National Loans Fund Account 2018-19

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National Loans Fund Account 2018-19

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Overview

Purpose and activities of 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 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 (RPI). They are issued from the NLF and sold into the market by the DMO. 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 management report 2019-20[1] published by the Treasury in March 2019.

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.

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. 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 EEA so surpluses and deficits of the DMA and EEA are income and expenditure of the NLF and their net assets are assets of the NLF. It also makes loans to various statutory

[1] https://www.gov.uk/government/publications/debt-management-report-2019-to-2020

public sector bodies and provides the finance needed by the Public Works Loan Board (PWLB) for its loans to prescribed bodies, mainly local authorities. 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.

As the vast majority of the assets of the NLF comprise the advances to and net assets of the DMA and EEA and advances to the PWLB, 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. 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 the NLF's liabilities is expected to be mainly met through future tax revenue receipts. There is no reason to believe that tax revenues will not be forthcoming and therefore, in accordance with the Government Financial Reporting Manual, it has been concluded as appropriate to adopt the going concern basis of preparation for the NLF Accounts.

Key issues and risks

The key issues and risks facing the NLF are considered in the governance statement on pages 9 to 13. In addition, the financial risks related to the NLF are separately disclosed in note 16 on page 35 to 41.

Performance summary

The total comprehensive net expenditure of the NLF decreased by £13.1 billion from £54.6 billion in 2017-18 to £41.5 billion in 2018-19 primarily due to an increase in Other income of £5.5 billion from £0.7 billion in 2017-18 to £6.2 billion in 2018-19, alongside a decrease in Financing costs of borrowing of £5.7 billion from £56.8 billion in 2017-18 to £51.1 billion in 2018-19 and a decrease in Other expenditure of £1.4 billion from £1.5 billion in 2017-18 to £0.1 billion in 2018-19.

The NLF's total gross assets decreased by £37.0 billion from £308.1 billion in 2017-18 to £271.1 billion in 2018-19. Total gross liabilities increased by £29.1 billion from £1,907.7 billion in 2017-18 to £1,936.8 billion in 2018-19. As a result, net liabilities increased by £66.1 billion from £1,599.6 billion in 2017-18 to £1,665.7 billion in 2018-19. Further details can be found in the Performance analysis.

Performance analysis

International Support

The UK has continued to support the International Monetary Fund (IMF) through the NLF in 2018-19 in line with our commitments as an IMF member. The UK has provided such support through its quota subscription and other lending to the Fund. The IMF's 14th General Quota Review, which involved a package of reforms of the Fund's governance and quota, became effective on 26 January 2016. As part of this reform package the UK's quota increased to SDR 20.2bn (£21.4bn). The UK's 2012 bilateral loan agreement (BLA) to the IMF worth SDR 9,178 million (£9,722 million) also became effective when the UK's quota was increased and the size of the UK's commitment under the New Arrangements to Borrow (NAB) was reduced by the amount of the BLA to SDR 9,479 million (£10,041 million). The 2012 BLA expired without being used at the end of 2016. The UK agreed to a third bilateral loan facility (2016 bilateral loan) to the IMF again worth SDR 9,178.0 (£9,722 million) in October 2016. The NLF's net exposure to the IMF of £4.9 billion at 31 March 2019 (2017-18: £4.1 billion) is described in note 9 and comprises the reserve tranche position of £4.1 billion (2017-18: £3.1 billion) and loans of £0.8 billion (2017-18: £1.0 billion). The IMF maintains precautionary balances of retained earnings to absorb any losses it may incur. As at 31 March 2019, any losses that may be incurred by the IMF on loans to its member countries are not expected to result in losses to the NLF.

The UK's 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 website[2]. 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 remote contingent liability and details can be found in the Consolidated Fund Account 2018-19. 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 2019, on an amortised cost basis, £377.7 billion (2017-18: £380.6 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 via HM Treasury from where it is paid to the CF as Extra Receipts. More information on the scheme can be found on the Bank of England's website[3].

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 subsequently extended to allow participants to borrow from the FLS until January 2018. 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. As at 31 March 2019, on an amortised cost basis, £23.2 billion (2017-18: £39.2 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[4].

Outturn for 2018-19

The total comprehensive net expenditure of the NLF decreased by £13.1 billion from £54.6 billion in 2017-18 to £41.5 billion in 2018-19 primarily due to an increase in Other income of £5.5 billion from £0.7 billion in 2017-18 to £6.2 billion in 2018-19 alongside a decrease in Financing costs of borrowing of £5.7 billion from £56.8billion in 2017-18 to £51.1 billion in 2018-19 and a decrease in Other expenditure of £1.4 billion from £1.5 billion in 2017-18 to £0.1 billion in 2018-19.

[2] https://www.gov.uk/government/publications/bilateral-loan-to-ireland
[3] https://www.bankofengland.co.uk/markets/quantitative-easing-and-the-asset-purchase-facility
[4] https://www.bankofengland.co.uk/markets/funding-for-lending-and-other-market-operations

The increase in Other income and decrease in Other expenditure are mainly due to a £3.3 billion increase in DMA's total comprehensive income, a gain of £3.8 billion in the current year compared to a gain of £0.5 billion in 2017-18 and a £3.2 billion change in EEA's total comprehensive income/expenditure, a gain of £1.9 billion in the current year compared to loss of £1.3 billion in 2017-18, while the decrease in Financing costs of borrowing was mainly as a result of £5.8 billion lower financing costs of gilts.

The total comprehensive net income from the DMA was £3.8 billion in 2018-19 and is reported against Other income in the Statement of Comprehensive Net Expenditure; this compares to net income of £0.5 billion in 2017-18. The £3.3 billion difference is primarily due to a change in the accounting treatment of gilts held by DMA following the implementation of IFRS 9. The total comprehensive net income from the EEA was £1.9 billion in 2018-19 (reported against Other income) compared to a net expenditure of £1.3 billion in 2017-18 (reported against Other expenditure). The £3.2 billion difference was largely due to £0.6 billion increase in net trading income and £1.0 billion increased fair value changes in gold as a result of a rise in the price of gold during 2018-19. Further information on the DMA and EEA can be found in their respective accounts which are published separately.

Excluding the profits and total comprehensive net income/expenditure of other entities, the NLF's total comprehensive net expenditure was £6.2 billion lower at £47.7 billion in 2018-19 compared to £53.9 billion in 2017-18, primarily as a result of lower financing costs of gilts:

	Note	**2018-19 £m**	2017-18 £m
Total comprehensive net expenditure		**41,479**	54,595
EEA total comprehensive net income / (expenditure)	5	**1,936**	(1,338)
DMA total comprehensive net income	5	**3,799**	473
Profits of the Bank of England Issue Department	5	**459**	196
		47,673	53,926

Assets

The NLF's total gross assets decreased by £37.0 billion from £308.1 billion in 2017-18 to £271.1 billion in 2018-19. This was primarily due to a decrease in other assets of £25.0 billion (consisting of a £26.4 billion decrease in the net assets of the DMA, a £1.9 billion increase in the net assets of EEA, and a £0.5 billion decrease in cash held by NS&I) and decreases in advances of £12.4 billion (consisting of a decrease in advance to the DMA of £25.0 billion, an increase in advance to the PWLB of £7.4 billion and an increase in advance to the EEA of £5.2 billion).

Liabilities

Total gross liabilities increased by £29.1 billion from £1,907.7 billion in 2017-18 to £1,936.8 billion in 2018-19. This is largely a result of gilt-edged stock increasing by £48.0 billion from £1,633.0 billion to £1,681.0 billion, and NS&I liabilities increasing by £10.9 billion from £156.7 billion in 2017-18 to £167.6 billion in 2018-19 (reflecting significant inflows from Premium bonds and Direct saver accounts), partly offset by Treasury Bill issuance for the Funding for Lending scheme decreasing by £16.0 billion from £39.2 billion to £23.2 billion and liabilities to other public sector decreasing by £13.1 billion from £61.0 billion to £47.9 billion.

