

National Loans Fund Account 2013-14

National Loans Fund Account 2013-14

Presented to Parliament pursuant to Section 21(1) of the National Loans Act 1968

Ordered by the House of Commons to be printed on 17 July 2014

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and is independent of government.

The Comptroller and Auditor General, (C&AG), Sir Amyas Morse
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He has statutory authority to examine and report to Parliament
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This publication is available at www.gov.uk/government/publications

ISBN: 9781910305157

Printed on paper containing recycled fibre content minimum

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Foreword

Background to the National Loans Fund

The National Loans Fund (NLF) was established on 1 April 1968 by the National Loans Act 1968 to account for government borrowing and lending, which were until then accounted for as part of the Consolidated Fund (CF). The CF was first set up in 1787 as 'one fund into which shall flow every stream of public revenue and from which shall come the supply for every service'. The NLF was set up in order to separate government revenue and expenditure on the one hand and government borrowing and lending on the other. The accounts for the CF and NLF are now published separately.

Both the CF and NLF are administered by the Treasury, with the bank accounts maintained at the Bank of England. The CF can therefore be regarded as central government's current account, whereas the NLF can be regarded as central government's main borrowing and lending account. Most of the NLF's borrowing needs are now met indirectly through borrowing on its behalf by the Debt Management Office (DMO) and National Savings and Investments (NS&I).

The DMO was established as an executive agency of the Treasury on 1 April 1998. Its remit is 'to carry out the Government's debt management policy of minimising financing costs over the long term, taking account of risk, and to minimise the cost of offsetting the Government's net cash flows over time, while operating in a risk appetite approved by Ministers in both cases'. Its operations are managed through the Debt Management Account (DMA), which is a bank account at the Bank of England, linked closely with the NLF. As the Government's debt manager, the DMO has a key role in the issue of gilt-edged securities on behalf of the Treasury. Gilt-edged securities, or gilts, are UK Government sterling-denominated listed bonds. There are two main types: conventional (i.e. fixed rate) gilts and index-linked gilts, on which the return is linked to movements in the Retail Prices Index. They are issued from the NLF, sold initially to the DMA and then sold from the DMA by the DMO to the market. In addition, the DMO issues Treasury Bills from the DMA and undertakes other money market operations to meet the Government's daily cash requirements. Further details on these operations can be found in the Debt and Reserves Management Report 2014-15 published by the Treasury in March 2014 (ISBN 978-1-909790-81-0).

The Exchange Equalisation Account (EEA) was established in 1932 to provide a fund that could be used when necessary to regulate the exchange value of sterling. It holds the UK's reserves of gold, foreign currency assets and International Monetary Fund (IMF) Special Drawing Rights. Combined with the UK's Reserve Tranche Position (RTP) with the IMF, these assets comprise the UK's official holdings of international reserves. The RTP is an asset of the NLF. The Bank of England acts as the Treasury's agent in the day-to-day management of the EEA.

National Loans Fund Activities

The NLF's main role is to meet the finance needs of the CF to the extent that taxation and other receipts are insufficient to meet the CF's outgoings. To this end the NLF undertakes borrowing and uses the proceeds to meet any deficits on the CF; conversely, any net surpluses on the CF are passed to the NLF to reduce the latter's need to borrow or to increase the amount that it can lend. The NLF finishes every day with a nil balance on its bank account because any cash surpluses or deficits are offset by transfers to or from the DMA.

The NLF's borrowing operations include the temporary borrowing of balances in various government bank accounts that are surplus to immediate requirements. Such borrowing minimises the amount that the NLF needs to borrow from other sources. Where the money borrowed in this way already counts as Exchequer money, interest is not paid. For the rest of its borrowing however the NLF normally has to pay interest and finance repayments when required. If the NLF's interest income is less than the interest it pays on its borrowings, which it generally is, the shortfall is met by a transfer from the CF.

The NLF provides finance for both the DMA and the EEA as required. It also makes loans to various statutory public sector bodies and provides the finance needed by the Public Works Loan Board (PWLB) for its loans to prescribed bodies, mainly Local Authorities. As a result, the NLF is not exposed to significant credit risk. Further detail on how credit risk is managed is included in note 16 to the accounts. The profits of the Issue Department of the Bank of England are also paid to the NLF under section 9(1) of the National Loans Act 1968. The Issue Department is solely concerned with the issue of banknotes and the assets backing them. NS&I's savings products are liabilities of the NLF. In year surpluses and deficits of the DMA and EEA are income and expenditure of the NLF respectively and the net assets of the DMA and EEA are assets of the NLF.

By virtue of section 19(1) of the National Loans Act 1968, the net liabilities of the NLF are a liability of the CF.

International Support

The UK has continued to support the International Monetary Fund (IMF) through the NLF in 2013-14 in line with our commitments as an IMF member. The UK has provided such support through both the quota shareholding and lending to the Fund (note 9). The UK's £3.2 billion bilateral loan facility to Ireland has been funded by HM Treasury's Vote which is funded through the normal Supply procedures. Details can be found on the GOV.UK website¹. The UK has a contingent liability in respect of European Union (EU) mechanisms that provide financial assistance to EU Member States and Third Countries including loans from the European Financial Stabilisation Mechanism, European Balance of Payments Facility, Macro Financial Assistance and the European Investment Bank. The CF is responsible for this contingent liability and details can be found in the Consolidated Fund Account 2013-14. The NLF is not party to either the bilateral loan to Ireland or the EU financial assistance arrangements.

Asset Purchase Facility

The Asset Purchase Facility was set up in 2008-09 at the Bank of England and is authorised to purchase assets financed by the issuance of central bank reserves (a process known as 'quantitative easing'). As at 31 March 2014, on an amortised cost basis, £340 billion (2012-13: £341 billion) of gilts from the NLF were held by the Bank of England for quantitative easing. Excess cash held in the facility, which arises largely from coupons on these gilts, is transferred to the Exchequer – paid to HM Treasury first from where it is then paid to the Consolidated Fund as Extra Receipts. More information on the scheme can be found on the Bank of England's website.

Funding for Lending Scheme (FLS)

The FLS is designed to incentivise banks and building societies to boost their lending to the UK real economy. It was launched in July 2012 and extended by one year in April 2013 to allow participants to borrow from the FLS until January 2015. The NLF issues Treasury Bills for sale to the DMA which makes them available to be borrowed by the Bank of England. Banks and building societies participating in the FLS can then borrow Treasury Bills from the Bank of England in exchange for eligible collateral. In November 2013 the Bank of England and HM Treasury announced changes to re-focus the scheme towards supporting business lending. As at 31 March 2014, on an amortised cost basis, £62 billion (2012-13: £35 billion) of Treasury Bills issued to the DMA by the NLF for the FLS are outstanding. More information can be found on the Bank of England's website.

Cancellation of Royal Mail gilts

In 2012-13, gilts with a carrying value of £8.9 billion which had previously been held by the Royal Mail Pension Plan and Royal Mail Holdings were transferred to the DMA, then sold to the NLF at market price and cancelled. The resulting loss to the NLF of £3.1 billion reported in note 2 arose from the difference between the market value of the gilts paid to the DMA and their carrying value in the NLF. As described in more detail in the Foreword to the 2012-13 accounts, because the DMA surplus represented income for the NLF, the outturn on the transaction as a whole for the NLF was a net gain of £7.9 billion and a reduction in the overall gilts liability of £8.9 billion.

The transaction had no impact on 2013-14 but this summary description has been retained to explain the differences in the relevant 2012-13 comparative figures.

¹ <https://www.gov.uk/government/publications/bilateral-loan-to-ireland>

Summary of Outturn for 2013-14

The total comprehensive net expenditure of the Fund increased by £27.3 billion from £30.0 billion in 2012-13 to £57.3 billion in 2013-14. Gilt interest expense was higher by £1.5 billion in 2013-14 compared to 2012-13. However the £3.1 billion loss on cancellation of Royal Mail gilts in 2012-13 described above meant that overall gilt financing costs were lower in 2013-14 than in 2012-13 by £1.6 billion.

Total comprehensive net expenditure from the DMA was £5.1 billion and is reported against Other expenditure in the Statement of Comprehensive Net Expenditure; this compares to income of £19.0 billion in 2012-13 (reported against Other income). The £24.1 billion difference is primarily due to the one-time profit of £11.0 billion on the Royal Mail gilt cancellation together with a £3.3 billion gain on the fair value of DMA gilt holdings in 2012-13 compared to a £9.6 billion loss on the fair value of DMA gilt holdings in 2013-14. Total comprehensive net expenditure from the EEA was £3.8 billion (reported against Other expenditure) compared to income of £0.7 billion in 2012-13 (reported against Other income) largely due to a reduction in the market price of gold.

Excluding the profits and total comprehensive net expenditure/income of other entities and the loss from cancellation of Royal Mail gilts in 2012-13, the NLF's total comprehensive net expenditure was £1.7 billion higher at £48.8 billion in 2013-14 compared to £47.1 billion in 2012-13, primarily from higher gilt interest expense:

	Note	2013-14 £m	2012-13 £m
Total comprehensive net expenditure		57,308	30,011
EEA total comprehensive net (expenditure) / income	5	(3,845)	735
DMA total comprehensive net (expenditure) / income	5	(5,070)	19,012
Profits of the Bank of England Issue Department	5	429	436
Loss on cancellation of Royal Mail gilts	2	-	(3,082)
		48,822	47,112

Assets

The NLF's total gross assets increased by £36.0 billion from £264.0 billion to £300.0 billion. This was due to an increase in advances to the DMA (£40.0 billion for cash management operations and to fund purchases of Treasury Bills for the Funding for Lending scheme) and EEA (£6.7 billion, primarily additional financing for the official reserves). These were partly offset by a decrease in the net assets of the DMA (£5.1 billion) and EEA (£3.8 billion).

