significant new supply of homes that are affordable to average families.

We propose to work with councils and housing associations to purchase 1, 2, and 3-bed homes across London, which will be owned by the GLA, managed by these registered providers, and rented out at London Living Rent rates. We would seek mainly to purchase homes in new developments that are currently intended for market sale.

This part of our amendment is a phased programme funded: using £400 million taken from unallocated funds in the 2016-23 Affordable Housing Grant settlement from Government and from the new 2021-26 settlement, where the terms of the funding agreement allow for ten per cent of the overall funding to be used for acquisitions.¹⁸

Stage 1 would use this grant money to purchase homes, Stage 2 and Stage 3 would use the surplus rental income to finance further borrowing.

• Stage 1 - Q1 and Q2 2021-22

Using housing grant money, we will use \pounds 400 million to purchase 907 homes at an average cost of \pounds 441,000. These will be managed under agreements with councils and housing associations and rented as London Living Rent homes to key workers.

Stage 2 - Q3 and Q4 2021-22
By Q3, rental income from these homes will be able to sustainably finance further borrowing of £447 million (at current PWLB borrowing rates of 1.84 per cent).

We propose to borrow half this amount, £223 million, in 2021-22 and estimate a 506 LLR

https://www.london.gov.uk/sites/default/files/londons_preparedness_to_respond_to_a_major_terrorist_incident_ -_independent_review_oct_2016.pdf

¹⁵ London's preparedness for a major terrorist incident, Lord Harris, Oct 2016

¹⁶ 'Major incident' as rapid spread of Covid-19 threatens to overwhelm hospitals in the capital. Mayor of London, Jan 2021 <u>https://www.london.gov.uk/press-releases/mayoral/hospitals-at-risk-of-being-overwhelmed-in-capital</u> ¹⁷ Living in the Red, The cost of living crisis for London's nursing workforce. Royal College of Nursing, Jan 2020 <u>https://www.rcn.org.uk/professional-development/publications/pub-009012</u>

¹⁸ 2021-26 funding agreement for acquisitions, as per the terms of the agreement here: MD 2707 – AH 21-26 Programme: <u>https://www.london.gov.uk/decisions/md2707-homes-londoners-affordable-homes-programme-2021-26</u>; MD 2124 – AH 16-21 Programme initial settlement: https://www.london.gov.uk/decisions/md2125-homes-londoners-affordable-homes-programme-2016-21; MD 2282 – AH 16-21 Programme additional funding: <u>https://www.london.gov.uk/decisions/md2282-additional-funding-affordable-homes</u>

homes for key workers will be added to the GLA key worker housing stock in the second half of 2022.

• <u>Stage 3 - 2022-23</u>

In 2022-23, further borrowing on the strength of the rental income from the Stage 1 homes will finance borrowing of another \pounds 223 million to purchase a further 506 homes.

• Stage 4

This key worker homes scheme will break even in revenue terms in 2021-22 and will generate a surplus income of around \pm 11.9 million during 2022-23 from rental payments after management and finance costs are met.

Additional income would be transferred to the Key Worker Homes Finance Reserve.

ltem	Number of homes acquired	Income	Spending	Borrowing
Stage 1: AHG funding released and spent	907		£-400,000,000	
Gross rental income Q3 and Q4 2021-22		£5,477,551		
Less contract and management costs at 25 per cent			<i>-£</i> 1,369,388	
Stage 2: Borrowing against Stage 1 rental income	506		<i>-£</i> 223,269,743	£223,269,743
Financing costs in- year for Stage 2 homes			£-4,108,163	

Table A: Financial year 2021-22

Table B: Financial year 2022-23

Item	Number of homes acquired	Income	Spending	Borrowing
Stage 3: borrowing against Stage 1 rental income	506		<i>-£</i> 223,269,743	£223,269,743
Gross rental income during 2022-23 from Stage 1 homes		£10,955,102		
Gross rental income during 2022-23 from Stage 2 homes		£6,114,857		
Gross rental income during 2022-23 from Stage 3 homes		£6,114,857		
Less contract and management costs at 25 per cent			-£3,057,429	
Finance costs in year for Stage 2 borrowing			<i>-£</i> 4,108,163	
Finance costs in year for Stage 3 borrowing			<i>-£</i> 4,108,163	

Net revenue surplus	£11,911,061	

4. Dedicated youth homelessness funding

Young people now make up 11 per cent of London's rough sleepers. This historic high was revealed by two leading youth homelessness charities, Centrepoint and New Horizons Youth Centre.^{19, 20}

The latest data collected by New Horizons, from October to December 2020, investigated this further and found that 35 per cent of under-25s sleeping rough were just 18 or 19 years old, up 13 per cent on the previous year.²¹

They also found that 46 per cent of young people sleeping rough have additional needs, the most common are related to emotional wellbeing and mental health. The number of young women sleeping rough has also doubled. Charities that cannot access youth-specific beds are now paying for young people to stay in back-packing hostels.