Public Sector Net Debt

As a result of these changes, the net liabilities of the Fund increased by £66.1 billion from £1,599.6 billion in 2017-18 to £1,665.7 billion in 2018-19. 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 for use 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

Net financing requirement

The Debt management report which included the financing remit for 2019-20 was published by the Treasury with the Spring Statement in March 2019 and subsequently revised following publication of the 2019-20 Central Government Net Cash Requirement (CGNCR) Outturn: Revision to the DMO's Financing Remit 2019-20[5]. On the basis of a CGNCR forecast for 2019-20 of £23.7 billion (excluding NRAM plc, Bradford and Bingley and Network Rail), the revised Net Financing Requirement to be met by the DMO is £121.8 billion (following upward adjustments including £98.9 billion for gilt redemptions and planned financing for the reserves of £6.0 billion and downward adjustments including £11.0 billion for the net contribution from National Savings & Investments). The DMO will meet this requirement by gross gilt sales of £117.8 billion (gilts issued by the NLF) and a net contribution of £4.0 billion from net sale of Treasury Bills (through DMO).

PWLB

Following a review of the role of the Public Works Loan Commissioners, the Infrastructure Act 2015 introduced a provision to enable HM Government to abolish the PWLB using the Public Bodies Act 2011. In May 2016, a consultation was launched on the transfer of functions from the PWLB to another entity. The results of this consultation were published in November 2016, concluding that the PWLB should be abolished and its powers transferred to HM Treasury. The reforms only affect the governance arrangements and do not change any of the policy or operational aspects of lending to local authorities, the existing lending or loan repayment arrangements for borrowers or the arrangements with the NLF. The government is exploring the ways it can deliver the reform given the current constraints within the legislative process.

Section 4 (1) of the National Loans Act 1968 limits the aggregate amount that may be outstanding in respect of commitments entered into by the Public Works Loan Commissioners. Section 300 of the Finance Act 2014 came into force on 1 December 2017 and replaced the limits of £55 billion and £70 billion in Section 4(1) of the 1968 Act with new limits of £85 billion and £95 billion respectively. It also revoked the Local Loans (Increase of Limit) Order 2008.

Long-term expenditure trends

Since the function of the NLF is to account for government borrowing and lending, it has no long-term expenditure trends.

Tom Scholar
Accounting Officer
HM Treasury

9 July 2019

[5] https://www.dmo.gov.uk/media/15911/sa010519.pdf

Accountability Report

The accountability report contains a Corporate governance report and a Parliamentary accountability and audit report. The purpose of the Corporate governance report is to explain the composition and organisation of the National Loans Fund's governance structures and how they support the achievement of the National Loans Fund's objectives. It includes the Statement of Accounting Officer's responsibilities and the Governance statement. The Parliamentary accountability and audit report includes key Parliamentary accountability information on regularity of expenditure and remote contingent liabilities as well as the Certificate and Report of the Comptroller and Auditor General to the House of Commons.

Corporate governance report

Directors' report

Operationally, the NLF is part of HM Treasury and its staff are employees of HM Treasury. The NLF itself therefore has no employees of its own.

Directors' conflicts of interest

In 2018-19, no material conflicts of interest have been noted by the senior management overseeing the NLF.

Personal data related incidents

The NLF does not hold any protected personal data.

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;
- prepare the accounts on a going concern basis as defined in the Government Financial Reporting Manual; and
- confirm that the annual report and accounts as a whole is fair, balanced and understandable and take personal responsibility for the annual report and accounts and the judgments required for determining that it is fair, balanced and understandable.

The Treasury has appointed its Permanent Secretary, Tom Scholar, as Accounting Officer of the National Loans 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.

The Accounting Officer confirms that, as far as he is aware, there is no relevant audit information of which the NLF's auditors are unaware, and that he has taken all the steps that he ought to have taken as Accounting Officer to make himself aware of any relevant audit information and to establish that the NLF's auditors are aware of that information.

The Accounting Officer confirms that the annual report and accounts as a whole is fair, balanced and understandable and that he takes personal responsibility for the annual report and accounts and the judgments required for determining that it is fair, balanced and understandable.

Audit arrangements

The NLF accounts are audited by the Comptroller and Auditor General (C&AG) under the requirements of the National Loans Act 1968. The National Audit Office (NAO) bears the cost of all external audit work performed on the NLF. No non-audit work was undertaken by the NAO in relation to the NLF in 2018-19.

Governance Statement

1. Governance Framework

1.1 The National Loans Fund (NLF) is managed within the Treasury's overall risk and governance framework as set out in the Treasury's Annual Report and Accounts 2018-19. This includes the Treasury Board's assessment of its compliance with the *Corporate Governance Code for Central Government Departments*.

1.2 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 NLF.

1.3 As Accounting Officer for the NLF, I am personally responsible and accountable to Parliament for the organisation and quality of management of the NLF, 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 and Risk Committee

1.4 The Audit and Risk Committee (ARC) provides independent, objective and constructive challenge on the robustness of the control mechanisms in place and the evidence provided to deliver the assurance needed by the Board. It supports the Permanent Secretary and the other core department Accounting Officers in their responsibilities for managing risk, control and governance. The Committee may consider any issue relating to the running of the Treasury as well as any delivery or reputational risk. The ARC has oversight of the production of the Treasury Annual Report and Accounts, Central Funds (Consolidated Fund, National Loans Funds, Contingencies Fund and Exchange Equalisation Account) and Whole of Government Accounts.

1.5 Details on the overall risk and governance structure of HM Treasury can be found in the Governance Statement in the Treasury's Annual Report and Accounts.

1.6 The Permanent Secretary appoints members of the Committee for periods up to three years, extendable by one additional three-year period. The interim Chair of the Committee (Tim Score) reports directly to the Permanent Secretary and is also a non-executive member of the Treasury Board.

1.7 During the year, two members of the ARC have requested a suspension to their roles:

- On 4 September 2018 Richard Meddings was appointed as Executive Chairman of TSB pending the appointment of a new Chief Executive Officer of TSB. Given the significant commitment to that appointment and to avoid any possible perception of a conflict of interest Richard requested a suspension to his non-executive Treasury role, which was agreed for the duration of his appointment as Executive Chairman of TSB. Tim Score has been appointed as interim chair of the ARC during Richard's period of suspension.

- Peter Estlin requested a suspension to his ARC role from 1 July 2018 to 31 December 2019 following his nomination for Lord Mayor of the City of London for 2018-19.

1.8 The membership of the ARC at the 31 March 2019 was:

- Tim Score - Non-executive director and Chair of Audit Committee at Pearson PLC; Non-executive director Chair of Audit Committee and Chairman-Elect at the British Land Company PLC; Chair of the Audit Committee of the Football Association; Member of the Board of Trustees of Royal National Theatre; Chief Financial Officer of ARM Holdings PLC (2002 to 2015); Senior independent director, Chair of Audit and Interim Chairman at National Express Group (2005 to 2014); CFO of Rebus Group and William Baird PLC; Group Financial Controller at BTR Plc and LucasVarity PLC.

- Zarin Patel – Non-Executive Director of John Lewis Partnership Plc, Anglian Water Services Limited and is a member of their respective Audit and Risk Committees. She is also a Trustee of National Trust and chairs its Audit and Risk Committee. She was formerly the Chief Financial Officer at the BBC and a member of its Executive Board.

- Jacinda Humphry - Director of Government Finance Transformation – central finance function. Previously Finance Director – Department of Communities and Local Government (now Ministry of Housing, Communities and Local Government).

