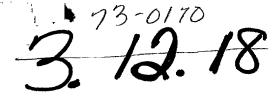
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REPORT TO THE CONGRESS $_{3O}$



Audit Of Financial Statements
Of Saint Lawrence Seaway
Development Corporation
Calendar Year 1971
8-125007

Department of Transportation

BY THE COMPTROLLER GENERAL OF THE UNITED STATES

701340 096226

DEC. -6.1972



COMPTROLLER GENERAL OF THE UNITED STATES WASHINGTON, D.C. 20548

B-125007

To the President of the Senate and the Speaker of the House of Representatives

The accompanying report presents the opinion of the General Accounting Office on the financial statements of the Saint Lawrence Seaway Development Corporation for the year ended December 31, 1971.

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The audit was made pursuant to the Government Corporation Control Act (31 U.S.C. 841) and the Department of Commerce and Related Agencies Appropriation Act, 1961 (74 Stat. 101), which require the Comptroller General to make an annual audit of the Corporation and to submit the audit report directly to the Congress.

Copies of this report are being sent to the Director, Office of Management and Budget; the Secretary of Transportation; and the Administrator, Saint Lawrence Seaway Development Corporation.

Comptroller General of the United States

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COMPTROLLER GENERAL'S
REPORT TO THE CONGRESS

AUDIT OF FINANCIAL STATEMENTS OF SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION, CALENDAR YEAR 1971 Department of Transportation B-125007

DIGEST

WHY THE AUDIT WAS MADE

The Comptroller General is required by law to make an annual audit of the Saint Lawrence Seaway Development Corporation and to report directly to the Congress on the results of the audit.

OPINION ON FINANCIAL STATEMENTS

In the opinion of the General Accounting Office, the financial statements of the Saint Lawrence Seaway Development Corporation present fairly the financial position of the Corporation at December 31, 1971, and the results of its operations and the source and application of its funds for the year then ended, in conformity with generally accepted accounting principles applied on a basis consistent with that of the preceding year and with applicable Federal laws. (See p. 7.)

OTHER MATTERS OF INTEREST

Toll revenues increased from \$6.9 million in 1970 to \$7.4 million in 1971, and cargo tonnage rose 3.5 percent over the prior year. (See p. 4.)

For calendar year 1971 the Corporation reported a gain of \$3 million compared with a gain of \$2.8 million in 1970.

Pursuant to Public Law 91-469, as of

October 21, 1970, unpaid interest on the Corporation's bonds was forgiven and the bonds became non-interest-bearing. The interest which would otherwise have been payable during 1971 was about \$4.9 million (approximate cost to the Treasury).

During calendar year 1971 the Corporation redeemed \$3.9 million in revenue bonds held by the U.S. Treasury. The Corporation, at December 31, 1971, redeemed \$6.2 million in outstanding revenue bonds and thereby reduced its bonded indebtedness to \$127.6 million. (See p. 4.)

The Congress authorized expenditures not to exceed \$729,000 for administrative expenses for fiscal year 1971. Actual administrative expenses totaled \$686,554--\$42,446 less than the statutory limitation. (See p. 4.)

In December 1970 the Congress authorized the Corps of Engineers to determine a means of extending the navigation season of the Great Lakes and the Seaway and, in cooperation with the Corporation and other interests, to demonstrate the practicability of extending the season. The program is still in progress. (See p. 5.)

RECOMMENDATIONS OR SUGGESTIONS

This report contains no recommendations or suggestions.

DEC. -6, 1972

MATTERS FOR CONSIDERATION BY THE CONGRESS

This report is submitted to the Congress, as required by law, to disclose the results of the annual audit

of the Corporation's financial statements and such other information as necessary to keep the Congress informed of the operations and financial condition of the Corporation.

INTRODUCTION

The Saint Lawrence Seaway Development Corporation is a wholly owned Government corporation created and authorized by the act of May 13, 1954 (68 Stat. 93; 33 U.S.C. 981), as amended July 17, 1957, to construct, operate, and maintain a deepwater navigation works in the International Rapids section of the Saint Lawrence River and to perform necessary dredging in the Thousand Islands section.