This follows from data collected from July to September 2020, which showed a rise from 250 under-25s rough sleeping in 2019 to 368 this year, an increase of 47 per cent. The previous quarter saw a similar increase of 48 per cent.

Charities have urgently called for more youth specific bed-spaces for under-25s and the London Assembly unanimously passed a motion backing this ask in December 2020.²²

The combination of the coronavirus restrictions and a deficit of specific support for homeless people under 25, means young people are stuck between spending a night in age-inappropriate emergency accommodation, sleeping rough or asking friends to break the law to allow them to stay the night.

Londoners have always battled the housing crisis by opening their doors to shelter those in need: research from April 2019 found 1 in 4 Londoners have offered up space to homeless friends and family.²³ However, since restrictions on households mixing were introduced, new research discovered that four per cent of Londoners – approximately 146,000 households – said they had had to turn someone away to whom they usually would have offered a bed or sofa in a crisis.²⁴

While the drivers of youth homelessness have become stronger and young people forced into rough sleeping remain uniquely vulnerable, they need specific support and dedicated provision.

¹⁹ Covid restrictions push more under-25s than ever to sleep rough in London, charities say. The Guardian, Oct 2020 <u>https://www.theguardian.com/society/2020/oct/30/covid-restrictions-push-more-under-25s-than-ever-to-sleep-rough-in-london-charities-say</u>

²⁰ Rough sleeping in London (CHAIN reports). GLA, <u>https://data.london.gov.uk/dataset/chain-reports</u>

²¹ At risk and uncertain, A winter snapshot of young people sleeping rough during the pandemic. New Horizons Youth Centre, Jan 2021 <u>https://nhyouthcentre.org.uk/news/2021/02/02/winter-snapshot</u>

²² Dedicated fund needed to protect young people on the streets. London Assembly, Dec 2020 <u>https://www.london.gov.uk/press-releases/assembly/dedicated-fund-needed-to-protect-young-people</u>

²³ 1 in 4 Londoners have offered up space to homeless friends and family. Sian Berry, Apr 2019 <u>https://www.london.gov.uk/press-releases/assembly/sian-berry/londoners-shouldering-burden-of-the-housing-crisis</u>

²⁴ Sofa-surfing Londoners shut out by coronavirus rules. Sian Berry, Oct 2020 <u>https://www.london.gov.uk/press-releases/assembly/sin-berry/lockdown-warning-sofa-surfing-londoners-shut-out</u>

Our amendment would invest directly in specialist programmes to alleviate youth homelessness and provide as many youth-specific bed-spaces as possible.

This part of our amendment is funded by using \pounds 3 million taken from the balance of additional council tax and business rates income, reducing the amount transferred to reserves to \pounds 6.6 million.

5. Engaging with Londoners on road charging

Transport for London has suffered a catastrophic financial year due to the necessary drop in farepaying passengers. Since the removal of its operating grant from Government, TfL is heavily reliant on fares, a situation that leaves it exposed to adverse events.

City Hall Greens have supported the introduction of the ULEZ, while cautioning that it is only an intermediary step.²⁵ The innovation that London really needs – to both reduce traffic volumes and diversify its income – is a city-wide road pricing scheme.

The independent review of TfL finances concluded that smart road user charging schemes should be used to rebalance income by 2025.²⁶ The introduction of a road charging scheme was first outlined in a 1999 report – which was prepared by a panel of independent experts for the Mayor and London Assembly as they took over their new powers – Road charging options for London (ROCOL). Now is finally the time to embrace this concept but any scheme must be done right. It is essential that issues of fairness and privacy are addressed to create a policy that Londoners can support.

Developing a smart, fair, privacy-friendly, road pricing scheme that bases charges on distance travelled and polluting emissions produced is a sophisticated upgrade from the blunt charges of the ULEZ and congestion charge. But Londoners must be fully consulted so any concerns can be addressed.