Liabilities

Total gross liabilities increased by £121.5 billion from £1,506.7 billion to £1,628.2 billion. This is largely a result of gilt-edged stock increasing by £93.3 billion from £1,315.5 billion to £1,408.8 billion, the liability of Treasury Bill issuance for the Funding for Lending scheme increasing by £26.4 billion from £35.3 billion to £61.7 billion and NS&I liabilities increasing by £3.4 billion.

Public Sector Net Debt

As a result of these changes, the net liabilities of the Fund increased by £85.5 billion from £1,242.7 billion to £1,328.2 billion. This is matched by a corresponding claim on the CF. The NLF lends to and borrows from other parts of the public sector. For example it makes advances to the PWLB and borrows directly from a range of public sector bodies (as described in note 12). In addition, some of the gilts it has issued are held in the public sector, including by the DMA which retains a portfolio of gilts as collateral for its money market activities and by the Bank of England under the Asset Purchase Facility. The DMA also has large advances to and from the NLF. Therefore, the NLF's net liabilities do not equate to the Public Sector Net Debt ('PSND'), which is a calculation of the net debt of the whole of the public sector after eliminating intra-public sector balances. Figures for PSND are published jointly by HM Treasury and the Office for National Statistics in the monthly *Public Sector Finances Statistical Bulletin*, which can be found on the Office for National Statistics and GOV.UK websites.

Forward Look

The Debt Management Remit for 2014-15 was published by the Treasury with the Budget in March 2014 and revised following publication of the outturn 2013-14 Central Government Net Cash Requirement. On the basis of a Central Government Net Cash Requirement forecast of £100.7 billion for 2014-15, the revised net financing requirement is £141.2 billion. The difference relates to upwards adjustments of £62.2 billion for gilt redemptions, £6.0 billion additional sterling financing for the official reserves and £6.5 billion financing for Network Rail with downwards adjustments of £13.0 billion for the net contribution from National Savings and Investments and £21.2 billion arising from DMA cash holdings brought forward from 2013-14. The DMO will meet the net financing requirement by gross gilt sales of £127.2 billion (gilts issued by the NLF) and an increase in the DMA's Treasury Bill stock of £14.0 billion. More information can be found in the Debt and Reserves Management Report 2014-15¹ and CGNCR Outturn 2013-14.²

The 2010 IMF Quota and Governance reforms were not implemented in the reporting period. Once these reforms are ratified by 85 percent of the collective voting share of the IMF, a number of changes to the UK's financial relationship with the IMF will occur in line with limits already approved by Parliament: the UK's quota subscription will increase; the New Arrangements to Borrow (NAB) will be reduced; and the UK's agreed 2012 bilateral loan will be activated. This is described further in note 9.

Preparation of the Account

The Account is prepared under section 21(1) of the National Loans Act 1968. The Act requires the Treasury to prepare an account for the NLF for each financial year in such form and containing such information as the Treasury considers appropriate.

External Audit

The NLF Account is audited by the Comptroller and Auditor General under the requirements of the National Loans Act 1968.

As the Accounting Officer, I have taken all the steps that I ought to have taken to make myself aware of any relevant audit information and to establish that the NLF's auditors are aware of that information. So far as I am aware, there is no relevant audit information of which the NLF's auditors are unaware.

The National Audit Office bears the cost of all external audit work performed on the NLF.

Nick Macpherson
Accounting Officer
HM Treasury

7 July 2014

1 <https://www.gov.uk/government/publications/debt-and-reserves-management-report-2014-to-2015>

2 http://www.dmo.gov.uk/index.aspx?page=Remit/full_details

Statement of Accounting Officer's responsibilities

Under section 21(1) of the National Loans Act 1968 HM Treasury is required to prepare an account relating to the National Loans Fund for each financial year in the form and on the basis considered appropriate by the Treasury. The Account is prepared on an accruals basis and must give a true and fair view of the state of affairs of the Fund and of its Comprehensive Net Expenditure and cash flows for the financial year.

In preparing the Account the Accounting Officer is required to:

- observe the relevant accounting and disclosure requirements of the Government Financial Reporting Manual in so far as they are relevant to the Account, and apply suitable accounting policies on a consistent basis;
- make judgements and estimates on a reasonable basis; and
- prepare the accounts on a going concern basis.

The Treasury has appointed its Permanent Secretary, Nick Macpherson, as Accounting Officer for the Fund.

The responsibilities of an Accounting Officer, including responsibility for the propriety and regularity of the public finances for which the Accounting Officer is answerable and for keeping proper records, are set out in *Managing Public Money* published by the Treasury.

Governance Statement

Governance Framework

The National Loans Fund is managed within the Treasury's overall risk and governance framework as set out in the Treasury's Annual Report and Accounts 2013-14.

The Chancellor of the Exchequer, as Minister in charge of the Treasury, is responsible and answerable to Parliament on all the policies, decisions and actions of the Treasury, and ultimately of the National Loans Fund.

As Accounting Officer for the National Loans Fund, I am personally responsible and accountable to Parliament for the organisation and quality of management of the National Loans Fund, including its use of public money and the stewardship of its assets, in line with those responsibilities assigned to me in '*Managing Public Money*'.

Audit Committee

The Treasury Group Audit Committee supports me in my role as Principal Accounting Officer, and the Treasury's Additional Accounting Officers in their responsibilities for managing risk, internal control and governance related to the Treasury Group's Annual Report and Accounts, the Central Funds (Consolidated Fund, National Loans Fund, Contingencies Fund and Exchange Equalisation Account) and the Whole of Government Accounts.

I appoint members of the Committee for periods up to three years, extendable by one additional three-year period. The Chair of the Committee (Michael O'Higgins) reports directly to me and is a Non Executive Member of the Treasury Board. The membership of the Audit Committee during 2013-14 was:

- Michael O'Higgins – Chairman, Pensions Regulator (until 31 March 2014); Chairman, NHS Confederation; Non Executive Board Member, Network Rail; Chairman, Investec Structured Products Calculus VCT plc.
- Mike Ashley – Non Executive Director, and Audit Committee Chairman, Barclays Plc. Previously Head of Quality and Risk Management and Board Member, KPMG Europe LLP.
- Mary Hardy – Audit Committee Member, Institute of Chartered Accountants in England and Wales; Audit and Risk Committee Member, Glasgow 2014; Non Executive Member, Defence Audit Committee; Non Executive Member of the Board of the Royal Navy, and Chair of its Audit Committee.
- Abhai Rajguru – Non Executive Director, Leeds Building Society; Chairman, Alexander Rosse; Managing Partner, Pravara Capital LLP; Non Executive Director, Tollers LLP; Governor, Northampton College.
- Janet Baker (until 31 July 2013) – Crown Commercial Lead, Better Business Models, Cabinet Office; Board Member and Audit Committee Member, Audit Commission; Non Executive Director, Remuneration Committee Chair and Audit Committee Member, Defence Support Group, MoD.

The Audit Committee has a robust Conflicts of Interest Policy, which requires members to excuse themselves from discussions where potential conflicts may occur. Members are required to inform me about any potential conflicts and highlight these at the start of each meeting as appropriate.

In addition to the independent members, the appropriate Accounting Officers, HM Treasury's Group Director of Finance and the Treasury Accountant also attend Committee meetings. Members have the opportunity for a pre-committee discussion with the National Audit Office, Group Head of Internal Audit for HM Treasury and Head of Exchequer Funds Internal Audit.

The Audit Committee met five times during 2013-14.

The external auditor is the Comptroller and Auditor General and the National Audit Office (NAO) attend all Audit Committee meetings on his behalf.

The Audit Committee receives all NAO reports and a summary of Exchequer Funds Internal Audit reports relating to the National Loans Fund plus underlying reports on internal audits where issues are identified leading to Red or Amber/Red assessments (one such report in 2013-14 and none in 2012-13).

Exchequer Funds Internal Audit (EFIA)

Internal Audit for the National Loans Fund is provided by EFIA which reports directly to both me and the Audit Committee on audit reporting matters.

For the National Loans Fund, an annual risk-based internal audit programme is agreed with the Treasury Accountant in advance of the Audit Committee's approval. The work programme always includes a review of the receipts and payments process, due to the very high value of payments made by the Fund. The Audit Committee reviews the work programme and is kept informed of progress and amendments.

Management of the National Loans Fund

The National Loans Fund is managed by the Treasury Accountant and her managers within the Exchequer Funds and Accounts (EFA) Team of HM Treasury. The EFA team reports any matters concerning the National Loans Fund directly to me.

Reporting to the Treasury's Boards

The Economic, Fiscal and Operational Risk Groups, each chaired by a member of the Executive Management Board, meet every six weeks. The Risk Groups give evidence to the Ministerial Board and its Sub-committee. EFA's risks are regularly reported to the Operational Risk Group.

As mentioned previously, the Chair of the Audit Committee is invited to report concerns or issues to the Treasury Board (Sub-committee), and is a member of the Ministerial Board.

Risk management

EFA is managed within the Treasury's risk management framework as set out in the Treasury's Annual Report and Accounts. The Treasury Accountant has overall responsibility on a day-to-day basis for risk management of those Funds managed by EFA, and for ensuring that my financial, regularity and propriety responsibilities as Accounting Officer of the National Loans Fund are discharged appropriately. She is supported by members of EFA management who are responsible for ensuring that the tasks in their areas are compliant with operational policies and procedures, and legislation. EFA management provide me with a quarterly update report on changes to the control environment and changes in risk exposure.

Risk management is key to all processes within EFA, including business continuity resilience planning for those public funds for which EFA is responsible. Business continuity resilience is regularly tested locally and with business partners, and lessons learned feed into improved business continuity processes. The risk management strategy includes periodic horizon scanning to identify any changes in risk exposure, to evaluate the change and to identify appropriate mitigating actions. Significant risk issues are recorded in a risk register and are assessed by likelihood and impact. A risk owner, who is responsible for managing the risk, is assigned to each risk. The risk register is reviewed quarterly by EFA management, and is circulated to me alongside the quarterly risks and controls report.

