

Severn Bridges Act 1992 Account 2012-13

Severn Bridges Act 1992 Account 2012-13

Presented to Parliament pursuant to Section 28(4) of the Severn Bridges Act 1992

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Contents

	Page
Foreword and Management Commentary	2
Statement of Secretary of State and Accounting Officer responsibilities	5
Governance Statement	6
The Certificate and Report of the Comptroller and Auditor General	11
Income and Expenditure Account	13
Statement of Asset and Liabilities	14
Notes to the Account	15
Appendix A: Accounts Direction given by Treasury	19
Appendix B: Rates of Interest Direction given by Treasury	20

Foreword and Management Commentary

Background Information

The road across the Rivers Severn and Wye was opened to traffic on 9 September 1966. Under the Severn Bridge Tolls Act 1965 ('the 1965 Act') the Secretary of State for Transport (formerly the Minister of Transport) had powers to levy tolls for the use of this road on a scale which would be sufficient, but not more than sufficient, over a period of 40 years from the date of opening to provide for the purposes defined in the 1965 Act.

The 1965 Act was repealed by the Severn Bridges Act 1992 ('the 1992 Act') which provided for the Secretary of State to procure, using private funds, the construction of a second tolled road crossing of the Severn Estuary and to operate a new tolling regime on both crossings.

The new tolling regime came into effect on 26 April 1992, operated by the private sector concessionaire, Severn River Crossing plc (SRC), under a concession agreement with the Secretary of State. SRC designed, constructed and built the second crossing, and operates and maintain both crossings. SRC retains revenues from tolls during the concession period.

Under Section 6 (4) of the 1992 Act, the concession period will run for a maximum of 30 years from 26 April 1992. During that period, SRC is responsible, among other aspects, for levying tolls and for preparing annual statements of accounts of revenue and associated costs. These accounts are independently audited by a firm of chartered accountants and laid before Parliament by the Secretary of State for Transport in accordance with Section 27 of the 1992 Act.

Under section 5.1.1 of the concession agreement, as amended by the supplemental agreements (detailed below), the concession period will end when SRC achieves a cumulative revenue of £1,028,910,000, expressed in July 1989 prices. The Highways Agency reviews the projected concession end date every six months using data supplied by SRC to gain assurance that the revenue target will be recovered within the concession period. The Agency also obtains assurance on the cumulative level of tolls from SRC's annual accounts.

Financing

Under the concession agreement, SRC assumed responsibility for £122 million of the £126 million outstanding debt on the existing bridge. Of that debt, £62 million was paid by SRC on 26 April 1992, and the balance of £60 million was subordinated (meaning that the loan ranks below other loans with regard to claims on assets or earnings) to lending banks and to stockholders under the terms of an Inter-creditor Agreement¹ until the end of the concession period. The amount of the subordinated debt due to the Consolidated Fund is increased annually in line with the Retail Price Index. Interest at a rate of 2.956 per cent per half annum on the indexed amount was originally payable by SRC by equal half yearly instalments. Under the 2003 refinancing package, described below, interest payable is now rolled up and added to the subordinated debt to be paid by SRC to the Consolidated Fund at the end of the concession period. The remaining £4 million balance due to the Consolidated Fund is the responsibility of the Secretary of State.

Relevant events

On 12 September 2000, the European Court of Justice ruled that Value Added Tax (VAT) should be applied to tolls levied by private operators. The ruling included those undertakings operated by private companies under a PFI concession agreement with the Secretary of State. VAT was applied to the Severn bridges tolls on 1 February 2003.

The Government gave a commitment to offset the cost of VAT and protect the motorist from the impact of the ruling, and agreed to re-finance the SRC concession. This was formalised in the second Supplemental Agreement that was signed in December 2002. This increased the revenue target from £976,834,740 to £995,830,000, expressed in July 1989 prices to fully compensate SRC for the loss of VAT-related revenue.

¹ Inter-creditor agreement made between the concessionaire, Bank of America International Limited as Agent Bank, Bank of America International Limited as trustee for EIB and the banks providing the Senior Bank Facility, BZW, EIB, The Prudential Assurance Company Limited and the Secretary of State in his capacity as lender.

The Finance Act 2007 contained provisions to abolish Industrial Buildings Allowances (IBAs) over a phased period between 2008 and 2011. Under the terms of the concession agreement SRC notified the Highways Agency on 22 February 2010 that it considered this change to be an Adverse Relevant Event (ARE) which significantly affected the financial viability of the concession. The Highways Agency also identified the corporation tax rate reductions over the concession period as a Beneficial Relevant Event (BRE). The Finance (No2) Act 2010 increased the rate of VAT to 20 per cent with effect from 4 January 2011. On 27 August 2010, SRC gave notice of this tax change as a further ARE. The Highways Agency proposed a settlement with SRC in September 2011 as a remedy to these relevant events to enable SRC to complete its obligations under the Concession Agreement. Following detailed negotiations, a Third Supplemental Agreement was signed in June 2012 that increased the value of the cumulative real revenue target by £33.08 million to £1,028,910,000 (all in July 1989 prices). The increase included £21.2 million for the abolition of IBAs (£24.7 million for IBA, less £3.5 million in respect of Corporation Tax reductions), and £2.6 million in respect of the VAT increase from 17.5 per cent to 20 per cent.