Our amendment proposes spending \pounds 250,000 to engage Londoners in a series of consultations, involving a) a citizens' assembly, and b) a thorough consultation with Londoners about specific aspects of a road charging scheme.

This consultation would be an in-depth discussion of the schemes' terms and conditions, asking Londoners for their thoughts on fairness, privacy and what mitigation measures and incentives they would like to see. We also intend that this consultation process asks Londoners what projects they would like surplus revenue spent on.

This part of our amendment is funded using £250,000 from the business rates reserves.

6. Provide grants to support independent renters' rights organisations

Independent renters' rights organisations are needed now more than ever.

²⁵ Response to the consultation on the Congestion Charge. Caroline Russell, Sep 2018 <u>https://www.london.gov.uk/about-us/london-assembly/assembly-members/publications-caroline-russell-caroline-russell-response-consultation-congestion-charge</u>

²⁶ TfL Independent Review, Dec 2020 <u>https://content.tfl.gov.uk/tfl-independent-panel-review-december-2020.pdf</u>

Renters have been left exposed to being evicted during lockdown as eviction bans have been time-limited, weakened, and only extended each time at the last minute.

Meanwhile Government has delayed a ban on section 21 no fault evictions, which pre-lockdown were the leading cause of homelessness.²⁷ And the Renters' Reform Bill has been pushed back indefinitely.

While homeowners were offered mortgage holidays of up to six months, no such relief was offered to renters or landlords dependent on rental income.²⁸ While repayment terms on mortgage holidays run into decades, with an average tenancy of just 14 months, London renters do not have the luxury of time to pay off arrears.²⁹

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

While the Mayor has introduced a rogue landlord database that lists landlords who have criminal convictions,³⁰ the GLA does not have the power to intervene in private cases, and local authorities do not have the resources to provide assistance in every case. With potential new legislation, this is a crucial time of change to renters' rights and they need new ways to support each other and organise.

The London Renters' Union, the London Tenants Federation, Acorn, Generation Rent, and local groups such as the Camden Federation of Private Tenants, are rightly independent of City Hall. The advocacy and services these organisations provide for London's private renters are more important than ever. These groups are already giving practical support for renters, advocating for Londoners who have been subjected to unfair rent rises and unfair evictions, and providing essential and clear information on tenant rights.

These organisations are largely funded by small grants and membership subscriptions. Our amendment proposes using \pounds 1.5 million to boost the reach of these groups. Grants could be offered to help organisations employ more community organisers and advocates across London, bring more cases to test and improve the way new and current laws are applied, and support them to advertise their services to attract more members.

This part of our amendment is funded using £1.5 million from the business rates reserve.

https://www.generationrent.org/no_fault_evictions_drive_up_homelessness

²⁷ No-fault evictions drive up homelessness. Generation Rent, Aug 2018

²⁸ Guidance for landlords and tenants Updated 21 December 2020. Ministry of Housing, Communities and Local Government, Dec 2020 <u>https://www.gov.uk/government/publications/covid-19-and-renting-guidance-for-landlords-tenants-and-local-authorities/coronavirus-covid-19-guidance-for-landlords-and-tenants</u>

²⁹ New index measures rents, voids, tenancy length for England & Wales. Letting Agent Today, Mar 2019 https://www.lettingagenttoday.co.uk/breaking-news/2019/3/new-index-measures-rents-voids-tenancy-length-for-england-and-wales

³⁰ Rogue landlord checker. Mayor of London <u>https://www.london.gov.uk/rogue-landlord-checker</u>

PART B: Proposal to approve, with amendments, the Final Draft Consolidated Budget for the 2021-22 financial year for the Greater London Authority and the Functional Bodies

RECOMMENDATIONS:

FORMAL BUDGET AMENDMENT

1. The Mayor's Final Draft consolidated budget (together with the component budgets comprised within it) for 2021-22 be amended by the sum(s) shown in column number 3 of the table for each constituent body, as set out and in accordance with the attached Schedule.

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

2. The calculations referred to in recommendation 1 above, give rise to a component council tax requirement for 2021-22 for each constituent body as follows:

Constituent body	Component council tax requirement
Greater London Authority: Mayor of London	£65,563,309.54
Greater London Authority: London Assembly	£2,628,575.08
Mayor's Office for Policing and Crime	£804,911,048.54
London Fire Commissioner	£171,824,212.60
Transport for London	£51,634,882.95
London Legacy Development Corporation	£0 (NIL)
Old Oak and Park Royal Development Corporation	£0 (NIL)

3. The component council tax requirements shown in recommendation 2 above, give rise to a consolidated council tax requirement for the Authority for 2021-22 (shown at Line 99 in the attached Schedule) of **£1,096,562,028.72**.