1.9 The ARC met five times during 2018-19. Pre-meeting discussions with the National Audit Office and Internal Auditors were held before each session. Attendance is outlined in the table below:

	Attendance
Tim Score (interim Chair)	4/5
Richard Meddings[6]	3/3
Peter Estlin[7]	3/3
Zarin Patel	5/5
Jacinda Humphry	3/5

1.10 The ARC 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.

1.11 In addition to the independent members, the appropriate Accounting Officers, HM Treasury's Group Director of Finance and the Treasury Accountant (or, in their absence, the Head of Exchequer Accounts) also attend ARC meetings. Members have the opportunity for a pre-committee discussion with the NAO, Group Head of Internal Audit for HM Treasury and Head of Exchequer Funds Internal Audit (EFIA).

1.12 The ARC challenged and approved the Internal Audit work programme throughout the year and followed up on management action to address audit recommendations.

1.13 Outside the planned ARC meetings individual members have shared their commercial and professional expertise with key officials across the Treasury.

1.14 The external auditor is the Comptroller and Auditor General and the NAO attend all ARC meetings on his behalf.

1.15 The ARC receives all NAO reports and a summary of EFIA reports relating to the NLF plus underlying reports on internal audits where issues are identified leading to Red or Amber assessments (one such report in 2018-19 and no such report in 2017-18).

Exchequer Funds Internal Audit (EFIA)

1.16 Internal Audit for the NLF is provided by EFIA which reports directly to both me and the Audit and Risk Committee on audit reporting matters.

1.17 For the NLF, an annual risk-based internal audit programme is agreed with the Treasury Accountant (or, in their absence, one of their managers) in advance of the ARC'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 NLF. The ARC reviews the work programme and is kept informed of progress and amendments.

Management of the National Loans Fund

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

[6] Requested suspension of duties from 4 September 2018 for duration of his appointment as Executive Chairman of TSB.
[7] Requested a suspension of duties from 1 July 2018 following his nomination for Lord Mayor of the City of London for 2018-19.

2. Risk management

Treasury Risk management and reporting to the Treasury's Boards

2.1 The department has a sound system in place to consider the risks faced by the Treasury, challenge the assumptions made about these risks and, where appropriate, offer advice on how best to mitigate risk.

2.2 The Operating Committee (OpCo) is a sub-committee of the Executive Management Board (EMB). Its role is to oversee the financial, planning, operational and risk management issues of the department. It also provides financial, commercial and business case approval. OpCo meets monthly and is chaired by the Second Permanent Secretary (Charles Roxburgh).

2.3 OpCo considers operational risks to the Treasury objectives. In addition, EMB has 3 other risk committees, the Economic Risk Group, the Fiscal Risk Group, and the Projects Risk Group. The Risk Groups contribute to the Treasury's risk management framework by identifying, tracking indicators, horizon-scanning, and assessing the likelihood, probable impact and potential mitigation of risks, enabling EMB and senior managers to take action where appropriate. The Economic and Fiscal Risk Groups are chaired by Director Strategy Planning and Budget and the Chief Economic Adviser respectively. The Project Risk Group is chaired by the department's Project Management Champion.

2.4 A risk management framework operates across the Treasury, including the NLF, ensuring the effective identification, assessment and management of operational risks, ensuring that they can be escalated as appropriate. On a quarterly basis, a risk summary for the NLF together with information on its governance arrangements is submitted to a central Treasury team. The risk summary looks at the likelihood, probable impact and potential mitigation of risks to delivery of objectives. The central Treasury team collate the various returns received and present their analysis to OpCo.

2.5 EFA also feeds a summary of key risks, including those operational risks identified through the process above, into a separate Quarterly Performance and Risks report return which is then discussed by EMB and the Treasury Board Sub-committee on a quarterly basis. This covers broader areas such as Cyber Risk across the entirety of EFA's operations. This enables EMB, Treasury Board Sub-committee and senior managers to take action where appropriate.

2.6 The interim Chair of the Audit and Risk Committee is invited to report concerns or issues to the Treasury Board (Sub-committee), and is a non-executive member of the Treasury Board.

National Loans Fund Risk management

2.7 EFA is managed within the Treasury's risk management framework as set out in the Treasury's Annual Report and Accounts. The Treasury Accountant and their managers have 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 NLF are discharged appropriately. They are 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.

2.8 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.

2.9 There are sufficient experienced staff in the EFA team with an appropriate range and breadth of knowledge to manage the NLF, covering absences as necessary and maintaining resilience. EFA management ensures that staff members working on the NLF 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.

3. The system of internal control

3.1 As Accounting Officer, I am responsible for maintaining a sound system of internal control that supports the achievement of the NLF'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.

3.2 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 NLF'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.

3.3 The system of internal control has been in place throughout the year ended 31 March 2019 and up to the date of approval of the financial statements, and accords with Treasury guidance. During the year, there were no significant changes to the control environment.

4. Risk profile

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

4.2 The key risks in managing the NLF 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 NAO Exchequer Section approves the regularity of NLF payments in advance and reconciles NLF transactions on a daily basis. This is not part of the internal control environment but provides additional assurance to Parliament as to the legality of payments made. There is also a clear and comprehensive audit trail in the IT system, to which the NAO Exchequer Section has real-time access. During 2018-19, EFA was the subject of an advanced penetration test of its core IT system and the processes surrounding it by an external party. A report has been received and EFA is working with third party vendors to review the recommendations made. Overall, although some weaknesses were identified the overall process and controls in place were effective in preventing a third-party attempt at fraud.

- **Incorrect accounting:** Application controls exist within the IT system used to manage financial transactions and account for receipts and payments on the NLF. 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 Treasury Accountant or one of their managers 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 NLF are also produced and reviewed by the Treasury Accountant or the Head of Exchequer Accounts, and are provided to me. The accounting for any unusual transactions is suitably considered.

- **Failure of IT systems:** The Nippon Telegraph and Telephone Corporation (NTT) data centre offers high levels of resilience with the data centre platform availability set to 99.9% and the network connectivity availability set to 99.99%. NTT has dual centres which provides a high level of resilience. As part of disaster recovery measures, there is an Active/Active configuration across the two data centres, which ensures a superior level of availability across both sites with near instant failover. 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 NAO 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.

- **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. Bi-annual 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. Regular meetings are held with DMO, Government Banking and HMRC management where service levels and incidents 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[8]. 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 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.

5. Review of effectiveness

5.1 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 NLF in 2018-19, 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 ARC, 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.

5.2 The ARC considered the 2018-19 accounts in draft and provided me with its views before I formally signed the accounts.

5.3 No significant internal control issues, including data related incidents, have been identified in 2018-19, and no significant new risks have been identified in the year. No ministerial directions have been given in 2018-19.

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

[8] Available at https://www.gov.uk/government/publications/security-policy-framework

Parliamentary accountability and audit report

Regularity of expenditure

The expenditure and income of the NLF were applied to the purposes intended by Parliament.

The borrowings, investments and lending of the NLF were applied to the purposes intended by Parliament.

The above statements have been audited.

Losses and special payments

Currency losses from transactions with the IMF are disclosed within the financial statements.

The above statement has been audited.

Fees and charges

The NLF does not have any fees or charges.

The above statement has been audited.

Remote contingent liabilities

The NLF has two contingent liabilities which fall outside the scope of IAS 37 as the possibility of an outflow of resources is remote. Disclosure of these liabilities is necessary however under Parliamentary reporting requirements.

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. The contingent liability was £72,067 million at 31 March 2019 (£71,943 million at 31 March 2018). No obligations crystallised or expired in 2018-19 (2017-18: none).

ii) The NLF 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 £32.3 million at 31 March 2019 (£30.2 million at 31 March 2018). This contingent liability would crystallise if holders of gilts requested amounts owed to them in excess of an amount for settlement retained by CRND. No obligations crystallised or expired in 2018-19 (2017-18: none).

The above statements have been audited.