To enable SRC to deal with the cash flow changes brought about by the ARE described above and the agreed remedy a New Facility Consent Letter was agreed pursuant to the Subordinated Loan Agreement between the Secretary of State and SRC. This allowed SRC to obtain a new short term working capital facility to enable the full repayment of debentures when due. In December 2012 SRC obtained a new £30 million working capital facility and a new Intercreditor Agreement was put in place.

On 19 March 2010 The Severn Bridges (Amendment) Regulations 2010 came in to force and permitted the Severn tolls to be paid by 'a recognised means of payment' rather than the previous requirement for payment 'in cash'. SRC introduced facilities for card payments of the tolls in September 2010 and phased in, lane by lane, a system for faster card transactions. The additional costs of implementing and operating the card payment system were included within the settlement outlined above at a value of £9.4 million (in July 1989 prices).

If SRC went into administration or if the contract was terminated for any other reason, the Secretary of State would assume full responsibility for the assets and liabilities of SRC. On the basis of SRC's audited accounts as at 31 December 2012 and SRC's latest cash flow forecast, the Highways Agency's own review concludes that SRC is likely to have sufficient funds to be able to meet its liabilities as they fall due. Therefore, the Highways Agency's considered view is that there is no significant risk of SRC not being able to meet its liabilities as they fall due.

Financial implications of cable corrosions

Significant corrosion of the main suspension cables of the M48 Severn Bridge was identified during an intrusive inspection programme that started in April 2006. The inspections were carried out, using guidelines published in December 2004, after corrosion was found in similar bridges in other parts of the world. Following completion of the special investigations, and the subsequent laboratory wire testing, structural assessment certificates for the Severn Bridge, valid for 12 months, were signed on 1 April 2008. A monitoring specification was also agreed by the Agency's Technical Approval Authority. The assessment certificates have been re-certified annually since 2008.

As part of work to monitor and address the corrosion problem, the Agency has implemented measures to slow down further corrosion by providing a system of dehumidification to dry out the cables. This first stage system, for the most severe location, became operational in February 2008, although some of the work did not complete until July 2008 because of delays due to bad weather. A second phase of work to install the dehumidification system to the entire length of the cables began in February 2008 and became operational on 17 December 2008. The system monitoring data shows that the cables are being successfully dehumidified. The relative humidity at all 16 exhaust points has reduced to about 20 per cent. The corrosion processes are normally considered to have ceased at levels below 40 per cent relative humidity.

Acoustic monitoring equipment that will help inform on the ongoing rate of cable deterioration, has been installed and is fully operational.

A second routine intrusive cable inspection was carried out in 2010 and the results of these inspections have confirmed that, although there has been some deterioration within the main cable, the bridge remains in a safe and serviceable condition. Further regular intrusive inspections are likely to be needed at intervals of four to five years.

The bridge remains safe for use but, as a precautionary measure, vehicles over 7.5 tonnes are currently restricted to lane one in each direction. This is to reduce the risk of the bridge being heavily loaded during an exceptional event, such as an unplanned closure of the M4 Second Severn Crossing.

The M48 Severn Crossing provides a key transportation link supporting the surrounding local economies in England and Wales and the Agency recognises the importance of keeping this route safe and open to traffic. The Agency continues to review the long term traffic management strategy for the M48 and has developed scenario plans, including traffic management measures and repair options with cost ranges.

The costs of dealing with this corrosion, defined as a latent defect, are borne by the Secretary of State and, therefore, shown in these accounts. Cumulative costs incurred up to 31 March 2013 are £20.5 million. These costs form part of the accumulated deficit and will be recovered from tolls to be levied by the Secretary of State during the period between the end of the concession period and the date on which the power to levy tolls will cease, being 25 April 2027 or such earlier date as may be determined under section 7 of the Severn Bridges Act 1992.

Accounts of the Secretary of State

Under Section 28 (1) (b) of the 1992 Act the Secretary of State is required to prepare a statement of accounts in respect of each financial year, or part thereof, up to the last day on which tolls may be levied.

The accounts deal with the subordinated debt due to the Consolidated Fund, the debt balance of £4 million due to the Consolidated Fund which remains the responsibility of the Secretary of State and any other expenditure arising on either of the bridges which does not fall under SRC's remit. The accounts of the Secretary of State record the cumulative net deficit due to the Exchequer. At the end of the concession period this deficit will be recovered from tolls levied by the Secretary of State. Under Section 5 (4) of the 1992 Act the power to levy tolls will cease on 25 April 2027 or such earlier date as may be determined under Section 7 of the 1992 Act when the total receipts accruing to the Secretary of State equal or exceed the cumulative net deficit owed to the Exchequer at the end of the concession period.