BUDGET RELATED MOTIONS

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

NOTES:

Assembly's powers to amend the Mayor's Final Draft consolidated budget

- a. The Mayor is required to set a consolidated and component council tax requirement and it is this amount which the Assembly has the power to amend. The council tax requirement equates to the amount which will be allocated to the Mayor, the Assembly and for each functional body from the Mayor's council tax precept. These individual functional body requirements are consolidated to form the consolidated council tax requirement for the GLA Group.
- b. A two thirds majority of votes cast by Assembly Members is required to approve any amendment to recommendations (1) to (3) above concerning the Final Draft Consolidated Budget; abstentions are not counted.
- c. If a two thirds majority to approve an amendment is not achieved then the Mayor's Final Draft Consolidated Budget, is therefore approved without amendment.
- d. The income estimates calculated under section 85 5(a) of the GLA Act are presented in five parts within the statutory calculations:

- Income <u>not</u> in respect of Government grants, business rates retention or the statutory council tax precept. This includes fare revenues; congestion charging income; the Crossrail Business rate supplement; and all other income <u>not</u> received from central government, through the council tax precept or for retained business rates. (line 6 for the Mayor, line 20 for the Assembly, line 34 for MOPAC, line 48 for LFC, line 62 for TfL, line 76 for the LLDC and line 90 for the OPDC);

- Income in respect of specific and special government grants but excluding grants received in respect of the business rates retention system to compensate for the GLA's share of income losses arising from any Government funded reliefs or related support granted to business ratepayers. This includes those grants which are not regarded as general grants and are nominally paid for specific purposes and must generally be applied and allocated to the GLA or relevant functional body. This includes Home Office specific grants for MOPAC, including counter-terrorism funding, and other grants paid for specific purposes to the GLA, including for adult education, and the other functional bodies (line 7 for the Mayor, line 21 for the Assembly, line 35 for MOPAC, line 49 for LFC, line 63 for TfL, line 77 for the LLDC and line 91 for the OPDC);

- Income in respect of general government grants. In 2021-22 this includes for MOPAC only its general Home Office grant comprising the core Home Office police, National and International Capital Cities, council tax legacy support and principal police formula component funding streams (line 8 for the Mayor, line 22 for the Assembly, line 36 for MOPAC, line 50 for LFC, line 64 for TfL, line 78 for the LLDC and line 92 for OPDC). The Home Office policing and principal police formula grant reported within line 36 can only be applied to the MOPAC component budget. It also includes for TfL (line 64) its estimated income in extraordinary grant support from the Department of Transport which is expected to be payable through GLA Transport Grant under section 101 of the GLA Act 1999;

- Income in respect of retained business rates, including estimated related section 31 grant income payable by the Secretary of State under the Local Government Act 2003 received to compensate for the GLA's share of any income losses arising from any Government funded reliefs or related support granted to business ratepayers (line 9 for the Mayor, line 23 for the Assembly, line 37 for MOPAC, line 51 for LFC, line 65 for TfL, line 79 for the LLDC and line 93 for OPDC); and

- The GLA's estimated share of the aggregate forecast net collection fund deficit at 31 March 2020 reported by the 33 London billing authorities in respect of council tax which is recoverable in 2021-22 having regard to the requirements of the Local Authorities (Collection Fund: Surplus

and Deficit) (Coronavirus) (England) Regulations 2020 (line 10 for the Mayor, line 24 for the Assembly, line 38 for MOPAC, line 52 for LFC, line 66 for TfL, and line 80 for the LLDC).

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

Council tax base and GLA Share of Billing Authority Collection Fund Surpluses or Deficits

g. For the purposes of the Final Draft Consolidated budget calculations the council tax requirements are calculated using the aggregated approved 2021-22 council taxbases for the 33 London billing authorities: 3,021,350.67 Band D equivalent properties for non-police services and 3,013,181.03 for police services (i.e. excluding the taxbase for the City of London). This Final Draft Consolidated budget also reflects the GLA's forecast share of retained business rates income for 2021-22 alongside the forecast collection fund surpluses or deficits in respect of retained business rates and council tax for 2020-21 which are recoverable in 2021-22 through an adjustment to the instalments payable to the GLA by billing authorities having regard to the Local Authorities (Collection Fund: Surplus and Deficit) (Coronavirus) (England) Regulations 2020.