The Seaway system is a joint United States-Canadian venture to provide deepwater navigation in the Saint Lawrence River from Montreal, Canada, to Lake Ontario by a series of locks and channels. The system consists of seven locks in Canadian and international waters. The Saint Lawrence Seaway Authority of Canada operates and maintains the four locks in Canadian waters and one of the locks in international waters. The Corporation operates and maintains the remaining two locks, the Dwight D. Eisenhower and the Bertrand H. Snell locks.

An agreement between the Department of State and the Government of Canada provided that 27 percent of the revenues be distributed to the Corporation and 73 percent to the authority.

The Corporation submits an annual report on its activities for the calendar year to the Secretary of Transportation, who, in turn, submits it to the President.

COMMENTS ON SELECTED ACTIVITIES

RESULTS OF 1971 OPERATIONS

For calendar year 1971 the Corporation reported a gain of \$3 million compared with a 1970 gain of \$2.8 million. The increase was primarily due to additional Seaway tonnage. Tolls increased from \$6.9 million in 1970 to \$7.4 million in 1971, and cargo tonnage rose 3.5 percent over the prior year.

INDEBTEDNESS TO THE U.S. GOVERNMENT

The Corporation was authorized to borrow \$140 million from the U.S. Treasury under interest-bearing revenue bonds and to redeem such borrowings at the Corporation's option. The Corporation's unpaid accrued interest, as well as all future interest on the bonded debt, was forgiven in October 1970 when the Congress passed the Merchant Marine Act of 1970 (Public Law 91-469).

Through December 31, 1971, the Corporation had borrowed \$133.8 million and had available further borrowing authority of \$6.2 million. At that date the Corporation had redeemed \$6.2 million of its outstanding revenue bonds and thereby had reduced its debt to \$127.6 million. The debt repayments included \$3.9 million paid in 1971 and \$2.3 million paid in prior years.

ADMINISTRATIVE EXPENSE LIMITATION

The Congress authorized expenditures not to exceed \$729,000 for administrative expenses for fiscal year 1971. Actual administrative expenses totaled \$686,554--\$42,446 less than the statutory limitation.

EXTRAORDINARY REPAIRS TO LOCK SYSTEM

In 1967 a 5-year rehabilitation program for the Eisenhower and Snell locks was initiated by the Corporation at an estimated cost of \$13.1 million. A Corporation official informed us that this work had been substantially completed.

This program has cost \$9 million, of which \$71,000 was incurred in 1971 and \$160,000 in 1970. Management estimates that further lock rehabilitation during 1972 will cost about \$200,000 which will be included in routine operating expenses.

TRAFFIC

The cargo transit for the Seaway between Montreal and Lake Ontario in 1971 amounted to a record 52.9 million tons compared with 51.1 million tons handled in 1970. The 1971 tonnage consisted of bulk cargo weighing 44.3 million tons and general cargo weighing 8.6 million tons.

During the last 10 years the number of commercial transits has generally decreased while cargo tonnage has increased. This inverse relationship is probably due to the increased size of vessels transiting the Seaway.

NAVIGATION SEASON EXTENSION

The Rivers and Harbors Flood Control Acts of 1970, approved December 31, 1970 (Public Law 91-611), authorized the Corps of Engineers to determine the means of extending the navigation season of the Great Lakes and the Seaway and authorized \$6.5 million to be appropriated to the Corps to demonstrate the practicability of an extension. provided for the Corps to conduct the demonstration program in cooperation with the Departments of Transportation, the Interior, and Commerce--including specifically the Coast Guard, the Corporation, the Maritime Administration, and the Environmental Protection Agency--and other public or private interests. The act provided also for the Secretary of Commerce to study the possibility of providing reasonable insurance rates for shippers and vessels using the Great Lakes and the Seaway beyond the current navigation season, which is about 250 days.

The Secretary of Transportation announced that the initial goal of the program was to explore the possibility of extending the navigation season by at least 1 month.

This effort should show the problems involved in establishing the Great Lakes and the Seaway as a year-round navigation route and should provide some solutions.

This program was underway at the time of our review.