EFA management ensures that staff members working on the National Loans Fund are trained and equipped to manage risk in a way appropriate to their authority and duties. Training on risk awareness and management is provided as required, either by management or by attending appropriate courses. Training is also provided to staff to build the team's capability and to increase its resilience. EFA team members are encouraged to obtain professional qualifications in areas that are relevant to their roles.

The system of internal control

As Accounting Officer, I am responsible for maintaining a sound system of internal control that supports the achievement of the Fund's policies, aims and objectives, whilst safeguarding the public funds and assets, for which I am personally responsible, in accordance with the responsibilities assigned to me in *'Managing Public Money'*.

The system of internal control is designed to manage risk to an acceptable level, balancing the impact of potential risks with the resources required to manage them, rather than eliminate all risk. It can therefore only provide reasonable and not absolute assurance of effectiveness. The system of internal control is based on an ongoing process designed to identify and prioritise the risks to the achievement of the National Loans Fund's policies, aims, and objectives; to evaluate the likelihood of those risks being realised and the impact should they be realised; and to manage them efficiently, effectively and economically.

The system of internal control has been in place throughout the year ended 31 March 2014 and up to the date of approval of the financial statements, and accords with Treasury guidance. There were no significant changes to the control environment during the year.

Risk profile

The National Loans Fund is managed generally within the framework of the Treasury's system of internal control. This framework includes resourcing the administration of the National Loans Fund, security and the management of risks across the Treasury's business.

The key risks in managing the National Loans Fund and their associated controls are:

- **Irregularity of transactions, including fraudulent or erroneous payments:** Clear separation of duties is enforced by appropriate user permissions within the accounting system and payment approval panels. Up-to-date policy and procedures manuals including job instructions are readily accessible to all operational staff. Payment instructions are computer-generated and are derived from underlying transaction records. This minimises the risk of keying errors. Separately, the Comptroller and Auditor General, through the National Audit Office Exchequer Section approves National Loans Fund payments in advance and reconciles Fund transactions on a daily basis. There is also a clear and comprehensive audit trail in the IT system, to which the National Audit Office Exchequer Section has real-time access.
- **Incorrect accounting:** Application controls exist within the IT system used to manage financial transactions and account for receipts and payments on the Fund. Interest and amortisation are generated automatically by the accounting system at month end using pre-defined rules. New general ledger accounts are authorised by the Deputy Treasury Accountant before being set up. Gilts issuances are reported to senior management and key operational staff. EFA reconciles the dividend claims received from the gilts registrar with its own records prior to each interest payment. The Debt Management Office reconciles principal amounts twice a year. Monthly management accounts for the Fund are also produced and reviewed by the Treasury Accountant or her deputy, and are provided to me. The accounting for any unusual transactions is suitably considered.
- **Failure of IT systems:** The Fujitsu data centre offers the highest level of resilience available as prescribed by Telecommunications Industry Standard TIA-942 with availability set to 99.995 per cent. A disaster recovery site is also provided by our outsourced information technology provider. EFA also has its own contingency plans in place.
- **Failure to provide an effective service in adverse circumstances, including disaster situations:** To ensure operational resilience in key areas in the event of a threat to business continuity, staff within EFA are trained to provide cover for times when other staff members are absent. Measures are in place to facilitate the National Audit Office Exchequer Section's normal payments approval process in the event of disruption to enable the essential payments business to continue. The risks that impact upon EFA's key stakeholders are managed by their involvement in business continuity planning and testing. Business continuity arrangements are regularly reviewed and tested within the framework of the Treasury's corporate Business Continuity Plan facilities. The NLF's operations were not affected by the incidents of severe weather during the year.

- **Failure of principal counterparties to provide agreed services:** Well-developed Service Level Agreements (SLAs) for the provision of services from all principal counterparties are in place. They cover details of the monitoring and control arrangements that both parties are expected to observe. Quarterly meetings are held with managers at the Bank of England where service levels are discussed. A monthly report of any failure to meet the service requirements is also sent to the Bank of England by EFA. A monthly meeting is held with Government Banking Service management where service levels are discussed.
- **Information risk:** Data and information risk are managed in accordance with the Treasury's policies, which involve a range of controls to prevent unauthorised disclosures. These include encryption and physical and IT security. HM Treasury adheres to Cabinet Office guidelines available at <https://www.gov.uk/government/publications/security-policy-framework>. Further guidance on information security and assurance is available to all Treasury staff on the intranet. EFA's own Data Handling Policy identifies risks specific to EFA. This policy is reviewed on a six-monthly basis or as required.
- **Financial risk:** Adverse results of the Debt Management Account and the Exchange Equalisation Account will affect the NLF's results; therefore all financial risks inherent in these accounts are also inherent in the NLF. Responsibility for risk management and the system of internal control is clearly delegated to the Accounting Officers of those accounts, which have their own control frameworks in place.

Review of effectiveness

In line with HM Government guidance, set out within the Corporate Governance Code of Good Practice for central government departments, I have reviewed the effectiveness of the system of internal control. My review is informed by the work of EFIA who provided positive assurance as to the management and control of the National Loans Fund in 2013-14, and the executive managers within EFA who have responsibility for the development and maintenance of the internal control framework, as well as comments made by external auditors in their management letter and other reports. I have been supported by the Treasury Group Audit Committee, and risk owners in addressing weaknesses and ensuring continuous improvement of the system is in place. Information about the effectiveness of the Treasury's overall system of governance including board effectiveness, attendance, compliance with the Corporate Governance Code and quality of management information reviewed, is reported in the Treasury's Annual Report and Accounts.

The Audit Committee considered the 2013-14 accounts in draft and provided me with its views before I formally signed the accounts.

No significant internal control issues, including data related incidents, have been identified in 2013-14, and no significant new risks have been identified in the year. No ministerial directions have been given in 2013-14.

In my opinion, the system of internal control was effective throughout the financial year and remains so on the date I sign this statement.

Nick Macpherson
Accounting Officer
HM Treasury

7 July 2014

The Certificate and Report of the Comptroller and Auditor General to the Houses of Parliament

I certify that I have audited the financial statements of the National Loans Fund for the year ended 31 March 2014 under the National Loans Act 1968. The financial statements comprise: the Statements of Comprehensive Net Expenditure, Financial Position, Cash Flows, Changes in the Liability of the Consolidated Fund to the National Loans Fund and the related notes. These financial statements have been prepared under the accounting policies set out within them.

Respective responsibilities of the Treasury, Accounting Officer and Auditor

As explained more fully in the Statement of Accounting Officer's Responsibilities, the Treasury and the Accounting Officer are responsible for the preparation of the financial statements and for being satisfied that they give a true and fair view. My responsibility is to audit, certify and report on the financial statements in accordance with the National Loans Act 1968. I conducted my audit in accordance with International Standards on Auditing (UK and Ireland). Those standards require me and my staff to comply with the Auditing Practices Board's Ethical Standards for Auditors.

Scope of the audit of the financial statements

An audit involves obtaining evidence about the amounts and disclosures in the financial statements sufficient to give reasonable assurance that the financial statements are free from material misstatement, whether caused by fraud or error. This includes an assessment of: whether the accounting policies are appropriate to the National Loans Fund's circumstances and have been consistently applied and adequately disclosed; the reasonableness of significant accounting estimates made by HM Treasury; and the overall presentation of the financial statements. In addition I read all the financial and non-financial information in the Foreword and the Governance Statement, to identify material inconsistencies with the audited financial statements and to identify any information that is apparently materially incorrect based on, or materially inconsistent with, the knowledge acquired by me in the course of performing the audit. If I become aware of any apparent material misstatements or inconsistencies I consider the implications for my certificate.

I am required to obtain evidence sufficient to give reasonable assurance that the expenditure and income recorded in the financial statements have been applied to the purposes intended by Parliament and the financial transactions recorded in the financial statements conform to the authorities which govern them.

Opinion on regularity

In my opinion, in all material respects the expenditure and income recorded in the financial statements have been applied to the purposes intended by Parliament and the financial transactions recorded in the financial statements conform to the authorities which govern them.

Opinion on financial statements

In my opinion:

- the financial statements give a true and fair view of the state of the National Loans Fund's affairs as at 31 March 2014, and of the total comprehensive net expenditure for the year then ended; and
- the financial statements have been properly prepared in accordance with the National Loans Act 1968 and in the form prescribed by HM Treasury.

Opinion on other matters

In my opinion the information given in the Foreword for the financial year for which the financial statements are prepared is consistent with the financial statements.

Matters on which I report by exception

I have nothing to report in respect of the following matters which I report to you if, in my opinion:

- adequate accounting records have not been kept or returns adequate for my audit have not been received from branches not visited by my staff; or
- the financial statements are not in agreement with the accounting records and returns; or
- I have not received all of the information and explanations I require for my audit; or
- the Governance Statement does not reflect compliance with HM Treasury's guidance.

Report

I have no observations to make on these financial statements.

Sir Amyas C E Morse KCB
Comptroller and Auditor General

9 July 2014

National Audit Office
157-197 Buckingham Palace Road
Victoria
London SW1W 9SP

Statement of Comprehensive Net Expenditure for the year ended 31 March 2014

	Note	2013-14 £m	2012-13 £m
Finance costs of borrowing	2	51,941	53,713
Income from lending operations	3	(3,784)	(3,493)
Losses / (gains) on foreign exchange transactions	4	332	(134)
Other expenditure	5	9,254	198
Other income	5	(435)	(20,273)
Total comprehensive net expenditure		<u>57,308</u>	<u>30,011</u>

The notes on pages 17 to 36 form part of this Account.