Compliance with Council Tax "Excessiveness Principles" set by the Secretary of State

- h. A Band D council tax for non-police services in the City of London (the unadjusted basic amount of council tax applying in the City) which exceeds £96.53 or a total council tax elsewhere (the adjusted basic amount applying in the 32 London boroughs) which exceeds £363.66 would be regarded as "excessive" under the council tax increases excessiveness principles published by the Secretary of State on 4 February 2021 which were approved by the House of Commons on 10 February 2021. This is because a higher Band D amount in either case will result in an increase at or above the thresholds set by the Secretary of State in the published principles, in which case the increase is regarded as "excessive," thereby triggering (in either or both cases as applicable) the requirement to hold a council tax referendum of local government electors across the whole of Greater London (excluding electors in the City of London if only the adjusted precept is excessive).
- i. Assembly Groups should therefore seek advice should they wish to propose amendments which have the effect of increasing the precept compared to the figures proposed by the Mayor of £96.53 (the unadjusted amount of council tax in the City) and £363.66 (the adjusted amount in the 32 boroughs), as it is possible that the amendment could breach the excessiveness principles depending on the apportionment of any additional council tax precept income raised between police and non-police services.
- j. If an amendment resulting in an "excessive" council tax is passed at the 25 February meeting at which the Final Draft Consolidated Budget is to be considered, the Assembly will also be required to approve an alternative default or 'substitute' budget that is compliant with the excessiveness principles and which would become the budget should any resulting referendum not be passed in effect one consistent with an unadjusted council tax of £96.53 (in the area of the Common Council of the City of London) and/or an adjusted council tax of £363.66 (in the 32 London Boroughs) depending on which (or both) is/are "excessive". Part 3 of the Mayor's final draft budget provides advice to Assembly members on council tax referendum issues.

SCHEDULE

Part 1: Greater London Authority: Mayor of London ("Mayor") final draft component budget NOTE: Amendments to the final draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If "nil" or "£0" is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
Line	Mayor′s Proposal	Budget amendment	Description
1	£1,742,857,981	£1,753,185,532	estimated expenditure of the Mayor for the year calculated in accordance with s85(4)(a) of the GLA Act
2	£0	£	estimated allowance for contingencies for the Mayor under s85(4)(b) of the GLA Act
3	£0	£	
4	£214,100,000	£	estimate of reserves to meet a revenue account deficit of the Mayor under s85(4)(d) of the GLA Act reflecting the collection fund deficit for retained business rates
5	£1,956,957,981	£1,967,285,532	aggregate of the amounts for the items set out in s85(4) of the GLA Act for the Mayor (lines (1) + (2) + (3) + (4) above)
6	-£231,100,000	-£236,577,551	estimate of the Mayor's income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
7	-£363,400,000	-£	estimate of the Mayor's special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
8	-£100,000	-£	estimate of the Mayor's income in respect of general government grants (revenue support grant) calculated in accordance with s85(5)(a) of the GLA Act
9	-£1,180,639,774	-£	estimate of the Mayor's income in respect of retained business rates including related section 31 grant income calculated in accordance with s85(5)(a) of the GLA Act
10	<i>£</i> 545,102	-£	estimate of the Mayor's share of any net council tax collection fund surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
11	-£1,774,694,672	-£1,780,172,223	aggregate of the amounts for the items set out in section $85(5)(a)$ of the GLA Act (lines $(6) + (7) + (8) + (9) + (10)$)
12	-£116,700,000	-£121,550,000	estimate of Mayor's reserves to be used in meeting amounts in line 5 above under s85(5)(b) of the GLA Act
13	-£1,891,394,672	-£1,901,722,223	aggregate of the amounts for the items set out in section 85(5) of the GLA Act for the Mayor (lines (11) + (12) above)
14	£65,563,309.54	£	the component council tax requirement for the Mayor (being the amount by which the aggregate at (5) above exceeds the aggregate at (13) above calculated in accordance with section 85(6) of the GLA Act)

The final draft component council tax requirement for the Mayor for 2021-22 (line 14 col 3) is: £65,563,309.54