Tom Scholar
Accounting Officer
HM Treasury

9 July 2019

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

Opinion on financial statements

I certify that I have audited the financial statements of the National Loans Fund for the year ended 31 March 2019 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, including the significant accounting policies. These financial statements have been prepared under the accounting policies set out within them. I have also audited the information in the Accountability Report that is described in that report as having been audited.

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 2019 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 regularity

In my opinion, in all material respects the income and expenditure 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.

Basis of opinions

I conducted my audit in accordance with International Standards on Auditing (ISAs) (UK) and Practice Note 10 'Audit of Financial Statements of Public Sector Entities in the United Kingdom'. My responsibilities under those standards are further described in the Auditor's responsibilities for the audit of the financial statements section of my certificate. Those standards require me and my staff to comply with the Financial Reporting Council's Revised Ethical Standard 2016. I am independent of the National Loans Fund in accordance with the ethical requirements that are relevant to my audit and the financial statements in the UK. My staff and I have fulfilled our other ethical responsibilities in accordance with these requirements. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Conclusions relating to going concern

I am required to conclude on the appropriateness of management's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the National Loans Fund's ability to continue as a going concern for a period of at least twelve months from the date of approval of the financial statements. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify my opinion. My conclusions are based on the audit evidence obtained up to the date of my auditor's report. However, future events or conditions may cause the entity to cease to continue as a going concern. I have nothing to report in these respects.

Responsibilities of the Accounting Officer for the financial statements

As explained more fully in the Statement of Accounting Officer's Responsibilities, the Accounting Officer is responsible for the preparation of the financial statements and for being satisfied that they give a true and fair view.

Auditor's responsibilities for the audit of the financial statements

My responsibility is to audit, certify and report on the financial statements in accordance with the National Loans Act 1968.

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. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

As part of an audit in accordance with ISAs (UK), I exercise professional judgment and maintain professional scepticism throughout the audit. I also:

- identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the National Loans Fund's internal control.
- evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.
- evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the consolidated financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

I communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

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

Other Information

The Accounting Officer is responsible for the other information. The other information comprises information included in the Performance Report and Accountability Report, other than the parts of the Accountability Report described in that report as having been audited, the financial statements and my auditor's report thereon. My opinion on the financial statements does not cover the other information and I do not express any form of assurance conclusion thereon. In connection with my audit of the financial statements, my responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or my knowledge obtained in the audit or otherwise appears to be materially misstated. If, based on the work I have performed, I conclude that there is a material misstatement of this other information, I am required to report that fact. I have nothing to report in this regard.

Opinion on other matters

In my opinion:

- the parts of the Accountability Report to be audited have been properly prepared in accordance with applicable law;
- in the light of the knowledge and understanding of the National Loans Fund and its environment obtained in the course of the audit, I have not identified any material misstatements in the Performance Report or the Accountability Report; and
- the information given in the Performance Report and Accountability Report 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 and the parts of the Accountability Report to be audited 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.

Gareth Davies
Comptroller and Auditor General

11 July 2019

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

Statement of Comprehensive Net Expenditure for the year ended 31 March 2019

	Note	**2018-19 £m**	2017-18 £m
Finance costs of borrowing	2	**51,053**	56,809
Income from lending operations	3	**(3,334)**	(3,294)
(Gains) / losses on foreign exchange transactions	4	**(89)**	245
Other expenditure	5	**66**	1,507
Other income	5	**(6,217)**	(672)
Total comprehensive net expenditure		**41,479**	54,595

The notes on pages 22 to 41 form part of this Account.

Statement of Financial Position as at 31 March 2019

	Note	**At 31 March 2019 £m**	At 31 March 2018 £m
Assets			
Advances	6	**162,508**	174,903
Loans	7	**3,343**	3,156
Other assets	8	**83,186**	108,155
IMF Quota Subscription & Lending	9	**22,112**	21,883
Total assets		**271,149**	308,097
Liabilities			
Gilt-edged stock	10	**1,680,955**	1,633,022
National Savings and Investments products	11	**167,570**	156,738
Other debt:			
FLS Treasury Bills	12	**23,165**	39,150
Other	12	**47,899**	60,965
Liabilities to the IMF	9	**17,211**	17,782
Total liabilities		**1,936,800**	1,907,657
Net liabilities		**1,665,651**	1,599,560
Liability of the Consolidated Fund to the National Loans Fund		**1,665,651**	1,599,560

The notes on pages 22 to 41 form part of this Account.

Tom Scholar
Accounting Officer
HM Treasury

9 July 2019

Statement of Cash Flows for the year ended 31 March 2019

	2018-19 **£m**	2017-18 £m
Cash flows from operating activities		
Interest received	**3,300**	3,045
Other receipts	**415**	30
Interest paid	**(43,884)**	(45,253)
Other inflows / (outflows)	**204**	(1,498)
Transfer from the Consolidated Fund for the cost of debt servicing	**39,965**	43,676
Net cash flow from operating activities	**-**	-
Cash flows from investing activities		
Net decrease in advance to the Debt Management Account	**25,000**	45,000
Net increase in advance to the Public Works Loan Board	**(7,419)**	(3,510)
Net decrease / (increase) in loans	**128**	(149)
Net increase in advance to the Exchange Equalisation Account	**(5,150)**	(6,300)
Net cash inflow from investing activities	**12,559**	35,041
Cash flows from financing activities		
Net issuance of government stock	**42,135**	20,261
Net redemption of Treasury Bills for Funding for Lending	**(15,977)**	(35,908)
Net receipt of cash from National Savings	**9,930**	7,519
Net (decrease) / increase in other sterling borrowing	**(13,074)**	16,083
Net transfers of IMF non-interest bearing securities	**(1,232)**	2,276
Net Foreign currency borrowing	**-**	(344)
Net transfers to the Consolidated Fund	**(34,341)**	(44,928)
Net cash outflow from financing activities	**(12,559)**	(35,041)
Net change in cash and cash equivalents	**-**	-
Cash and cash equivalents at beginning and end of year	**-**	-

The notes on pages 22 to 41 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 2019

	2018-19 **£m**	2017-18 £m
Liability of the Consolidated Fund to the National Loans Fund at 1 April	**1,599,560**	1,543,713
*Adjustment for removal of DMA revaluation reserve due to introduction of IFRS 9**	***30,236***	-
Liability of the Consolidated Fund to the National Loans Fund at 1 April adjusted	**1,629,796**	1,543,713
Net cash paid to the Consolidated Fund	**34,341**	44,928
Payment from the Consolidated Fund for the cost of debt servicing during the year	**(39,965)**	(43,676)
Total comprehensive net expenditure	**41,479**	54,595
Liability of the Consolidated Fund to the National Loans Fund at 31 March	**1,665,651**	1,599,560

* Further information on this adjustment can be seen in Note 10 of the DMA Accounts which are published separately

The notes on pages 22 to 41 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 NLF 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 NLF.

ii New accounting standards and applicable accounting standards and interpretations issued but not yet adopted

The accounting policies are consistent with the prior financial year with the exception of IFRS 9 adoption. IFRS 9: *Financial Instruments* replaces IAS 39 *Financial Instruments: Recognition and Measurement* and was adopted by the NLF on 1 April 2018, with no retrospective application or restatement of the comparative period.

IFRS 9 introduced new requirements for classification and measurement after initial recognition determined by the entity's business model and the characteristics of contractual cash flows. It has been determined that all NLF assets except for those arising from the net assets of the EEA and the DMA, which are accounted for as explained in accounting policy ix, meet the definition of financial assets held to collect contractual cashflows and further that all those cashflows meet the definition of solely payment of principal and interest. Therefore, all assets are subsequently measured at amortised cost. Similarly, the liabilities of the NLF are not held for trading and are therefore also subsequently measured at amortised cost using the effective interest rate method in accordance with IFRS 9.