Statement of Financial Position as at 31 March 2014

	Note	At 31 March 2014 £m	At 31 March 2013 £m
Assets			
Advances	6	217,820	171,596
Loans	7	2,542	2,997
Other assets	8	67,412	76,429
IMF Quota Subscription & Lending	9	12,186	12,958
Total assets		299,960	263,980
Liabilities			
Gilt-edged stock	10	1,408,776	1,315,472
National Savings and Investments products	11	105,663	102,238
Liabilities to the IMF	9	7,554	7,244
Other debt payable in sterling:			
FLS Treasury Bills	12	61,707	35,259
Other	12	44,496	46,485
Total liabilities		1,628,196	1,506,698
Net liabilities		1,328,236	1,242,718
Liability of the Consolidated Fund to the National Loans Fund		1,328,236	1,242,718

The notes on pages 17 to 36 form part of this Account.

Nick Macpherson
Accounting Officer
HM Treasury

7 July 2014

Statement of Cash Flows for the year ended 31 March 2014

	2013-14 £m	2012-13 £m
Cash flows from operating activities		
Interest received	3,993	3,396
Other receipts	147	324
Interest paid	(45,768)	(48,691)
DMA surplus from cancellation of Royal Mail gilts	–	11,010
Other flows	(145)	135
Transfer from the Consolidated Fund for the cost of debt servicing	41,773	33,826
Net cash flow from operating activities	–	–
Cash flows from investing activities		
Net (increase) in advance to the Debt Management Account	(40,000)	(36,000)
Net decrease / (increase) in advance to the Public Works Loan Board	268	(1,596)
Net decrease in loans	413	376
Net increase in advance to the Exchange Equalisation Account	(6,700)	(5,600)
Net cash outflow from investing activities	(46,019)	(42,820)
Cash flows from financing activities		
Net issuance of government stock	88,549	110,774
Net issuance of Treasury Bills (Funding for Lending)	26,390	35,231
Net receipt / (issuance) of cash from / to National Savings	2,119	(2,333)
Decrease in other net sterling borrowing	(1,996)	(13,501)
Net transfers of IMF non-interest bearing securities	940	124
Net transfers to the Consolidated Fund	(69,983)	(87,475)
Net cash inflow from financing activities	46,019	42,820
Net change in cash and cash equivalents	–	–
Cash and cash equivalents at beginning and end of year	–	–

The notes on pages 17 to 36 form part of this Account.

Statement of Changes in the Liability of the Consolidated Fund to the National Loans Fund for the year ended 31 March 2014

	2013-14 £m	2012-13 £m
Liability of the Consolidated Fund to the National Loans Fund at 1 April	1,242,718	1,159,058
Net cash paid to the Consolidated Fund	69,983	87,475
Payment from the Consolidated Fund for the cost of debt servicing during the year	(41,773)	(33,826)
Total comprehensive net expenditure	57,308	30,011
Liability of the Consolidated Fund to the National Loans Fund at 31 March	<u>1,328,236</u>	<u>1,242,718</u>

The notes on pages 17 to 36 form part of this Account.

Notes to the Account

1 Accounting Policies

i Accounting convention

The National Loans Fund (NLF) was established on 1 April 1968 by the National Loans Act 1968 to account for government borrowing and lending, which were until then accounted for as part of the Consolidated Fund (CF). The National Loans Fund Account has been prepared under the historical cost convention and in accordance with International Financial Reporting Standards (IFRSs) as adapted or interpreted for the public sector context in so far as they are relevant to transactions and balances within the National Loans Fund.

The amendments to IAS 1 'Presentation of financial statements' are effective for accounting periods beginning on or after 1 July 2012.

The amendments to IFRS 7 'Financial instruments: disclosures' on offsetting financial assets and liabilities are effective for accounting periods beginning on or after 1 January 2013.

Neither set of amendments have had an impact on the financial statements of the NLF.

ii Applicable accounting standards and interpretations issued but not yet adopted

IFRS 9 'Financial Instruments', was issued in November 2009 and is set to replace IAS 39 'Financial Instruments: Recognition and Measurement'. This standard has not been applied for 2013-14 since the effective date is set for 1 January 2015. It is expected that the application of IFRS 9 should have no significant impact upon the financial statements of the NLF. IFRS 9 is subject to EU endorsement, the timing of which is uncertain, therefore its adoption date for the NLF is currently unknown.

The amendments to IAS 32 'Financial instruments: Presentation' on offsetting financial assets and liabilities are effective for accounting periods beginning on or after 1 January 2014. They are not expected to impact significantly on the financial statements of the NLF.

iii New accounting standards adopted in the year

IFRS 13 'Fair Value Measurement' has been adopted in the year for the fair value disclosures reported in note 14. This has had no impact on the valuation techniques used in this note.

iv Basis of presentation

The National Loans Fund Account is stated in millions of pounds sterling (£m). This Account presents the results and transactions of the NLF. The Statement of Financial Position is presented by order of increasing liquidity. The NLF is the government's main borrowing and lending account. By the nature of government financing, it is expected that the NLF will show a net liability. By virtue of section 19(1) of the National Loans Act 1968, the net liabilities of the NLF are a liability of the CF. The servicing of these liabilities is mainly met by tax revenue receipts. For this reason, the Accounting Officer continues to adopt the going concern basis in preparing the Account.

v Recognition of finance income and costs

Premium Bond prizes are recognised in the period to which they relate. Other interest income and costs of financing are determined using the effective interest rate method. The effective interest rate method is a method of calculating the amortised cost of a financial asset or financial liability and of allocating the interest income or interest expense over the expected life of the asset or liability. The effective interest rate is the rate that exactly discounts estimated future cash flows to the instrument's initial carrying amount. The calculation takes into account premiums or discounts on acquisition or issue of financial assets and liabilities and all the contractual terms of the financial instrument.

The majority of the NLF's financial assets and liabilities have a fixed return. For those products that have a variable return, the current rate applicable to that product is used in the calculation of the finance income or cost. Gilts with the same maturity and coupon rate are sometimes issued in separate tranches. Because of market conditions each tranche may be issued with a different premium or discount and therefore a different effective interest rate. However, once issued, gilts with the same maturity and coupon rate are indistinguishable from each other and so are accounted for as one issue using a weighted average effective interest rate.

vi Recognition of finance income – Special Drawing Rights (SDR)

The IMF remunerates the UK in SDRs on its Reserve Tranche Position (RTP) for balances in excess of SDR 700 million and on its bilateral loans. Under section 3(2) of the Exchange Equalisation Act 1979 any SDRs received by the Government must be treated as assets of the EEA, therefore all SDR income is accounted for in that Account and not the NLF.

vii Financial assets and liabilities

The assets and liabilities of the NLF are all accounted for as financial assets and liabilities except for those arising from the net assets of the EEA and the DMA which are accounted for as explained in accounting policy (x). The NLF's financial assets are all designated as loans and receivables. In accordance with IAS 39, financial assets and liabilities are initially recognised at fair value. They are subsequently measured at amortised cost using the effective interest rate method. If gilts are issued by a syndication process, the syndication fees are borne by the NLF and are netted off from gross issuance proceeds as part of the calculation of amortised cost. Other directly related issue costs for assets and liabilities are negligible and are written off as incurred.

The distinction between loans and advances derives from the legislation that governs the operation of the NLF. On loans interest must be charged at a rate that at least covers the cost that the Fund would have to bear if it were to borrow the same sum for the period of the loan, plus the Treasury's own administration costs. There is no such requirement for advances, although interest is charged at Bank Rate on advances to the DMA. No interest is charged on advances to the EEA. The NLF does not charge interest on its advances to PWLB but interest on loans by the PWLB to local authorities financed by NLF advances is paid to the NLF under section 3(3) of the National Loans Act 1968.

The fair values of the financial assets and liabilities are disclosed in note 14. They are calculated by reference to market prices where instruments are traded on an active quoted market or, where this is not the case, as the net present value of future cash flows.

Impairment of financial assets

Exchequer Funds and Accounts (EFA) assesses at the end of each reporting period whether there is any objective evidence that a financial asset measured at amortised cost is impaired. An asset is impaired if there is objective evidence of impairment as a result of one or more events that occurred after the recognition of the asset (a 'loss event') and that loss event (or events) has an impact on the estimated future cash flows of the financial asset that can be reliably estimated. Objective evidence used in assessing whether a financial asset is impaired includes financial difficulties experienced by the borrower and breach of loan conditions such as a default or delinquency in interest or principal payments. No impairment losses have been recognised during the year.

viii Foreign currencies

The financial statements of the NLF are presented in sterling which is the Fund's functional currency, being the currency of the primary economic environment in which it operates. Transactions denominated in foreign currencies are recorded at the rate of exchange applicable to the transaction. Monetary assets and liabilities denominated in foreign currencies at the end of the reporting period are reported at the rates of exchange prevailing at that date. Liabilities to the IMF are denominated in sterling but are subject to a revaluation adjustment reflecting the £/SDR sterling exchange rate movement.

ix Administration expenditure

These financial statements reflect the activity through, and the financial position of, the NLF. The costs of gilts registration, listing fees and foreign currency debt issuance are met by the NLF. Administration costs, such as departmental staff costs and bank charges, are borne by the appropriate body and are accounted for through their respective accounts.

x Exchange Equalisation Account and Debt Management Account

Under section 11 of Schedule 5A to the National Loans Act 1968, any excess of the assets of the DMA over its liabilities shall be a liability of the Account to the NLF. Over time, the NLF has advanced sterling to the EEA in order to finance the UK's reserves of gold, foreign currency assets and IMF Special Drawing Rights. As a result, the EEA's net assets, having been derived from initial NLF financing, are ultimately due to the NLF. Annual financial statements are prepared for both the DMA and the EEA. The net assets of the DMA and EEA are reported in Other Assets (note 8) and the total comprehensive net expenditure or income recognised in the Statement of Comprehensive Net Expenditure as Other Expenditure or Other Income (note 5). The NLF's assets and income are the result of the activity in the EEA and DMA during the year and the various accounting policies applied by them to that activity.

xi Critical accounting judgements and key sources of estimation uncertainty

The NLF's accounting policy for impairment losses arising on financial assets is described in (vii) above. No impairment losses have been recognised in the year. There are no other areas of the financial statements which are reliant on management's judgement in the process of applying the Fund's accounting policies. Fair values are included for disclosure purposes only. Their calculation is described in note 14. As mentioned in accounting policy (v), the majority of the NLF's financial assets have a fixed return. For those products that have a variable return, the current rate applicable to that product is used in the calculation of the finance income or cost. Note 16 applies various assumptions to demonstrate the sensitivity of NLF's assets and liabilities to changes in interest rates, inflation and the SDR to sterling exchange rate.