SCOPE OF EXAMINATION

Our examination of the Corporation's statement of financial condition as of December 31, 1971, and the related statements of revenues and expenses and of source and application of funds for the year then ended was made in accordance with generally accepted auditing standards and included such tests of accounting records and such other auditing procedures as we considered necessary. The audit was conducted at the Corporation's office in Massena, New York.

By agreement between the authority and the Corporation, the billing and collection of tolls are the responsibility of the authority which accounts to the Corporation for the Corporation's share of the toll revenue.

OPINION ON FINANCIAL STATEMENTS

The financial statements and the notes to the financial statements in this report are essentially those prepared by the Corporation for inclusion in its annual report for calendar year 1971. Our opinion, so far as it relates to Seaway toll revenues, is in part based on the examination and the report of the Auditor General of Canada.

Pursuant to Public Law 91-469, as of October 21, 1970, unpaid interest on the Corporation's bonds was forgiven and the bonds became non-interest bearing. The interest which would otherwise have been payable during 1971 was about \$4.9 million (approximate cost to the Treasury).

In our opinion, the accompanying financial statements (schs. 1 through 8) present fairly the financial position of the Corporation at December 31, 1971, and the results of its operations and the source and application of its funds for the year then ended, in conformity with generally accepted accounting principles applied on a basis consistent with that of the preceding year and with applicable Federal laws.

FINANCIAL STATEMENTS

SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION

COMPARATIVE STATEMENT OF FINANCIAL CONDITION AS OF DECEMBER 31, 1971 AND 1970

ASSETS

	1971	1970
PLANT, PROPERTY, AND EQUIPMENT: Plant in service, at cost (sch. 5		
and note 1)	\$124,675,602	\$124,555,098
Less accumulated depreciation (note 2)	17,675,758	16,081,235
Net plant in service	106,999,844	108,473,863
Work in progress	45,537	12,885
Total plant, property, and equipment	107,045,381	108,486,748
NVESTMENT IN SEAWAY INTERNATIONAL BRIDGE COMPANY:		
Debenture bonds - due December 31, 2012	7,440	7,440
CURRENT ASSETS: Cash (note 3) Tolls and other receivables (net)	2,545,013	1,907,323
(note 4) Inventories, at cost	142,064 168,357	131,629 159,383
Total current assets	2,855,434	2,198, 335
Total assets	\$ <u>109,908,255</u>	\$ <u>110,692,523</u>

INVESTMENT AND LIABILITIES

	1971	1970
INVESTMENT OF THE U.S. GOVERNMENT:		
Revenue bonds outstanding		
(authorized \$140,000,000, unissued		
\$6,200,000)	\$127,576,050	\$131,476,050
Deficit (note 5 and note 6)	-18,127,517	-21,149,837
Net investment of U.S. Government	109,448,533	110,326,213

CURRENT LIABILITIES:		
Accounts payable	11,171	67,186
Accrued liabilities and deferred income	448,551	299,124
Total current liabilities (note 7)	459,722	366,310
Total investment and liabilities	\$109,908,255	\$110,692,523

SCHEDULE 2

SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION

COMPARATIVE STATEMENT OF REVENUES AND EXPENSES FOR THE CALENDAR YEARS 1971 AND 1970

	<u>1971</u>	<u>1970</u>
REVENUES: Seaway tolls Other	\$7,388,553 84,389	\$6,884,445 113,564
Total revenues	\$ <u>7,472,942</u>	\$6,998,009
EXPENSES: Operations (sch. 6) General administration (sch. 7) Depreciation (note 2) Total expenses	\$2,130,341 623,166 1,626,292 4,379,799	
Net gain for the year be- fore lock rehabilitation charges Lock rehabilitation charges (sch. 8 and note 5)		2,918,659 160,377
Net gain	\$ <u>3,022,320</u>	\$ <u>2,758,282</u>

SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION

COMPARATIVE STATEMENT OF DEFICIT AS OF DECEMBER 31, 1971 AND 1970

	<u>1971</u>	<u>1970</u>
DEFICIT AT BEGINNING OF YEAR	\$21,149,837	\$ 3 8,596,555
GAIN(-) OR LOSS FOR THE YEAR	-3,093,143	-2,918,659
UNPAID INTEREST FORGIVEN BY U.S. GOVERNMENT: Charged to operations in prior years Capitalized during construction and amortized during prior years operations		-13,923,061 -765,375
LOCK REHABILITATION CHARGES FOR THE YEAR (note 5)	70,823	160,377
TOTAL DEFICIT AT END OF YEAR (note 6)	\$ <u>18,127,517</u>	\$ <u>21,149,837</u>

-Deduction.