Given the above, the timing, recognition and measurement basis of balances in the accounts has not changed as a result of the adoption of IFRS 9.

There are no accounting standards in issue or revised but not yet effective that would impact on the NLF.

iii Basis of presentation

The NLF 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 in order of 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 the NLF’s liabilities is expected to be mainly met through future tax revenue receipts. There is no reason to believe that tax revenues will not be forthcoming and therefore, in accordance with the Government Financial Reporting Manual, it has been concluded as appropriate to adopt the going concern basis of preparation for the NLF Accounts.

iv 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.

v 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 the EEA and not the NLF.

vi 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 ix. In accordance with IFRS 9 all financial assets and liabilities are initially recognised at fair value.

The NLF's financial assets are all designated as debt instruments at amortised cost as defined in IFRS 9. The classification is based on both the entity's business model for managing the financial assets (determined as held to collect contractual cashflows) and the contractual cash flow characteristics of the financial assets (being solely payment of principal and interest). Subsequent measurement is therefore at amortised cost using the effective interest rate method.

The NLF's financial liabilities are not held for trading and are therefore also subsequently measured at amortised cost using the effective interest rate method in accordance with IFRS 9. 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.

As required by IFRS 7 *Financial Instruments: Disclosures*, 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

Per IFRS 9, impairment of financial assets held at amortised cost is based on an expected credit loss (ECL) model. This requires impairment to be based on the deterioration of credit risk since initial recognition. If the credit risk has not increased significantly (Stage 1), IFRS 9 requires allowances based on 12 month expected losses. If the credit risk has increased significantly (Stage 2) and if the loan is 'credit impaired' (Stage 3), the standard requires allowances based on lifetime expected losses.

The FReM includes an exemption from recognising stage 1 and stage 2 losses on balances with other Government Exchequer Funds or Government Departments and also on assets held by Government Exchequer Funds (which includes the NLF) where repayment is ensured by primary legislation.

For all assets not covered by the above exemptions, Exchequer Funds and Accounts (EFA) assesses at the end of each reporting period whether there is any objective evidence of a deterioration of credit risk since initial recognition in accordance with IFRS 9. This will include consideration of any 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.

vii 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 movement in the SDR to sterling exchange rate.

viii Administration expenditure

These financial statements reflect 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 accounted for through their respective accounts.

ix 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 DMA 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, having been derived from initial NLF financing, the EEA's net assets 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). These NLF assets and net income or expenditure are the result of activity in the EEA and DMA during the year and the various accounting policies applied by them to that activity.

x Critical accounting judgements and key sources of estimation uncertainty

The NLF's accounting policy for impairment losses arising on financial assets is described in vi 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 iv, 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 foreign currency exchange rates.

2 Finance costs of borrowing

	2018-19 £m	2017-18 £m
Gilt-edged stock	**48,128**	53,922
National Savings and Investments products	**2,448**	2,487
Treasury Bills (Funding for Lending)	**193**	268
Other finance costs	**284**	132
Total finance costs of borrowing	**51,053**	56,809

3 Income from lending operations

	2018-19 £m	2017-18 £m
Interest on loans advanced by the National Loans Fund to:		
Public corporations	**42**	44
Central government bodies	**74**	72
	116	116
Interest on loans by the Public Works Loan Board financed by National Loans Fund advances	**2,900**	2,848
Interest on funding advanced to the Debt Management Account	**318**	330
Total income from lending operations	**3,334**	3,294

4 Gains and losses on foreign exchange transactions

	Note	**2018-19 £m**	2017-18 £m
Gain on foreign currency borrowing		**-**	(5)
(Gain) / loss on Reserve Tranche Position at the IMF	9	**(57)**	185
(Gain) / loss on lending to the IMF	9	**(32)**	65
Net (gain) / loss on foreign currency transactions		**(89)**	245

5 Other income and expenditure

	2018-19 £m	2017-18 £m
Other expenditure		
EEA total comprehensive net expenditure [1]	**-**	1,338
Expenditure in respect of depreciation of Issue Department Assets [2]	**62**	166
Miscellaneous expenditure	**4**	3
Total: Other expenditure	**66**	1,507
Other income		
EEA total comprehensive net income [1]	**(1,936)**	-
DMA total comprehensive net income	**(3,799)**	(473)
Profits of the Bank of England Issue Department [2]	**(459)**	(196)
Income in respect of appreciation of Issue Department Assets [2]	**(18)**	-
Miscellaneous receipts	**(5)**	(3)
Total: Other income	**(6,217)**	(672)
Net total	**(6,151)**	835

[1] The EEA made a profit of £1,936 million (2017-18: £1,338 million loss). Of the £1,936 million net income from the EEA, £41 million (2017-18: £27 million) relates to interest income from the IMF Reserve Tranche Position and bilateral loans to the IMF in line with accounting policy v.

[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 notes in issue, the Issue Department sells investments to the value of the surplus and pays the proceeds to the NLF.

6 Advances

	Public Works Loan Board		Debt Management Account		Exchange Equalisation Account		Total	
	£m	£m	**£m**	£m	**£m**	£m	**£m**	£m
	2018-19	2017-18	**2018-19**	2017-18	**2018-19**	2017-18	**2018-19**	2017-18
Principal outstanding at 1 April	**70,112**	66,602	**48,000**	93,000	**55,997**	49,697	**174,109**	209,299
Advances	**9,131**	5,162	**55,000**	75,000	**7,400**	9,500	**71,531**	89,662
Advances repaid	**(1,712)**	(1,652)	**(80,000)**	(120,000)	**(2,250)**	(3,200)	**(83,962)**	(124,852)
Principal outstanding at 31 March	**77,531**	70,112	**23,000**	48,000	**61,147**	55,997	**161,678**	174,109
Accrued interest	**806**	764	**24**	30	**-**	-	**830**	794
Total advances outstanding	**78,337**	70,876	**23,024**	48,030	**61,147**	55,997	**162,508**	174,903

7 Loans and commitments to lend

Loans			**2018-19**			2017-18
	Public Corporations	**Central Government**	**Total**	Public Corporations	Central Government	Total
	£m	**£m**	**£m**	£m	£m	£m
Principal outstanding at 1 April	**655**	**2,481**	**3,136**	684	2,153	2,837
Loans advanced	**351**	**382**	**733**	306	484	790
Loans repaid	**(382)**	**(162)**	**(544)**	(335)	(156)	(491)
Principal outstanding at 31 March	**624**	**2,701**	**3,325**	655	2,481	3,136
Accrued interest	**7**	**11**	**18**	9	11	20
Total loans outstanding	**631**	**2,712**	**3,343**	664	2,492	3,156

Commitments to lend			**At 31 March 2019**			At 31 March 2018
	Public Corporations	**Central Government**	**Total**	Public Corporations	Central Government	Total
	£m	**£m**	**£m**	£m	£m	£m
Undrawn commitments to lend	**6**	**-**	**6**	6	-	6

Commitments to lend are agreements to lend to a customer in the future subject to certain conditions. Such commitments are made either for a fixed period or have no specific maturity but are cancellable by the lender. The NLF does not have any loans or commitments to lend to 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 2019 £m	At 31 March 2018 £m
Exchange Equalisation Account net assets	**33,655**	31,719
Debt Management Account net assets	**48,380**	74,817
Cash held by National Savings and Investments	**1,095**	1,566
Sterling balances at Bank of England advanced to IMF	**56**	53
Total other assets	**83,186**	108,155

9 IMF Reserve Tranche Position and Lending to the IMF

The United Kingdom's relationship with the International Monetary Fund (IMF) is accounted for in the NLF and the EEA. The UK's quota subscription to the IMF, 20,155 million Special Drawing Rights (SDRs) - equivalent to £21,350 million[9] at 31 March 2019 (£20,836 million at 31 March 2018) - 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 £16,939 million at 31 March 2019 (£18,171 million at 31 March 2018). NIBS represent a liability of the NLF to the IMF. There is a remaining small liability of £56 million (£53 million at 31 March 2018) against which an equal amount of sterling cash is made available in an account at the Bank of England for drawdown by 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 2019 was £216 million loss (£442 million gain at 31 March 2018). The table below sets out the composition of the RTP and the make-up of changes over the year.