2 Finance costs of borrowing

	2013-14	2012-13
	£m	£m
Gilt-edged stock	49,573	48,085
Loss on cancellation of Royal Mail gilts ¹	–	3,082
National Savings and Investments products	1,995	2,288
Treasury Bills (Funding for Lending)	205	74
Other finance costs	168	184
Total finance costs of borrowing	<u>51,941</u>	<u>53,713</u>

1 Described in the Foreword.

3 Income from lending operations

	2013-14	2012-13
	£m	£m
Interest on loans advanced by the National Loans Fund to:		
Public corporations	171	79
Central government bodies	82	87
	<u>253</u>	<u>166</u>
Interest on loans by the Public Works Loan Board financed by National Loans Fund advances	2,913	2,892
Interest on funding advanced to the Debt Management Account	618	435
Total income from lending operations	<u>3,784</u>	<u>3,493</u>

4 Gains and losses on foreign exchange transactions

	2013-14	2012-13
	£m	£m
Loss / (gain) on Reserve Tranche Position at the IMF (note 9)	184	(79)
Loss / (gain) on lending to the IMF (note 9)	148	(55)
Net loss / (gain) on foreign currency transactions	<u>332</u>	<u>(134)</u>

5 Other income and expenditure

	2013-14	2012-13
	£m	£m
Other expenditure		
EEA total comprehensive net expenditure ¹	3,845	–
DMA total comprehensive net expenditure	5,070	–
Expenditure in respect of depreciation of Issue Department Assets ²	282	194
Miscellaneous expenditure ³	57	4
Total: Other expenditure	<u>9,254</u>	<u>198</u>
Other income		
EEA total comprehensive net income ¹	–	(735)
Profits of the Bank of England Issue Department ²	(429)	(436)
DMA total comprehensive net income ⁴	–	(19,012)
Income in respect of appreciation of Issue Department Assets ²	–	(82)
Miscellaneous receipts	(6)	(8)
Total: Other income	<u>(435)</u>	<u>(20,273)</u>
Net total	<u>8,819</u>	<u>(20,075)</u>

1 The Exchange Equalisation Account (EEA) made a loss of £3,845 million (£735 million profit in 2012-13). £4 million profit (£4 million in 2012-13) relates to interest receivable on the Reserve Tranche Position and the bilateral loans to the IMF in line with accounting policy (vi).

2 Under section 9 of the National Loans Act 1968, the profits of the Issue Department are paid into the NLF. In addition, the Bank of England Issue Department is required by the Currency and Bank Notes Act 1928 to hold investments equal to the value of bank notes in issue. These investments are revalued to market value quarterly. If the market value is less than the value of notes in issue, legislation requires the NLF to pay an amount equal to the deficiency to the Issue Department to finance the purchase of additional investments. Conversely, if the market value of the assets exceeds the value of the notes in issue, the Issue Department sells investments to the value of the surplus and pays the proceeds to the NLF.

3 Miscellaneous expenditure includes write-off of £49 million of amortisation expense on the National Savings and Investments Guaranteed Equity Bond which had been treated incorrectly in prior years plus a £1.2 million correction to the certificates of tax deposit liability reported in note 12. Both write-offs are accounting corrections; neither involves a cash loss to the Exchequer.

4 £11,010 million of the Debt Management Account (DMA)'s surplus in 2012-13 relates to the cancellation of Royal Mail gilt-edged stock as described in the Foreword.

6 Advances

	Public Works Loan Board		Debt Management Account		Exchange Equalisation Account		Total	
	£m		£m		£m		£m	
	2013-14	2012-13	2013-14	2012-13	2013-14	2012-13	2013-14	2012-13
Principal outstanding at 1 April	63,552	61,956	88,000	52,000	19,185	13,585	170,737	127,541
Advances	1,624	3,159	80,000	80,000	9,250	7,600	90,874	90,759
Advances repaid	(1,892)	(1,563)	(40,000)	(44,000)	(2,550)	(2,000)	(44,442)	(47,563)
Principal outstanding at 31 March	63,284	63,552	128,000	88,000	25,885	19,185	217,169	170,737
Accrued interest	588	813	63	46	–	–	651	859
Total advances outstanding	63,872	64,365	128,063	88,046	25,885	19,185	217,820	171,596

Loans	2013-14			2012-13		
	Public Corporations	Central Government	Total	Public Corporations	Central Government	Total
	£m	£m	£m	£m	£m	£m
Principal outstanding at 1 April	1,230	1,743	2,973	1,866	1,718	3,584
Loans advanced	111	196	307	1,245	151	1,396
Loans repaid	(631)	(130)	(761)	(1,881)	(126)	(2,007)
Principal outstanding at 31 March	710	1,809	2,519	1,230	1,743	2,973
Accrued interest	10	13	23	11	13	24
Total loans outstanding	720	1,822	2,542	1,241	1,756	2,997

Commitments to lend	At 31 March 2014			At 31 March 2013		
	Public Corporations	Central Government	Total	Public Corporations	Central Government	Total
	£m	£m	£m	£m	£m	£m
Undrawn commitments to lend	44	–	44	933	–	933

7 Loans and commitments to lend

Commitments to lend are agreements to lend to a customer in the future, subject to certain conditions. Such commitments are either made for a fixed period, or have no specific maturity but are cancellable by the lender. During the year a commitment of £900 million to the Royal Mail was cancelled following the Royal Mail initial public offering. The NLF has not made any loans, and does not have any commitments to lend, in respect of financial institutions classified as 'Public Financial Corporations' following the banking crisis. In addition to the above, the NLF has loans and a loan commitment to the IMF which is explained in note 9.

8 Other assets

	At 31 March 2014	At 31 March 2013
	£m	£m
Exchange Equalisation Account net assets	26,920	30,765
Debt Management Account net assets	39,865	44,936
National Savings and Investments' holdings of NLF cash	602	700
Commitment Fees Receivable	–	1
Sterling balances at Bank of England advanced to IMF	25	27
Total other assets	<u>67,412</u>	<u>76,429</u>

9 IMF Reserve Tranche Position and Lending to the IMF

The United Kingdom's relationship with the International Monetary Fund is accounted for in the National Loans Fund and the EEA. The UK's Quota Subscription to the IMF, 10,738.5 million Special Drawing Rights (SDRs) – equivalent to £9,973 million¹ at 31 March 2014 (£10,638 million at 31 March 2013) was paid from the NLF and is recognised as an NLF asset. Part of the Subscription is deposited by the IMF in the NLF in return for sterling non-interest-bearing securities (NIBS) which totalled £7,892 million at 31 March 2014 (£6,952 million at 31 March 2013). NIBS represent a liability of the NLF to the IMF. There is a remaining small liability of £25 million (£27 million at 31 March 2013) against which an equal amount of sterling cash is made available in an account at the Bank of England as an advance to the IMF.

The difference between the gross Quota Subscription and the NLF's sterling liability to the IMF is the UK's Reserve Tranche Position (RTP). Under the arrangements for membership of the Fund, valuation adjustments are made between the IMF and NLF annually to reflect any changes in value in SDR terms of the NLF's sterling liability to the IMF. An annual settlement payment is made between the NLF and the IMF, normally in May. The cumulative valuation adjustment at 31 March 2014 was £363 million (£265 million at 31 March 2013). The table below sets out the composition of the RTP and the make-up of changes over the year.

NLF Assets and Liabilities: Composition of the Reserve Tranche Position and Lending² to the IMF

	Asset	Liabilities			Total liabilities	Reserve Tranche Position
	IMF Quota Subscription	Non-interest-bearing securities	Other quota liability	Valuation adjustment		
Balances at 31 March 2013	10,638	(6,952)	(27)	(265)	(7,244)	3,394
Exchange rate losses for the year on the Quota subscription	(665)	-	-	-	-	(665)
Change in year-end valuation adjustment	-	-	-	628	628	628
Change in loan notes as a result of the valuation settlement	-	(147)	-	-	(147)	(147)
Change in cash on No 1 account	-	-	2	-	2	2
Net increase in loan notes	-	(793)	-	-	(793)	(793)
Balances at 31 March 2014	9,973	(7,892)	(25)	363	(7,554)	2,419

Lending to the IMF	£m
Loans outstanding as at 31 March 2013	2,320
Loans advanced in 2013-14	295
Loans repaid in 2013-14	(254)
Loss on foreign exchange	(148)
Lending as at 31 March 2014	2,213
IMF Quota Subscription and Lending	12,186

The RTP is a net asset of the NLF. It represents an SDR asset that can be drawn on by the UK if needed and is considered part of the UK's Foreign Exchange Reserves. Sterling transactions by the IMF impact on the level of NIBS and hence on the RTP. Under current policy, changes in the RTP lead to adjustments in the composition of other Reserve Assets (held in the EEA) in order to keep the portfolio composition of the Reserves in line with plan. Interest is payable by the IMF on the RTP balance in excess of SDR 700 million. This interest is retained in the EEA. Separately, the EEA also holds the UK's allocation of SDRs (SDR 10,134 million at 31 March 2014) as a liability to the IMF and retains an asset in the form of the UK's holdings of SDRs (SDR 9,649 million at 31 March 2014).

1 The GBP/SDR exchange rate at 31 March 2014 was 1.07678 (31 March 2013: 1.00947)

2 Lending includes both loans made under the New Arrangements to Borrow (NAB) and the bilateral loan facility

During 2013-14 the IMF deposited a net receipt of £793 million into the NLF in return for NIBS, representing a net repayment of amounts provided from the UK Quota Subscription in support of IMF funding programmes (a net receipt from the IMF of £256 million in 2012-13).