SCHEDULE 4

SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION

STATEMENT OF SOURCE AND APPLICATION OF FUNDS FOR CALENDAR YEAR 1971

SOURCE:	
Revenues:	
Seaway tolls	\$7,388,553
Other	84,389
Proceeds from property disposals	7,263
	\$ <u>7,480,205</u>
APPLICATION:	
Acquisition of assets	\$ 192,188
Operations expenses	2,753,507
Rehabilitation of locks	70,823
Retirement of revenue bonds	
(U.S. Treasury)	3,900,000
Increase in working capital	563,687
	\$7,480,205

The notes on pages 19 and 20 are an integral part of this statement.

BED I COMPLETE OF THE

SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION

COMPARATIVE STATEMENT OF PLANT, PROPERTY, AND EQUIPMENT AS OF DECEMBER 31, 1971 AND 1970

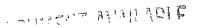
	1971		197	
Plant in service	Cost	Accumulated depreciation	Cost	Accumulated depreciation
Land in fee	\$ 911,026	\$ -	\$ 911,026	\$ -
land rights and re- locations	5,637,979	473,59 8	5,637,979	414,400
Locks	63,940,506	9,330,582	63,856,676	8,565,139
Roads and bridges	8,631,552	2,177,290	8,631,552	2,004,659
Channels and canals	35,986,060	3,022,594	34,982,561	2,644,740
Public use facilities	541,424	125,804	541,424	114,975
Navigation aids	1,307,523	207,043	1,298,138	168,915
Buildings, grounds, and utilities	4,026,910	974,658	4,024,105	894,120
Permanent operat- ing equipment	3,692,622	1,364,189	3,671,637	1,274,287
Total	\$124,675,602	\$ <u>17,675,758</u>	\$124,555,098	\$ <u>16,081,235</u>

SCHEDULE 6

SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION

COMPARISON OF OPERATIONS EXPENSES FOR THE CALENDAR YEARS 1971 AND 1970

Type of expenses		<u>1971</u>		<u>1970</u>	
Supervision, development and general operating expense	\$	789,703	\$	589,256	
Operation of locks and canals and traffic control		630,023		565,574	
Maintenance of navigation aids		60,351		52,013	
Maintenance of plant and equipment	•••••	650,264		620,869	
Total	\$2	,130,341	\$]	1,827,712	



SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION

COMPARISON OF ADMINISTRATIVE EXPENSES FOR THE CALENDAR YEARS 1971 AND 1970

Type of expenses	1971	1970
Personnel compensation	\$427,766	\$456,829
Personnel benefits	40,672	24,118
Travel and transportation	23,375	29,157
Rents, communications, and utilities	33,665	23,217
Printing and reproduction	8,246	57,298
Other services	70,559	22,678
Supplies and materials	18,883	15,631
Total	\$ <u>623,166</u>	\$628,928

SCHEDULE 8

SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION

SUMMARY OF LOCK REHABILITATION COSTS

AS OF DECEMBER 31, 1971

•			
	Cost	for	
	Calendar		Total cost
· ·	. – ,	Calendar	
	<u>year 1970</u>	<u>year 1971</u>	<u>to date</u>
Dwight D. Eisenhower lock:			
Highway tunnel modification	\$	\$	\$ 592,422
	Ÿ	Ų	
Intake manifold repair			1,072,487
Chamber face repair, monolith N-54			221,393
Culvert crack repair			1,652,036
Installation and removal of lock			-,,
			750 000
cover		,	759,366
Lock chamber face, culvert wall			
chamber side and ports repair			1,344,962
Culvert wall, landside repair			70,573
Floor and ceiling repair			159,791
Post tensioning-downstream gate			
monolith and modification studies	159,258		201,238
Engineering and design	,		149,761
			149,701
Supervision, inspection, and			
administration	•		
			<u>466,218</u>
			