[9] The GBP/SDR exchange rate at 31 March 2019 was 0.94403 (31 March 2018: 0.967313)

NLF Assets and Liabilities: Composition of the Reserve Tranche Position and Lending[10] to the IMF

	Asset	Liabilities				Reserve Tranche Position
	IMF Quota Subscription	Non-interest-bearing securities	Other quota liability	Valuation adjustment	Total liabilities	
	£m	£m	£m	£m	£m	£m
Balances at 31 March 2018	20,836	(18,171)	(53)	442	(17,782)	3,054
Exchange rate gains for the year on the Quota subscription	514				-	514
Change in year-end valuation adjustment				(658)	(658)	(658)
Change in loan notes as a result of the valuation settlement		201			201	201
Change in cash on No 1 account			(3)		(3)	(3)
Cash subscribed to the IMF	-				-	-
Net decrease in loan notes		1,031			1,031	1,031
Balances at 31 March 2019	**21,350**	**(16,939)**	**(56)**	**(216)**	**(17,211)**	**4,139**

Lending to the IMF	**£m**
Lending as at 31 March 2018	1,047
Loans advanced in 2018-19	-
Loans repaid in 2018-19	(317)
Gain on foreign exchange	32
Lending as at 31 March 2019	**762**
IMF Quota Subscription and Lending	**22,112**

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 non-interest-bearing securities (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.

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

Separately, the EEA also holds the UK's allocation of SDRs (SDR 10,134 million at 31 March 2019) as a liability to the IMF and retains an asset in the form of the UK's holdings of SDRs (SDR 9,752 million at 31 March 2019).

During 2018-19 a net payment was made from quota of £1,031 million to the IMF in support of funding programmes (a net deposit from the IMF of £778 million was made in 2017-18).

During 2009-10 the UK agreed to provide a bilateral loan facility (2009 bilateral loans) to the IMF for an amount up to the equivalent of SDR 9,920 million (£10,508 million at the 31 March 2019 exchange rate). In March 2011, all outstanding claims under the 2009 bilateral loan agreement were folded into the New Arrangements to Borrow (NAB) (see below). The total drawn loans represent a claim on the IMF and are therefore an asset of the NLF and 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 v.

In April 2012, a G20-led agreement to a temporary increase in IMF resources was reached. As part of this, the UK agreed to provide a new bilateral loan facility (2012 bilateral loans) worth SDR 9,178 million (£9,722 million). This loan facility expired without being used in October 2016.

The UK agreed to a third bilateral loan to the IMF, again worth SDR 9,178 million (£9,722 million), in October 2016 (2016 bilateral loans). The 2016 bilateral loan facility has not been used yet.

On 1 April 2011 IMF members agreed to the first activation of the expanded New Arrangements to Borrow (NAB), the IMF's main backstop over and above quota resources. The UK's commitment to the expanded NAB is SDR 18,657 million (£19,763 million at the 31 March 2019 exchange rate). The new NAB however can only be used to finance drawings under IMF commitments approved during its activation periods. Most recently, the NAB was re-activated during 2015-16 for further six month periods on 1 April and 1 October 2015. The expanded NAB was reduced and deactivated in February 2016 when the Fourteenth General Review of Quotas (GRQ – see below) was implemented. Accordingly, the UK's NAB commitment was reduced to SDR 9,479 million (£10,041 million).

On 26 January 2016, the IMF's Fourteenth GRQ, agreed in November 2010, took effect. As a result, the UK's quota subscription increased from SDR 10,739 million to SDR 20,155 million, an increase of SDR 9,416 million. Related transactions were completed on 23 February 2016, as approved by Parliament in July 2011.

UK's total commitment to the IMF

	At 31 March 2019			At 31 March 2018		
	Total commitment	**Total drawn**	**Total undrawn**	Total commitment	Total drawn	Total undrawn
Quota (SDRm)	**20,155**	**3,906**	**16,249**	20,155	2,953	17,202
Loans (SDRm)	**18,657**	**720**	**17,937**	18,657	1,013	17,644
Total (SDRm)	**38,812**	**4,626**	**34,186**	38,812	3,966	34,846
Quota (£m)	**21,350**	**4,139**	**17,211**	20,836	3,054	17,782
Loans (£m)	**19,763**	**762**	**19,001**	19,287	1,047	18,240
Total (£m)	**41,113**	**4,901**	**36,212**	40,123	4,101	36,022

Changes to the UK's quota subscription and loans to the IMF are subject to Parliamentary-approved limits.

10 Gilt-edged stock

	Conventional £m	Index-Linked £m	Total £m
At 31 March 2018	1,178,529	454,493	1,633,022
Receipts from gilt issuance	77,245	21,372	98,617
Payments for gilt redemption	(71,209)	-	(71,209)
Net issuance of DMA gilts	14,727	-	14,727
Amortisation of premiums and discounts	(3,233)	(2,243)	(5,476)
Change in accrued interest	275	10,999	11,274
At 31 March 2019	**1,196,334**	**484,621**	**1,680,955**

The NLF issues gilts directly to the DMA for use by the Debt Management Office in its money market activities managing the Exchequer's daily cash requirement. These gilts do not contribute directly to Exchequer financing. All other gilts are sold into the primary gilt market to meet government financing needs.

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 2019 £m	At 31 March 2018 £m
Debt Management Account (DMA)	**121,166**	112,592
Bank of England (for quantitative easing)	**377,734**	380,619
Other investors	**1,182,055**	1,139,811
Total gilt-edged stock	**1,680,955**	1,633,022

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 £35 million (2017-18: £34 million).

11 National Savings and Investments (NS&I) products

	2018-19 £m	2017-18 £m
Principal outstanding at 1 April	**155,999**	146,229
Cash repayments from the National Loans Fund	**(26,916)**	(33,845)
Principal cash received in the National Loans Fund	**36,846**	41,364
Capitalised interest and other returns to savers	**1,496**	1,586
Change in cash holdings for principal	**(478)**	665
Principal outstanding at 31 March	**166,947**	155,999
Accrued interest and other returns to savers	**623**	739
Total principal and accrued interest outstanding	**167,570**	156,738

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[11].

[11] http://nsandi-corporate.com/about-nsi/our-performance/our-annual-report-and-accounts/

12 Other debt

	At 31 March 2019 £m	At 31 March 2018 £m
FLS Treasury Bills	**23,165**	39,150
Other:		
Debt Management Account	**16,546**	27,616
Bank of England Issue Department	**370**	370
Balances from government accounts at the Government Banking Service	**22,946**	23,615
Deposits from public sector bodies	**7,409**	8,193
Other	**628**	1,171
	47,899	60,965
Total other debt payable	**71,064**	100,115

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 Performance report.

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 Government Banking. 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. From 23 Nov 2017, the CTD scheme has been closed for new purchases, but existing certificates will continue to be honoured until 23 November 2023.

At 31 March 2019, there was no foreign currency debt outstanding in the NLF.