During 2009-10 the UK agreed to provide a bilateral loan facility to the IMF for an amount up to the equivalent of SDR 9.92 billion (£9.21 billion at the 31 March 2014 exchange rate). The drawn loans represent a claim on the IMF and are therefore an asset of the NLF. The undrawn loans are a commitment of the NLF. Interest is payable by the IMF on the loan balance and is retained in the EEA in line with accounting policy (vi).

On 1 April 2011 IMF members agreed to the activation of the expanded New Arrangements to Borrow (NAB), the IMF's main backstop for quota resources. The NAB was re-activated during 2013-14 for further six month periods on 1 April and 1 October 2013. The UK's commitment to the expanded NAB is SDR 18.657 billion (£17.327 billion at the 31 March 2014 exchange rate). The new NAB however can only be used to finance programmes agreed after its activation. Previously agreed programmes will continue to be funded from the quota and bilateral loans. The UK, along with all other major bilateral creditors, has agreed to keep open its 2009 bilateral loan facility for this purpose on condition that the combined drawings from the UK's share of the NAB and the UK's bilateral loan facility do not exceed SDR 18.657 billion. As part of the 2010 Quota reforms to double quota resources, there will be a corresponding decrease in the total NAB which will become effective when the 2010 quota increase becomes effective (see below).

UK's total commitment to the IMF

	At 31 March 2014			At 31 March 2013		
	Total commitments	Total drawn	Total undrawn	Total commitments	Total drawn	Total undrawn
Quota (SDRm)	10,739	2,605	8,134	10,739	3,427	7,312
Loans (SDRm)	18,657	2,383	16,274	18,657	2,342	16,315
Total (SDRm)	<u>29,396</u>	<u>4,988</u>	<u>24,408</u>	<u>29,396</u>	<u>5,769</u>	<u>23,627</u>
Quota (£m)	9,973	2,419	7,554	10,638	3,394	7,244
Loans (£m)	17,327	2,213	15,114	18,482	2,320	16,162
Total (£m)	<u>27,300</u>	<u>4,632</u>	<u>22,668</u>	<u>29,120</u>	<u>5,714</u>	<u>23,406</u>

The IMF's Fourteenth General Review of Quotas, agreed in November 2010, will double the IMF's quota resource but has yet to be fully ratified. In order to implement this, the IMF requires that three fifths of member countries, with a collective voting share of at least 85 per cent, finalise their domestic legislative requirements. This increase was approved by Parliament in July 2011. Once implemented, the UK's Quota Subscription will increase from SDR 10,738.5 million to SDR 20,155.1 million, an increase of SDR 9,416.6 million (£8,745.1 million at the 31 March 2014 exchange rate).

In April 2012 a G20-led agreement to temporarily increase IMF resources was reached. As part of this the UK agreed to provide a new bilateral loan facility. The loan agreement was finalised in March 2013 and is worth SDR 9.18 billion (£8.53 billion at the 31 March 2014 exchange rate). The UK's NAB will be reduced by this amount when the 2010 quota increase comes into effect. The loan facility will only become effective once the 2010 quota reforms have been implemented and the reduction of the NAB is complete.

All of the anticipated changes to the UK's Quota Subscription and loans to the IMF are reflected within the current limits approved by Parliament.

10 Gilt-edged stock

	At 31 March 2014	At 31 March 2013
	£m	£m
Conventional	1,071,304	1,004,228
Index-Linked	337,472	311,244
Total gilt-edged stock	<u>1,408,776</u>	<u>1,315,472</u>

The analysis below shows two large holdings of the gilt liability by UK public sector entities, the DMA and Bank of England.

	At 31 March 2014	At 31 March 2013
	£m	£m
Debt Management Account (DMA)	126,426	132,805
Bank of England (for quantitative easing)	339,703	341,142
Other investors	942,647	841,525
Total gilt-edged stock	<u>1,408,776</u>	<u>1,315,472</u>

Syndication fees are borne by the NLF and are netted off from gross issuance proceeds as part of the calculation of amortised cost. Other directly related issue costs for assets and liabilities are negligible and are written off as incurred. Total syndication fees for the year were £48.00 million (2012-13: £62.66 million).

11 National Savings and Investments (NS&I) products

	2013-14 £m	2012-13 £m
Principal outstanding at 1 April	101,310	101,956
Cash repayments from the National Loans Fund	(13,648)	(12,977)
Principal cash received in the National Loans Fund	15,767	10,644
Capitalised interest and other returns to savers	1,611	1,510
Change in cash and other holdings for principal	(47)	177
Principal outstanding at 31 March	<u>104,993</u>	<u>101,310</u>
Accrued interest and other returns to savers	670	928
Total principal and accrued interest outstanding	<u>105,663</u>	<u>102,238</u>

NS&I provides more detail on this liability in a set of Product Accounts which are published with the NS&I resource accounts on the NS&I website.

12 Other debt payable in sterling

	At 31 March 2014	At 31 March 2013
	£m	£m
FLS Treasury Bills	<u>61,707</u>	<u>35,259</u>
Other:		
Debt Management Account	17,208	17,763
Bank of England Issue Department	370	370
Balances from government accounts at the Government Banking Service	17,287	19,580
Deposits from public sector bodies	8,740	8,129
Other	891	643
	<u>44,496</u>	<u>46,485</u>
Total other debt payable in sterling	<u>106,203</u>	<u>81,744</u>

Treasury Bills have been issued by the NLF to the DMA in connection with the Bank of England's Funding for Lending Scheme (FLS). Further information on the scheme is provided in the Foreword.

The next two items reflect deficit funding from the DMA and the Issue Department of the Bank of England. The fourth item reflects the transfer to the NLF of any temporary cash surpluses on other government accounts held at the Government Banking Service. Deposits from public sector bodies represents deposits by public sector bodies which are directly held with the NLF. "Other" comprises mostly certificates of tax deposit held by the NLF.

13 Contingent liabilities

The following contingent liabilities fall outside the scope of IAS 37 as the possibility of an outflow of resources is remote. However, disclosure of these liabilities is necessary under Parliamentary reporting requirements. These are as follows:

- i Under the National Loans Act 1968 section 9(3), the NLF has a contingent liability to the Bank of England Issue Department in respect of that part of the assets backing the note issue that is not represented by government securities. This liability would only crystallise if government securities were insufficient to meet demand from holders of notes to exchange them for another instrument. This contingent liability was £56,065 million at 31 March 2014 (£55,014 million at 31 March 2013). No obligations crystallised or expired in 2013-14.
- ii The NLF also has a contingent liability to the Commissioners for the Reduction of the National Debt (CRND) in respect of unclaimed dividends received in previous years. This represents old uncleared amounts surrendered by the gilts registrar to CRND, and then onto the NLF, and stood at £27.3 million at 31 March 2014 (£26.4 million at 31 March 2013). This contingent liability would crystallise if holders of gilts requested amounts owed to them. No obligations crystallised or expired in 2013-14.

14 Fair Values

Carrying Value and Fair Value of NLF assets and liabilities

	Values at 31 March 2014		Values at 31 March 2013	
	Carrying Value	Fair Value	Carrying Value	Fair Value
	£m	£m	£m	£m
Assets				
Advances:				
Public Works Loan Board	63,284	74,463	63,552	80,415
Debt Management Account	128,000	128,000	88,000	88,000
Exchange Equalisation Account	25,885	25,885	19,185	19,185
Accrued interest	651	651	859	859
Loans:				
Principal	2,519	2,935	2,973	3,735
Accrued interest	23	23	24	24
Other assets	67,412	67,412	76,429	76,429
IMF quota subscription and lending	12,186	12,186	12,958	12,958
Total assets	299,960	311,555	263,980	281,605
Liabilities				
Gilts:	1,408,776	1,546,154	1,315,472	1,546,542
National Savings and Investments:				
Principal	104,993	105,257	101,310	101,793
Accrued interest	670	673	928	935
IMF liabilities	7,554	7,554	7,244	7,244
Other sterling debt:				
FLS Treasury Bills	61,707	61,726	35,259	35,267
Debt Management Account	17,208	17,208	17,763	17,763
Issue Department of Bank of England	370	370	370	370
Government balances	17,287	17,287	19,580	19,580
Deposits from public sector bodies	8,740	8,740	8,129	8,129
Other	891	891	643	643
Total liabilities	1,628,196	1,765,860	1,506,698	1,738,266

The NLF's assets are classified as financial assets except for the net assets of the EEA (£26,920 million, 2012-13: £30,765 million) and DMA (£39,865 million, 2012-13: £44,936 million), reported in Other Assets (note 8). The carrying value of financial assets (all of which are designated as loans and receivables) is £233,175 million (2012-13: £188,279 million) and their fair value is £244,770 million (2012-13: £205,904 million). All the NLF's liabilities are financial liabilities. In instances where the fair value differs from the carrying value, the fair value has been calculated by reference to market prices where instruments are traded on an active quoted market or, where this is not the case, as the net present value of future cash flows.

The fair value of advances to the PWLB is calculated as the net present value of future cash flows. Loans by the PWLB are usually at a fixed rate of interest and so their fair value increases or decreases according to changes in the difference between the fixed rate of interest earned on the loan and current market values. Differences between the fair and book value will not be realised as the PWLB loans are not traded by the NLF.

The fair value of gilts and Treasury Bills are calculated by reference to their market prices. Gilts are generally left in issue until they are very close to maturity and so the difference between their fair value and book value will normally not be realised in the NLF accounts. Treasury Bills have been issued for use in the Funding for Lending Scheme described in the Foreword.

15 Maturity of assets and liabilities

The following table shows the split between current and non-current assets and liabilities based on contract date of maturity or expected maturity if there is no contract date.