Total Desight D. Rissaharran lask	150 250		6 600 047
Total, Dwight D. Eisenhower lock	<u>159,258</u>		6,690,247
Bertrand H. Snell lock:			
Installation and removal of lock			
cover			398,346
· ·			
Culvert crack repair			1,431,034
Lower sill repair			2,641
Post tensioning-downstream gate			
monolith		64,256	64,256
	676	04,230	
Engineering and design	0/0		49,716
Supervision, inspection, and			
administration			147,834
Total, Bertrand H. Snell lock	676	64,256	2,093,827
iotai, beitiand ii. Sheii iota		04,200	2000,027
0.1			
Other:			
Core drilling, photography, instru-			
mentation studies, construction			
facilities, and other related costs	443	6,567	172,903
ractificies, and other related costs		0,207	1/2,503
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Total, lock rehabilitation cost	\$ <u>160,377</u>	\$ <u>70,823</u>	\$ <u>8,956,977</u>

NOTES TO FINANCIAL STATEMENTS

- 1. Plant, property and equipment are stated at cost of acquisition or construction. Indirect costs incurred prior to the opening of the Seaway on April 25, 1959, have been allocated to the related permanent features of the Seaway.
- 2. The straight-line method of depreciation is used and is computed on balances in plant in service. Accumulated reserves are accounted for on a composite basis by groups of assets. The cost of plant retired, including the cost or removal, less salvage is charged against the reserves. Neither depreciation nor amortization allowances have been provided for lands in fee.
- 3. To preserve the Corporation's borrowing authority to meet emergency cash requirements in the future, revenues have been retained to provide working capital during the winter non-navigation season. These revenues are deposited in the Corporation's account with the United States Treasury.
- 4. Included in tolls and other receivables at December 31, 1971, is \$29,897 incurred in 1959, due the Corporation from a bankrupt debtor. Agreements provide for ship owners to pay this amount on a pay-as-you-go basis. Collection of this account is being handled for the Corporation by the St. Lawrence Seaway Authority of Canada in accordance with the 1959 Memorandum of Agreement respecting the tariff of tolls. Due to the age of this receivable, a provision for doubtful accounts has been established for the full amount.
- 5. During calendar year 1967, the Corporation undertook an emergency rehabilitation program to repair deterioration which had occurred in the lock structures and in the vehicular tunnel. These costs, although of an extraordinary nature, are properly considered as a maintenance expense and are written off to the deficit. This extraordinary expense is shown separately on the statement of revenues and expenses following the line item of annual net gain of loss.

- 6. The deficit of \$18,127,517 is the net accumulation since the opening of the Seaway in 1959 and reflects the excess of expenses (including depreciation) over revenues. The enactment of Public Law 91-469 dated October 21, 1970, which terminated further interest payments to the United States Treasury also resulted in the forgiveness of \$25,700,000 unpaid interest. It should be noted that the total deficit includes accumulated depreciation in the amount of \$17,675,758.
- 7. Not included in the current liabilities at December 31, 1971, are undelivered orders and contracts amounting to \$152,060.62. In addition, one contractor has two unresolved claims in the amount of \$52,752 as a result of changed conditions. The Corporation's General Counsel believes that there is no basis for these claims.

APPENDIX

PRINCIPAL MANAGEMENT OFFICIALS OF THE DEPARTMENT OF TRANSPORTATION AND THE SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION CALENDAR YEAR 1971

Effective date of appointment

DEPARTMENT OF TRANSPORTATION

SECRETARY OF TRANSPORTATION:
John A. Volpe

Jan. 1969

SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION

ADMINISTRATOR:

David W. Oberlin

Aug. 1969

ASSISTANT ADMINISTRATOR:

Brendon T. Jose

June 1964

Copies of this report are available from the U.S. General Accounting Office, Room 6417, 441 G Street, N W., Washington, D.C., 20548.

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