Part 2: Greater London Authority: London Assembly ("Assembly") final draft component budget

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

1	2	3	4
Line	Mayor's proposal	Budget amendment	Description
15	£8,000,000	£	estimated expenditure of the Assembly for the year calculated in accordance with s85(4)(a) of the GLA Act
16	£0	£	estimated allowance for contingencies for the Assembly under s85(4)(b) of the GLA Act
17		£	
18	£0	£	estimate of reserves to meet a revenue account deficit of the Assembly under s85(4)(d) of the GLA Act
19	£8,000,000	£	aggregate of the amounts for the items set out in s85(4) of the GLA Act for the Assembly (lines (15) + (16) + (17) + (18) above)
20	£0	-£	estimate of the Assembly's income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
21	-£500,000	-£	estimate of the Assembly's special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
22	£0	-£	
23	-£4,871,425	-£	
24	£0	-£	
25	-£5,371,425	-£	aggregate of the amounts for the items set out in section $85(5)(a)$ of the GLA Act (line (20) + (21) + (22) + (23)+ (24))
26	£0	-£	estimate of Assembly's reserves to be used in meeting amounts in lines 19 above under s85(5)(b) of the GLA Act
27	-£5,371,425	-£	aggregate of the amounts for the items set out in section 85(5) of the GLA Act for the Assembly (lines (25) + (26) above)
28	£2,628,575.08	£	the component council tax requirement for the Assembly (being the amount by which the aggregate at (19) above exceeds the aggregate at (27) above calculated in accordance with section 85(6) of the GLA Act)

The final draft component council tax requirement for the Assembly for 2021-22 (line 28 col 3) is:

Part 3: Mayor's Office for Policing and Crime ("MOPAC") final draft component budget NOTE: Amendments to the final draft component council tax will take effect as follows. Where a figure is shown in column 3, the

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

1	2	3		4
Line	Mayor's proposal	Budget amendment	l	Description
29	£3,968,238,423		£	estimated expenditure of the MOPAC calculated in accordance with s85(4)(a) of the GLA Act
30	£0		£	estimated allowance for contingencies for the MOPAC under s85(4)(b) of the GLA Act
31	£0		£	estimated reserves to be raised for meeting future expenditure of the MOPAC under s85(4)(c) of the GLA Act
32	£0		£	estimate of reserves to meet a revenue account deficit of the MOPAC under s85(4)(d) of the GLA Act
33	£3,968,238,423		£	aggregate of the amounts for the items set out in s85(4) of the GLA Act for the MOPAC (lines (29) + (30) +(31) + (32) above)
34	-£290,100,000		-£	estimate of the MOPAC's income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
35	-£612,900,000		-£	
36	-£2,158,500,000		-£	estimate of the MOPAC's income in respect of general government grants (including revenue support grant, core Home Office police grant and principal police formula grant) calculated in accordance with s85(5)(a) of the GLA Act
37	-£27,923,142		-£	estimate of the MOPAC's income in respect of retained business rates including related section 31 grant income calculated in accordance with s85(5)(a) of the GLA Act
38	£6,295,768		-£	estimate of MOPAC's share of any net council tax collection fund surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
39	-£3,083,127,374		-£	aggregate of the amounts for the items set out in section 85(5)(a) of the GLA Act (lines (34) + (35) + (36) + (37) +(38))
40	-£80,200,000		-£	
41	-£3,163,327,374		-£	aggregate of the amounts for the items set out in section 85(5) of the GLA Act for the MOPAC (lines (39) + (40) above)
42	£804,911,048.54		£	the component council tax requirement for MOPAC (being the amount by which the aggregate at (33) above exceeds the aggregate at (41) above calculated in accordance with section 85(6) of the GLA Act)

The final draft component council tax requirement for the MOPAC for 2021-22 (line 42 col 3) is:

Part 4: London Fire Commissioner ("LFC") final draft component budget NOTE: Amendments to the final draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If "nil" or " \pounds 0" is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
Line	Mayor's	Budget	Description
	Proposal	amendment	
43	£489,349,507	£	estimated expenditure of LFC for the year calculated in
			accordance with s85(4)(a) of the GLA Act
44	£0	£	estimated allowance for contingencies for LFC under
			s85(4)(b) of the GLA Act
45	£0	£	estimated reserves to be raised for meeting future
		-	expenditure of LFC under s85(4)(c) of the GLA Act
46	£0	£	estimate of reserves to meet a revenue account deficit of LFC
			under s85(4)(d) of the GLA Act
47	£489,349,507	£	aggregate of the amounts for the items set out in s85(4) of
			the GLA Act for LFC (lines (43) + (44) + (45) + (46) above)
48	<i>-£</i> 41,200,000	-£	estimate of LFC's income not in respect of Government
			grant, retained business rates or council tax precept
		-	calculated in accordance with s85(5)(a) of the GLA Act
49	-£40,200,000	-£	
			calculated in accordance with s85(5)(a) of the GLA Act
50	£0	-£	
			grants (revenue support grant) calculated in accordance with
-1	(220 100 154	c	s85(5)(a) of the GLA Act
51	-£228,108,154	-£	I
			rates including related section 31 grant income calculated in
ГЭ	C1 200 2E0	r	accordance with s85(5)(a) of the GLA Act
52	£1,380,359	-£	, ,
			surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
53	-£308,127,795	-£	
23	-2308,127,795	- <u>r</u>	85(5)(a) of the GLA Act (lines (48) + (49) + (50) + (51) +
			(52)
54	CO 207 EOO	-£	
54	-£9,397,500	-£	estimate of LFC's reserves to be used in meeting amounts in line 47 above under s85(5)(b) of the GLA Act
55	-£317,525,295	-£	aggregate of the amounts for the items set out in section
22	-2317,323,293	-2	
56	£171,824,212.60	£	85(5) of the GLA Act for LFC (lines (53) + (54) above) the component council tax requirement for LFC (being the
00	L1/1,024,212.0U	Ľ	amount by which the aggregate at (47) above exceeds the
			aggregate at (55) above calculated in accordance with
			section 85(6) of the GLA Act)

The final draft component council tax requirement for LFC for 2021-22 (line 56 col 3) is:

Part 5: Transport for London ("TfL") final draft component budget NOTE: Amendments to the final draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If "nil" or " $\mathcal{E}0$ " is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
Line	Mayor's	Budget	Description
	proposal	amendment	
57	£7,529,985,691	£7,539,395,691	estimated expenditure of TfL for the year calculated in
			accordance with s85(4)(a) of the GLA Act
58	£0	£	estimated allowance for contingencies for TfL under
			s85(4)(b) of the GLA Act
59	£959,000,000	£	estimated reserves to be raised for meeting future
			expenditure of TfL under s85(4)(c) of the GLA Act
60	£0	£	estimate of reserves to meet a revenue account deficit of
			TfL under s85(4)(d) of the GLA Act
61	£8,488,985,691	£8,498,395,691	aggregate of the amounts for the items set out in s85(4) of
			the GLA Act for the TfL (lines (57) + (58) + (59) + (60)
			above)
62	-£4,542,200,000	-£4,551,610,000	estimate of TfL's income not in respect of Government
			grant, retained business rates or council tax precept
			calculated in accordance with s85(5)(a) of the GLA Act
63	-£14,400,000	-£	estimate of TfL's special & specific government grant
			income calculated in accordance with s85(5)(a) of the GLA
			Act
64	-£2,934,800,000	-£	estimate of TfL's income in respect of general government
			grants (revenue support grant and the GLA Transport
			General Grant) calculated in accordance with s85(5)(a) of
			the GLA Act
65	-£862,100,000	-£	
	, ,		rates including related section 31 grant income calculated in
			accordance with s85(5)(a) of the GLA Act
66	£49,192	-£	
	,		surplus for the 33 London billing authorities calculated in
			accordance with s85(5)(a) of the GLA Act
67	-£8,353,450,808	-£8,362,860,808	aggregate of the amounts for the items set out in section
			85(5)(a) of the GLA Act for TfL (lines (62) + (63) + (64) +
			(65) + (66) above)
68	-£83,900,000	-£	
	,,	_	line 61 above under s85(5) (b) of the GLA Act
69	-£8,437,350,808	-£8,446,760,808	aggregate of the amounts for the items set out in section
			85(5) of the GLA Act (lines (67) + (68))
70	£51,634,882.95	£	the component council tax requirement for TfL (being the
	, -,	_	amount by which the aggregate at (61) above exceeds the
			aggregate at (69) above calculated in accordance with
			section 85(6) of the GLA Act)

The final draft component council tax requirement for TfL for 2021-22 (line 70 col 3) is: £51,634,882.95

Part 6: London Legacy Development Corporation ("LLDC") final draft component budget NOTE: Amendments to the final draft component council tax will take effect as follows. Where a figure is shown in column 3, the figure in column 2 is amended to the figure in column 3. If no figure is shown in column 3, then the figure in column 2 shall be taken to apply un-amended. If "nil" or " $\mathcal{E}0$ " is shown in column 3, then the figure in column 2 is amended to nil.