	As at 31 March 2014			As at 31 March 2013		
	Current £m	Non-current £m	Total £m	Current £m	Non-current £m	Total £m
Assets						
Advances	698	217,122	217,820	859	170,737	171,596
Loans	171	2,371	2,542	181	2,816	2,997
Other assets	627	66,785	67,412	728	75,701	76,429
IMF quota subscription (SDR) and lending	-	12,186	12,186	-	12,958	12,958
Total assets	1,496	298,464	299,960	1,768	262,212	263,980
Liabilities						
Gilts						
Conventional	76,740	994,564	1,071,304	50,365	953,863	1,004,228
Index-linked	1,097	336,375	337,472	21,802	289,442	311,244
Gilt-edged stock	77,837	1,330,939	1,408,776	72,167	1,243,305	1,315,472
National Savings and Investments	105,663	-	105,663	102,146	92	102,238
IMF liabilities	-	7,554	7,554	-	7,244	7,244
Treasury Bills for FLS	61,707	-	61,707	35,259	-	35,259
Other debt payable in sterling	44,496	-	44,496	46,485	-	46,485
Total liabilities	289,703	1,338,493	1,628,196	256,057	1,250,641	1,506,698

The following table shows an analysis of current and non-current assets and liabilities by type of counterparty.

	As at 31 March 2014			As at 31 March 2013		
	Current £m	Non-current £m	Total £m	Current £m	Non-current £m	Total £m
Assets				<i>Restated</i>	<i>Restated</i>	<i>Restated</i>
Balances with:						
Other central government bodies	1,448	285,582	287,030	1,702	248,051	249,753
Public corporations and trading funds	23	696	719	39	1,203	1,242
Total intra government balances	1,471	286,278	287,749	1,741	249,254	250,995
Balances with bodies external to government	25	12,186	12,211	27	12,958	12,985
Total assets	1,496	298,464	299,960	1,768	262,212	263,980
Liabilities						
Balances with:						
Other central government bodies	112,013	118,134	230,147	87,615	125,304	212,919
NHS Trusts	598	-	598	112	-	112
Public corporations and trading funds	20,871	328,692	349,563	13,758	336,090	349,848
Total intra government balances	133,482	446,826	580,308	101,485	461,394	562,879
Balances with bodies external to government	156,221	891,667	1,047,888	154,572	789,247	943,819
Total liabilities	289,703	1,338,493	1,628,196	256,057	1,250,641	1,506,698

2012-13 Liabilities figures have been restated to re-classify £7.8 billion of Liabilities which had been classified incorrectly last year from External to Public corporations.

16 Financial risks related to the NLF

The Government's debt management objective is set out in the annual Debt and Reserves Management Report:

'to minimise, over the long term, the costs of meeting the Government's financing needs, taking into account risk, whilst ensuring that debt management policy is consistent with the aims of monetary policy.'

This is achieved by:

- meeting the principles of openness, transparency and predictability;
- developing a liquid and efficient gilt market;
- issuing gilts that achieve a benchmark premium;
- adjusting the maturity and nature of the Government's debt portfolio, primarily by means of the maturity and composition of debt issuance and potentially by other market operations including switch auctions, conversion offers and buy-backs; and
- offering cost-effective savings instruments to the retail sector through National Savings & Investments.

For cash management, the aggregate balance on government accounts is swept daily to the National Loans Fund and then to the DMA. The Debt Management Office deals with the financial markets to manage the daily cash surplus or deficit on the DMA relative to its target overnight balance, lending when there is a surplus and borrowing when there is a deficit.

The NLF's liabilities include conventional and index-linked gilt-edged securities, NS&I product liabilities, Treasury Bills issued to the DMA for the Funding for Lending scheme and liabilities to the IMF. There is a wide spread of maturities. No foreign currency debt was issued in 2013-14. The NLF's liabilities also include deposits from several other public sector accounts.

NLF assets include advances to the DMA, PWLB and EEA, loans to UK public bodies, the UK's gross Quota Subscription and lending to the IMF which are denominated in Special Drawing Rights (SDRs); and the net assets of the DMA and EEA.

Set out below are certain risk factors that could affect the NLF's operations.

Interest rate and inflation risk

The NLF is exposed to cash flow interest rate risk on its floating rate borrowing and lending due to the risk that future interest rates will fluctuate. It is not exposed to fair value interest rate risk as its financial assets and liabilities are measured at amortised cost and not fair value. Some of the NLF's assets and liabilities have no associated interest income or expense (are 'zero-rated') and are therefore not exposed to changes in interest rates.

Inflation risk arises because interest and redemption amounts paid on index-linked gilts vary monthly in line with changes in the UK Retail Prices Index (RPI) since the initial issue of each stock.

The table below analyses the NLF's interest rate and inflation risk. Assets and liabilities are included at carrying amount and are shown at the earlier of contractual re-pricing or maturity dates.

Interest rate and inflation risk analysis as at 31 March 2014

	Up to 1 month/ repayable on demand £m	1-12 months £m	1-5 years £m	Over 5 years £m	Undated £m	Zero- rated £m	Total carrying value £m	Fixed rate £m	Floating rate £m
Assets									
Advances	128,273	2,194	6,636	54,134	-	26,583	217,820	62,486	128,751
Loans	-	148	608	1,763	-	23	2,542	2,519	-
Other assets	-	-	-	-	-	67,412	67,412	-	-
IMF quota subscription	-	-	-	-	-	9,973	9,973	-	-
IMF loans	-	-	-	-	-	2,213	2,213	-	-
Total	128,273	2,342	7,244	55,897	-	106,204	299,960	65,005	128,751
Liabilities									
Gilts									
Conventional	-	69,772	295,563	696,409	2,592	6,968	1,071,304	1,064,336	-
Index-linked	337,472	-	-	-	-	-	337,472	-	337,472
Gilt-edged stock	337,472	69,772	295,563	696,409	2,592	6,968	1,408,776	1,064,336	337,472
National Savings and Investments	94,991	3,365	6,570	-	-	737	105,663	10,112	94,814
IMF liabilities	-	-	-	-	-	7,554	7,554	-	-
Treasury Bills for FLS	5,301	56,406	-	-	-	-	61,707	61,707	-
Other debt payable in sterling	32,311	553	-	-	-	11,632	44,496	8,739	24,125
Total	470,075	130,096	302,133	696,409	2,592	26,891	1,628,196	1,144,894	456,411
Period gap	341,802	127,754	294,889	640,512	2,592	(79,313)	1,328,236		
Cumulative gap	341,802	469,556	764,445	1,404,957	1,407,549	1,328,236			

Interest rate and inflation risk analysis as at 31 March 2013

	Up to 1 month/ repayable on demand £m	1-12 months £m	1-5 years £m	Over 5 years £m	Undated £m	Zero-rated £m	Total carrying value £m	Fixed rate £m	Floating rate £m
Assets									
Advances	88,309	2,074	6,975	54,174	-	20,064	171,596	62,691	88,841
Loans	-	157	550	2,266	-	24	2,997	2,973	-
Other assets	-	-	-	-	-	76,429	76,429	-	-
IMF quota subscription	-	-	-	-	-	10,638	10,638	-	-
IMF loans	-	-	-	-	-	2,320	2,320	-	-
Total	88,309	2,231	7,525	56,440	-	109,475	263,980	65,664	88,841
Liabilities									
Gilts									
Conventional	-	43,744	292,432	658,824	2,607	6,621	1,004,228	997,607	-
Index-linked	311,244	-	-	-	-	-	311,244	-	311,244
Gilt-edged stock	311,244	43,744	292,432	658,824	2,607	6,621	1,315,472	997,607	311,244
National Savings and Investments	90,218	1,031	10,012	-	-	977	102,238	11,045	90,216
IMF liabilities	-	-	-	-	-	7,244	7,244	-	-
Treasury Bills for FLS	-	35,259	-	-	-	-	35,259	35,259	-
Other debt payable in sterling	33,256	260	-	-	-	12,969	46,485	8,129	25,387
Total	434,718	80,294	302,444	658,824	2,607	27,811	1,506,698	1,052,040	426,847
Period gap	346,409	78,063	294,919	602,384	2,607	(81,664)	1,242,718		
Cumulative gap	346,409	424,472	719,391	1,321,775	1,324,382	1,242,718			

Foreign currency risk

The NLF's only direct exposure to foreign exchange movements is through the UK's transactions with the IMF. These are described in note 9. The quota subscription to the IMF and lending to the IMF are both SDR denominated assets and are subject to valuation adjustments by the IMF and also at the year end. Whilst being denominated in sterling, the UK's liabilities of the IMF are subject to SDR valuation adjustments by the IMF.

Sensitivity analysis

The following analysis, required by IFRS 7, is intended to illustrate the sensitivity of the NLF's financial assets and liabilities to changes in UK interest rates, the UK Retail Prices Index and the SDR to sterling exchange rate. The sensitivity analysis has been calculated on the basis that the components of financial assets and liabilities, the amount of instruments held at fixed, floating and zero interest rates and the amount of instruments held in SDRs are all constant and are as at the end of the reporting period.

The following assumptions have been made in calculating sensitivity:

- All sensitivities impact the Statement of Comprehensive Net Expenditure and thereby the net liability of the CF to the NLF.
- Finance income and costs and the net liability of the CF to the NLF will be affected by changes in interest rates on floating rate instruments.
- All instruments are held at amortised cost and are therefore not subject to changes in fair value as a result of interest rate changes.
- No sensitivity is provided for interest accruals where these are based on pre-agreed interest rates and are therefore not susceptible to further rate changes.
- 100 basis points and 10 per cent are management's assessment of the reasonably possible change in interest, RPI and FX rates at the end of the reporting period. This is not a forecast.

Using the above assumptions, the following table shows the illustrative impact on the Statement of Comprehensive Net Expenditure that would result from an increase in the UK interest rates and the UK Retail Prices Index and if the SDR to sterling exchange rate were to strengthen.