13 Reconciliation of liabilities arising from financing activities

	Liability at 31 Mar 2018	Interest paid (cashflow from operating activities)	Cashflow from financing activities	Finance costs of borrowing (Note 2)	Exchange rate gains (Note 9)	Movement in cash held by third parties on behalf of the NLF	Liability at 31 Mar 2019
	£m	£m	£m	£m	£m	£m	£m
Gilt-edged stock	1,633,022	(42,330)	42,135	48,128	-	-	**1,680,955**
National Savings and Investments products	156,738	(1,077)	9,930	2,448	-	(469)	**167,570**
Other debt:							
FLS Treasury Bills	39,150	(201)	(15,977)	193	-	-	**23,165**
Other	60,965	(276)	(13,074)	284	-	-	**47,899**
Liabilities to the IMF	17,782	-	(1,232)	-	658	3	**17,211**
Total	**1,907,657**	**(43,884)**	**21,782**	**51,053**	**658**	**(466)**	**1,936,800**

14 Fair Values

Carrying Value and Fair Value of NLF assets and liabilities

	At 31 March 2019		At 31 March 2018	
	Carrying Value	**Fair Value**	Carrying Value	Fair Value
Assets	**£m**	**£m**	£m	£m
Advances:				
Public Works Loan Board	**77,531**	**113,580**	70,112	102,249
Debt Management Account	**23,000**	**23,000**	48,000	48,000
Exchange Equalisation Account	**61,147**	**61,147**	55,997	55,997
Accrued interest	**830**	**830**	794	794
Loans:				
Principal	**3,325**	**3,844**	3,136	3,636
Accrued interest	**18**	**18**	20	20
Other assets	**83,186**	**83,186**	108,155	108,155
IMF quota subscription & lending	**22,112**	**22,112**	21,883	21,883
Total assets	**271,149**	**307,717**	308,097	340,734
Liabilities				
Gilts	**1,680,955**	**2,168,070**	1,633,022	2,077,136
National Savings & Investments:				
Principal	**166,947**	**167,507**	155,999	156,496
Accrued interest	**623**	**645**	739	747
IMF liabilities	**17,211**	**17,211**	17,782	17,782
Other debt:				
Treasury Bills (Funding for Lending)	**23,165**	**23,172**	39,150	39,165
Debt Management Account	**16,546**	**16,546**	27,616	27,616
Issue Department of Bank of England	**370**	**370**	370	370
Government balances	**22,946**	**22,946**	23,615	23,615
Deposits from public sector bodies	**7,409**	**7,409**	8,193	8,193
Other	**628**	**628**	1,171	1,171
Total liabilities	**1,936,800**	**2,424,504**	1,907,657	2,352,291

The NLF's assets are classified as financial assets except for the net assets of the EEA (£33,655 million, 2017-18: £31,719 million) and DMA (£48,380 million, 2017-18: £74,817 million), reported in Other Assets (note 8). The carrying value of financial assets is £189,114 million (2017-18: £201,561 million) and their fair value is £225,682 million (2017-18: £234,198 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. They will generally be redeemed at their book values so any difference between their fair value and book value will not normally be realised in the NLF accounts.

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.

			At 31 March 2019			At 31 March 2018
	Current	**Non-current**	**Total**	Current	Non-current	Total
	£m	**£m**	**£m**	£m	£m	£m
Assets						
Advances	**3,032**	**159,476**	**162,508**	2,653	172,250	174,903
Loans	**253**	**3,090**	**3,343**	244	2,912	3,156
Other assets	**1,150**	**82,036**	**83,186**	1,620	106,535	108,155
IMF quota subscription (SDR) & lending	**-**	**22,112**	**22,112**	-	21,883	21,883
Total assets	**4,435**	**266,714**	**271,149**	4,517	303,580	308,097
Liabilities						
Gilts						
Conventional	**106,589**	**1,089,745**	**1,196,334**	78,777	1,099,752	1,178,529
Index-linked	**10,396**	**474,225**	**484,621**	1,033	453,460	454,493
Gilt-edged stock	**116,985**	**1,563,970**	**1,680,955**	79,810	1,553,212	1,633,022
National Savings and Investments	**167,570**	**-**	**167,570**	156,738	-	156,738
IMF liabilities	**-**	**17,211**	**17,211**	-	17,782	17,782
Treasury Bills for FLS	**23,165**	**-**	**23,165**	39,150	-	39,150
Other debt payable	**47,899**	**-**	**47,899**	60,765	200	60,965
Total liabilities	**355,619**	**1,581,181**	**1,936,800**	336,463	1,571,194	1,907,657

All National Savings and Investments products are payable on demand and therefore classified as current liabilities.

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

	At 31 March 2019			At 31 March 2018		
	Current	**Non-current**	**Total**	Current	Non-current	Total
	£m	**£m**	**£m**	£m	£m	£m
Assets						
Balances with:						
Other central government bodies	**4,314**	**244,036**	**248,350**	4,393	281,104	285,497
Public corporations and trading funds	**121**	**566**	**687**	124	593	717
Total intra government balances	**4,435**	**244,602**	**249,037**	4,517	281,697	286,214
Balances with bodies external to government	**-**	**22,112**	**22,112**	-	21,883	21,883
Total assets	**4,435**	**266,714**	**271,149**	4,517	303,580	308,097
Liabilities						
Balances with:						
Other central government bodies	**72,778**	**111,635**	**184,413**	98,208	107,181	205,389
NHS Trusts	**5,763**	**-**	**5,763**	4,745	-	4,745
Public corporations and trading funds	**38,107**	**352,359**	**390,466**	25,454	365,038	390,492
Total intra government balances	**116,648**	**463,994**	**580,642**	128,407	472,219	600,626
Balances with bodies external to government	**238,971**	**1,117,187**	**1,356,158**	208,056	1,098,975	1,307,031
Total liabilities	**355,619**	**1,581,181**	**1,936,800**	336,463	1,571,194	1,907,657

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, certificates of tax deposit, Treasury Bills issued to the DMA for the Funding for Lending scheme, deposits from other public sector accounts and liabilities to the IMF. There is a wide spread of maturities.

NLF assets include advances to the DMA, PWLB and EEA, loans to UK public bodies, net assets of the DMA and EEA, NS&I product-related cash holdings and the UK's gross Quota Subscription and lending to the IMF, denominated in SDRs.

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 2019

	Up to 1 month/ repayable on demand £m	1-12 months £m	1-5 years £m	Over 5 years £m	Zero-rated £m	Total carrying value £m	Fixed rate £m	Floating rate £m
Assets								
Advances	23,502	2,095	8,367	66,557	61,987	**162,508**	76,948	23,573
Loans	-	233	931	2,160	19	**3,343**	3,324	-
Other assets	-	-	-	-	83,186	**83,186**	-	-
IMF quota subscription	-	-	-	-	21,350	**21,350**	-	-
IMF loans	-	-	-	-	762	**762**	-	-
Total	**23,502**	**2,328**	**9,298**	**68,717**	**167,304**	**271,149**	**80,272**	**23,573**
Liabilities								
Gilts								
Conventional	-	99,210	299,460	790,285	7,379	**1,196,334**	1,188,955	-
Index-linked	483,573	-	-	-	1,048	**484,621**	-	483,573
Gilt-edged stock	483,573	99,210	299,460	790,285	8,427	**1,680,955**	1,188,955	483,573
National Savings and Investments	143,199	5,656	18,021	-	694	**167,570**	24,329	142,547
IMF liabilities	-	-	-	-	17,211	**17,211**	-	-
Treasury Bills for FLS	7,213	15,952	-	-	-	**23,165**	23,165	-
Other debt payable	26,125	5,968	-	-	15,806	**47,899**	7,397	24,696
Total	**660,110**	**126,786**	**317,481**	**790,285**	**42,138**	**1,936,800**	**1,243,846**	**650,816**
Period gap	**636,608**	**124,458**	**308,183**	**721,568**	**(125,166)**	**1,665,651**		
Cumulative gap	**636,608**	**761,066**	**1,069,249**	**1,790,817**	**1,665,651**			