1	2	3	4
Line	Mayor's proposal	Budget amendment	Description
71	£59,300,000	£	estimated expenditure of LLDC for the year calculated in accordance with s85(4)(a) of the GLA Act
72	£0	£	
73	£0	£	
74	£0	£	estimate of reserves to meet a revenue account deficit of LLDC under s85(4)(d) of the GLA Act
75	£59,300,000	£	
76	-£32,000,000	-£	estimate of LLDC's income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
77	£0	- <u>£</u>	estimate of LLDC's special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
78	£0	-£	estimate of LLDC's income in respect of general government grants (revenue support grant) calculated in accordance with s85(5)(a) of the GLA Act
79	-£27,300,000	-£	estimate of LLDC's income in respect of retained business rates including related section 31 grant income calculated in accordance with s85(5)(a) of the GLA Act
80	£0	-£	estimate of LLDC's share of any net council tax collection fund surplus for the 33 London billing authorities calculated in accordance with s85(5)(a) of the GLA Act
81	-£59,300,000	-£	aggregate of the amounts for the items set out in section 85(5)(a) of the GLA Act (lines (76) + (77) + (78) + (79) + (80))
82	£0	-£	estimate of LLDC's reserves to be used in meeting amounts in line 75 above under s85(5)(b) of the GLA Act
83	-£59,300,000	-£	aggregate of the amounts for the items set out in section 85(5) of the GLA Act for LLDC (lines (81) + (82) above)
84	£0.00	£	the component council tax requirement for LLDC (being the amount by which the aggregate at (75) above exceeds the aggregate at (83) above calculated in accordance with section 85(6) of the GLA Act)

The final draft component council tax requirement for LLDC for 2021-22 (line 84 col 3) is: £0 (NIL)

Part 7: Old Oak and Park Royal Development Corporation ("OPDC") final draft component budget

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

1	2	3	4
Line	Mayor's	Budget	Description
	proposal	amendment	
85	£6,700,000	£	estimated expenditure of OPDC for the year calculated in accordance with s85(4)(a) of the GLA Act
86	£0	£	estimated allowance for contingencies for OPDC under s85(4)(b) of the GLA Act
87	£0	£	
88	£0	£	
89	£6,700,000	£	
90	<i>-£</i> 300,000	-£	estimate of OPDC's income not in respect of Government grant, retained business rates or council tax precept calculated in accordance with s85(5)(a) of the GLA Act
91	£0	-£	estimate of OPDC's special & specific government grant income calculated in accordance with s85(5)(a) of the GLA Act
92	£0	-£	estimate of OPDC's income in respect of general government grants (revenue support grant) calculated in accordance with s85(5)(a) of the GLA Act
93	<i>-£</i> 6,400,000	-£	
94	£0	-£	
95	-£6,700,000	-£	aggregate of the amounts for the items set out in section 85(5)(a) of the GLA Act (lines $(90) + (91) + (92)$ + $(93) + (94)$)
96	£0	-£	estimate of OPDC's reserves to be used in meeting amounts in line 89 above under s85(5)(b) of the GLA Act
97	<i>-£</i> 6,700,000	-£	aggregate of the amounts for the items set out in section 85(5) of the GLA Act for OPDC (lines (95) + (96) above)
98	£0.00	£	the component council tax requirement for OPDC (being the amount by which the aggregate at (89) above exceeds the aggregate at (97) above calculated in accordance with section 85(6) of the GLA Act)

The final draft component council tax requirement for OPDC for 2021-22 (line 98 col 3) is: £0 (NIL)

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

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

1	2	3	4
Line	Mayor's proposal	Budget amendment	Description
99	£1,096,562,028.72	£	the GLA's consolidated council tax requirement (the sum of the amounts in lines (14) + (28) + (42) + (56) + (70) + (84) + (98) calculated in accordance with section 85(8) of the GLA Act)

The final draft consolidated council tax requirement for 2021-22 (line 99 col 3) is: \pounds 1,096,562,028.72