	2013-14	2012-13
	Statement of Comprehensive Net Expenditure	Statement of Comprehensive Net Expenditure
	£m	£m
UK interest rates + 100bp (income)/expense	(98)	268
UK Retail Prices Index + 100bp expense	3,375	3,112
SDR exchange rate + 10 per cent (income)	(463)	(571)

An equal, but opposite effect would result if there were a decrease in UK interest rates and the UK Retail Prices Index, and if the SDR to sterling exchange rate were to weaken.

Liquidity risk

Liquidity risk is the risk that the NLF will encounter difficulty in meeting obligations associated with financial liabilities. Its exposure to liquidity risk arises because of its fundamental purpose of being the Government's main borrowing account. NLF liabilities carry a wide range of maturities, spreading funding requirements for redemption payments, and thus liquidity risk, across a wide time period into the future. The longest stock in existence at 31 March 2014 matures in 2068. A small number of stocks are undated and can be redeemed by the Treasury at a time of its choosing. Deposits in the NLF have a shorter maturity profile since they can change on demand. However, in practice, balances change only slowly due to re-investment. By virtue of section 19(1) of the National Loans Act 1968, the net liabilities of the NLF are a liability of the Consolidated Fund. The servicing of these liabilities is met mainly by tax revenue receipts. For this reason, the Accounting Officer continues to adopt the going concern basis in preparing the Account. Most of the NLF's borrowing needs are met through borrowing on its behalf by the DMO and NS&I.

Contractual undiscounted cash flows of financial liabilities

The following table shows the contractual undiscounted cash flows of the NLF's liabilities. The amounts shown are the cash flows arising from the NLF's financial liabilities during the period up to and including maturity. This is in contrast to the basis on which the Statement of Financial Position amounts are calculated. As described in note 1, items on the Statement of Financial Position are valued at fair value upon initial recognition and subsequently held at amortised cost. Therefore totals in the following table will not agree to the Statement of Financial Position.

The treatment of coupon payments is of particular significance. The table includes contractual coupon payments for the period to maturity based on coupon rates and, in the case of index-linked gilts, the Retail Prices Index at 31 March 2014. Because of the many coupon payments to be made for longer dated gilts the table below reports coupon cash flows of £632,226 million (£618,650 million at 31 March 2013) whereas the gilts liability in the Statement of Financial Position contains coupon accruals to the end of the reporting period of £8,065 million (£7,745 million at 31 March 2013). Undated gilts do not have a contractual maturity date and so coupon payments on them (currently £88 million per annum) are not included in the table below.

The cash flows reported in the table will be funded by replacement debt issues, the proceeds of assets or by finance from the Consolidated Fund.

At 31 March 2014

	0-12 months £m	1-2 years £m	2-5 years £m	Over 5 years £m	Undated £m	Total £m
Liabilities						
Conventional Gilts:						
Principal	69,392	80,273	209,208	677,577	2,592	1,039,042
Coupons	40,088	37,381	96,745	397,600	-	571,814
Index-Linked Gilts:						
Principal	-	-	39,613	286,393	-	326,006
Coupons	4,059	4,059	10,475	41,819	-	60,412
Total Gilts	113,539	121,713	356,041	1,403,389	2,592	1,997,274
National Savings and Investments	105,596	-	-	-	67	105,663
IMF	7,554	-	-	-	-	7,554
Treasury Bills for FLS	61,844	-	-	-	-	61,844
Temporary Deposits	8,743	-	-	-	-	8,743
Other debt payable in sterling	35,756	-	-	-	-	35,756
	333,032	121,713	356,041	1,403,389	2,659	2,216,834

The cash flow analysis after five years is:

	5-10 years £m	10-20 years £m	20-30 years £m	30-40 years £m	Over 40 years £m	Total £m
Conventional Gilts:						
Principal	245,789	148,692	169,568	61,848	51,680	677,577
Coupons	113,835	152,524	84,652	35,274	11,315	397,600
Index-Linked Gilts:						
Principal	54,912	88,372	68,528	37,982	36,599	286,393
Coupons	14,189	16,751	6,640	3,331	908	41,819
	428,725	406,339	329,388	138,435	100,502	1,403,389

At 31 March 2013

	0-12 months £m	1-2 years £m	2-5 years £m	Over 5 years £m	Undated £m	Total £m
Liabilities						
Conventional Gilts:						
Principal	43,798	69,392	216,732	635,035	2,607	967,564
Coupons	39,469	37,316	96,114	384,775	-	557,674
Index-Linked Gilts:						
Principal	20,681	-	38,462	242,345	-	301,488
Coupons	4,135	3,877	10,751	42,213	-	60,976
Total Gilts	108,083	110,585	362,059	1,304,368	2,607	1,887,702
National Savings and Investments	102,098	94	-	-	49	102,241
IMF	7,244	-	-	-	-	7,244
Treasury Bills For FLS	35,345	-	-	-	-	35,345
Temporary Deposits	8,132	-	-	-	-	8,132
Other debt payable in sterling	38,356	-	-	-	-	38,356
	299,258	110,679	362,059	1,304,368	2,656	2,079,020

The cash flow analysis after five years is:

	5-10 years £m	10-20 years £m	20-30 years £m	30-40 years £m	Over 40 years £m	Total £m
Conventional Gilts:						
Principal	241,895	141,910	140,866	68,185	42,179	635,035
Coupons	113,877	147,133	81,471	34,056	8,238	384,775
Index-Linked Gilts:						
Principal	38,016	72,150	64,736	41,948	25,495	242,345
Coupons	14,315	16,996	6,779	3,214	909	42,213
	408,103	378,189	293,852	147,403	76,821	1,304,368

Credit risk

The NLF makes loans to UK public corporations and central government entities, advances to other UK central Exchequer Funds and subscribes to the IMF. The NLF also lends to the IMF. As a result the NLF is not exposed to significant credit risk. Details of this can be found in notes 6, 7 and 9. Total loans and advances stand at £220,362 million (2012-13: £174,593 million) and gross IMF exposure stands at £12,186 million (2012-13: £12,958 million).

In respect of loans financed by the NLF, the financial relationship with the borrower is managed by the department responsible for the relevant public corporation. The sponsoring department performs due diligence on the borrower and proposes the loan. The Treasury reviews the proposal and, if the proposal is approved, the NLF will make the loan. The NLF is not allowed to accept losses on its loans. Any such losses can only be written off by primary legislation; however, in 1990 the Treasury gave an undertaking to the Public Accounts Committee that it would not seek Parliament's approval to such a course except as part of a reconstruction of the borrower's finances prior to privatisation. In other cases the Treasury would look to the borrower's sponsor department to cover any losses from its resource account.

In the case of advances to the PWLB for loans to Local Authorities, the PWLB manages the financial relationship with the borrower, though the credit risk is borne by the NLF.

In the context of NLF loans issued to trading organisations at market rates, under the Treasury's Commercial Lending policy the terms and interest rates are designed to reflect the terms on which a private sector lender, such as a commercial bank, would lend to the borrower if the borrower were a wholly private sector body rather than a government body.

Ceilings on total lending from the NLF to specific bodies are prescribed in the statutes governing each loan. The PWLB is allowed to lend up to an aggregate amount of £70 billion (2012-13: £70 billion). For short-term lending to public bodies, the maximum exposure of the NLF is determined by prescribed credit ceilings appropriate for the circumstances of the body.

The IMF maintains a level of resources as prudential cover in order to ensure the continued security and liquidity of its members' claims. Other factors that help safeguard the Fund's resources include the conditions associated with Fund lending and the Fund's status as a creditor who has the preferential right to receive payment. This covers the bilateral loan agreement with the IMF as per note 9.

None of the NLF's financial assets are past due or impaired.

Derivatives and hedging

The NLF itself does not use derivatives or undertake hedging. However, as explained in more detail below, some of the risks on the NLF are offset by hedging and other activities of the DMA and the EEA.

NS&I have issued a number of Guaranteed Equity Bonds that expose the NLF to equity index risk. The Debt Management Office has hedged this exposure through derivatives that are held on the DMA. For the Government overall (and the NLF) this ensures that the equity index risk is replaced with a LIBOR exposure.

The Exchange Equalisation Account Act 1979 constrains how the EEA may borrow from outside government. Where the EEA's foreign currency reserves are financed by foreign currency borrowing, the debt is issued by and is an obligation of the NLF. The foreign currency raised is sold to the EEA for sterling. While the NLF remains exposed to the interest rate and exchange rate risks from the foreign currency loan it has issued, in practice these risks are offset through the EEA's programme of asset management and swaps. No foreign currency debt has been issued or is outstanding at 31 March 2014.

17 Related parties

The Treasury is the ultimate controlling party of the NLF. There have been no direct transactions between the Treasury and the NLF in 2013-14.

The main related parties of the NLF are the CF, DMA, EEA, PWLB, Bank of England and NS&I. The relationship between the NLF and CF is explained in the Foreword. The NLF has provided finance in the year to the DMA, the EEA, the PWLB and to various statutory public sector bodies. The NLF has also transacted with the Bank of England and NS&I. Transactions with these bodies are all disclosed in these accounts. The NLF has also had a significant number of transactions with other government bodies via its temporary borrowing of balances in various Government Banking Service bank accounts.

During the year there have been no transactions between key management personnel at the Treasury and the NLF.

18 Events After the Reporting Period

The IMF NAB (see note 9) was re-activated again for a six month period on 1 April 2014.

On 25 June 2014, the government announced the issue of £200 million of sovereign Sukuk, the Islamic equivalent of a bond. The Sukuk will be a liability of the National Loans Fund.

19 Date of Authorisation for Issue of Account

The Accounting Officer authorised these financial statements for issue on 9 July 2014.

For further information about the National Audit Office please contact:

National Audit Office
Press Office
157-197 Buckingham Palace Road
Victoria
London
SW1W 9SP
Tel: 020 7798 7400
Email: enquiries@nao.gsi.gov.uk

DG Ref: 10460

ISBN 978-1-910305-15-7



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