Interest rate and inflation risk analysis as at 31 March 2018

	Up to 1 month/ repayable on demand £m	1-12 months £m	1-5 years £m	Over 5 years £m	Zero-rated £m	**Total carrying value £m**	Fixed rate £m	Floating rate £m
Assets								
Advances	48,394	2,027	7,658	60,023	56,801	**174,903**	69,496	48,606
Loans	30	193	768	2,145	20	**3,156**	3,136	-
Other assets	-	-	-	-	108,155	**108,155**	-	-
IMF quota subscription	-	-	-	-	20,836	**20,836**	-	-
IMF loans	-	-	-	-	1,047	**1,047**	-	-
Total	**48,424**	**2,220**	**8,426**	**62,168**	**186,859**	**308,097**	**72,632**	**48,606**
Liabilities								
Gilts								
Conventional	-	71,673	340,171	759,582	7,103	**1,178,529**	1,171,426	-
Index-linked	453,475				1,018	**454,493**		453,475
Gilt-edged stock	453,475	71,673	340,171	759,582	8,121	**1,633,022**	1,171,426	453,475
National Savings and Investments	133,709	6,767	15,439	-	823	**156,738**	23,558	132,357
IMF liabilities	-	-	-	-	17,782	**17,782**	-	-
Treasury Bills for FLS	5,380	33,770	-	-	-	**39,150**	39,150	-
Other debt payable	36,768	6,501	200	-	17,496	**60,965**	8,185	35,284
Total	**629,332**	**118,711**	**355,810**	**759,582**	**44,222**	**1,907,657**	**1,242,319**	**621,116**
Period gap	**580,908**	**116,491**	**347,384**	**697,414**	**(142,637)**	**1,599,560**		
Cumulative gap	**580,908**	**697,399**	**1,044,783**	**1,742,197**	**1,599,560**			

Foreign currency risk

The NLF is exposed to foreign exchange risk through transactions with the IMF as the reserve tranche position (quota subscription less UK liability) and lending to the IMF are denominated in SDRs (note 9). In addition to the risk of unrealised revaluations of the assets and liability, foreign exchange gains and losses are realised as the NLF transacts with the IMF on the UK liability and loans. As it is not possible to predict the size and timing of these transactions with any certainty it has not been deemed cost-effective to attempt to mitigate this risk through hedging arrangements.

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 rates. 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 percent 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 UK interest rates and the UK Retail Prices Index and if the SDR to sterling exchange rate was to strengthen.

	2018-19 Statement of Comprehensive Net Expenditure	2017-18 Statement of Comprehensive Net Expenditure
	£m	£m
UK interest rates + 100bp expense	**1,437**	1,190
UK Retail Prices Index + 100bp expense	**4,836**	4,535
SDR exchange rate + 10% income	**(490)**	(410)

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 rates was 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 2019 matures in 2071. 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 the NLF's liabilities is expected to be mainly met through future tax revenue receipts. There is no reason to believe that tax revenues will not be forthcoming and therefore, in accordance with the Government Financial Reporting Manual, it has been concluded as appropriate to adopt the going concern basis of preparation for the NLF Accounts. 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 2019. Because of the many coupon payments to be made for longer dated gilts the table below reports coupon cash flows of £621,107 million (£630,833 million at 31 March 2018) whereas the gilts liability in the Statement of Financial Position contains coupon accruals to the end of the reporting period of £8,446 million (£8,137 million at 31 March 2018).

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 2019

	0-12 months	**1-2 years**	**2-5 years**	**Over 5 years**	**Undated**	**Total**
Liabilities	**£m**	**£m**	**£m**	**£m**	**£m**	**£m**
Conventional Gilts:						
Principal	**98,943**	**90,237**	**207,198**	**758,430**	**-**	**1,154,808**
Coupons	**36,967**	**33,716**	**85,248**	**413,208**	**-**	**569,139**
Index-Linked Gilts:						
Principal	**9,273**	**22,338**	**39,471**	**366,229**	**-**	**437,311**
Coupons	**3,888**	**3,597**	**9,547**	**34,936**	**-**	**51,968**
Total Gilts	**149,071**	**149,888**	**341,464**	**1,572,803**	**-**	**2,213,226**
National Savings and Investments	**167,497**	**-**	**-**	**-**	**73**	**167,570**
IMF	**17,211**	**-**	**-**	**-**	**-**	**17,211**
Treasury Bills For FLS	**23,240**	**-**	**-**	**-**	**-**	**23,240**
Temporary Deposits	**7,221**	**-**	**-**	**-**	**-**	**7,221**
Other debt payable	**40,692**	**-**	**-**	**-**	**-**	**40,692**
	404,932	**149,888**	**341,464**	**1,572,803**	**73**	**2,469,160**

The cash flow analysis after five years is:

	5-10 years	**10-20 years**	**20-30 years**	**30-40 years**	**Over 40 years**	**Total**
	£m	**£m**	**£m**	**£m**	**£m**	**£m**
Conventional Gilts:						
Principal	**233,723**	**176,811**	**184,820**	**88,603**	**74,473**	**758,430**
Coupons	**115,805**	**161,552**	**85,041**	**37,731**	**13,079**	**413,208**
Index-Linked Gilts:						
Principal	**76,962**	**89,454**	**98,508**	**64,161**	**37,144**	**366,229**
Coupons	**11,916**	**13,998**	**6,085**	**2,539**	**398**	**34,936**
	438,406	**441,815**	**374,454**	**193,034**	**125,094**	**1,572,803**

At 31 March 2018

	0-12 months	1-2 years	2-5 years	Over 5 years	Undated	Total
Liabilities	£m	£m	£m	£m	£m	£m
Conventional Gilts:						
Principal	71,194	98,553	237,285	728,917	-	1,135,949
Coupons	38,164	35,453	87,821	415,398	-	576,836
Index-Linked Gilts:						
Principal	-	9,043	42,773	359,520	-	411,336
Coupons	3,762	3,762	9,899	36,574	-	53,997
Total Gilts	113,120	146,811	377,778	1,540,409	-	2,178,118
National Savings and Investments	156,653	-	-	-	84	156,737
IMF	17,783	-	-	-	-	17,783

Treasury Bills For FLS	39,229	-	-	-	-	39,229
Temporary Deposits	8,002	-	-	-	-	8,002
Other debt payable	52,776	202	-	-	-	52,978
	387,563	147,013	377,778	1,540,409	84	2,452,847

The cash flow analysis after five years is:

	5-10 years	10-20 years	20-30 years	30-40 years	Over 40 years	Total
	£m	£m	£m	£m	£m	£m
Conventional Gilts:						
Principal	218,784	164,604	201,686	81,421	62,422	728,917
Coupons	115,547	161,881	87,695	37,601	12,674	415,398
Index-Linked Gilts:						
Principal	70,960	102,404	82,162	67,769	36,225	359,520
Coupons	12,276	14,780	6,255	2,793	470	36,574
	417,567	443,669	377,798	189,584	111,791	1,540,409

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 £165,851 million (2017-18: £178,059 million) and gross IMF exposure stands at £22,112 million (2017-18: £21,883 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 £95 billion (2017-18: £95 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 precautionary balances (comprising retained earnings) 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 conditionality associated with lending by the IMF and the IMF's status as a creditor with preferential right to receive payment.

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, some of the risks on the NLF are offset by the activities of the EEA. 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 by the NLF to the EEA for sterling. While the NLF remains exposed to the interest and exchange rate risks from the foreign currency debt it has issued, in practice these risks are offset through the EEA's programme of asset management and swaps. There was no foreign currency debt outstanding in the NLF at 31 March 2019.

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 2018-19. As at 31 March 2019 £200 million proceeds of debt issuance from Treasury Group is deposited with the NLF.

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 Overview within the Performance report. The NLF has provided finance in the year to the DMA, EEA, 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 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

There are no events after the reporting period to report.

19 Date of Authorisation for Issue of Account

These financial statements have been authorised for issue by the Accounting Officer on the same date as the Comptroller and Auditor General's Audit Certificate.

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