Expenditure shown in these accounts is part of the Department for Transport Resource Accounts. Interest receivable on the Subordinated Debt is also included in the Resource Accounts.

These accounts have been prepared in accordance with a Direction given by the Treasury in 1994 in pursuance of Section 28 (2) (a) of the 1992 Act. The Direction is reproduced as Appendix A to the Accounts. The Rates of Interest Direction given by the Treasury is provided at Appendix B.

The accounts have been audited by the Comptroller and Auditor General (C&AG) under the Severn Bridges Act 1992. His audit certificate and report are at pages 11 and 12.

Assurances over the Concession Agreement

I am content that the cumulative revenue target will be reached within the concession period.

Statement regarding disclosure of information to the Auditors

So far as I am aware, there is no relevant audit information of which the auditors are unaware and I have taken all reasonable steps to make myself aware of any relevant audit information and to establish that the auditors are aware of that information

Date of issue

The Account has been authorised for issue on 6 January 2014 by the Accounting Officer.

Graham Dalton
Accounting Officer

6 January 2014

Statement of Secretary of State and Accounting Officer responsibilities

Under Section 28 of the Severn Bridges Act 1992, the Secretary of State is required to prepare a statement of accounts for each financial year in the form and on the basis directed by the Treasury. The accounts are prepared on an accruals basis and must present fairly the income and expenditure for the financial year and the assets and liabilities at year-end.

The Treasury has appointed the Chief Executive of the Highways Agency as the Accounting Officer for the account. His relevant responsibilities as Accounting Officer, including his responsibility for the propriety and regularity of the public finances for which he is answerable and for the keeping of proper records, are set out in HM Treasury's *Managing Public Money*.

Governance Statement

Introduction

HM Treasury's *Managing Public Money* and *Financial Reporting Manual* require that I, as Accounting Officer, provide a statement on how I have discharged my responsibility to manage and control the resources for which I am responsible during the year.

HM Treasury introduced a new Corporate Governance Code for central government departments in July 2011. The new code builds on the principles of the original code published in July 2005, focussing on the role of boards, since these provide leadership. I have provided details below, of the Highways Agency's system of corporate governance during 2012-13.

Role of Accounting Officer

The Permanent Secretary of the Department for Transport has appointed me as Chief Executive and as Accounting Officer for the Highways Agency. As Accounting Officer, I have responsibility for maintaining a sound system of governance that supports the achievement of the Highways Agency's policies, aims and objectives, whilst safeguarding the public funds and departmental assets for which I am personally responsible, in accordance with the responsibilities assigned to me in *Managing Public Money*.

Highways Agency Governance

Corporate Governance is deemed to be the system by which an organisation is directed and controlled. I have ensured that the Highways Agency's corporate governance arrangements are designed to comply with the Code of Good Practice on Corporate Governance in central government departments.

The key elements of the Highways Agency's system are:

- The Highways Agency Board Executive Committee and its sub-committees
- The Highways Agency Audit Committee and its Counter Fraud Sub-Committee
- A good governance culture
- A sound system of internal control including an independent audit and assurance activity
- Severn River Crossings Governance

Each of these areas is explained more fully in this statement.

Highways Agency Board, Executive Committee and Sub-Committees

The Highways Agency is managed by a formal Board and an Executive Committee, supported by a Senior Appointments Committee, and two sub-groups of the Executive Committee.

Highways Agency Board

The Highways Agency Board (HAB) meets frequently to consider the plans, performance and strategic direction of the Highways Agency, the most important risks to successful delivery of those plans and the Agency's stewardship of public assets.

The Board is chaired by the Non Executive Chairman who gives assurance to the Secretary of State for transport on the quality with which the Agency is run and the effectiveness with which it is meeting its objectives. The purpose of the Board is to advise the Accounting Officer and to ensure that the Highways Agency is organised, resourced and motivated to deliver its objectives efficiently and effectively.

Highways Agency Executive Committee

The Highways Agency Executive Committee meets frequently to consider the day-to-day administration of the Highways Agency. The Executive Committee is chaired by the Chief Executive and is responsible for ensuring that the appropriate plans are in place to allow the Agency to meet business plan objectives and live within its budget.

Senior Appointments Committee

The purpose of the Senior Appointments Committee (SAC) is to ensure succession planning and progression/developmental strategies are in place for senior roles across the Highways Agency. The SAC is a sub-committee of the Board and meets on a quarterly basis or more regularly if required. The SAC is made up of the Agency's Non-Executive Chairman, Chief Executive, two non-executive directors and the HR Divisional Director.

Highways Agency Counter Fraud Sub-Committee

The Highways Agency Counter Fraud Sub-Committee is chaired by the Director of Finance and Business Services and its membership comprises the Highways Agency's Fraud Management Advisor, the Head of Audit and Assurance, the Director of Commercial and Procurement, a representative from the Department's legal function and a Non-Executive Board Member, with additional representation from the business, as required. The sub-committee meets approximately every quarter (in line with the Audit Committee) and reviews the results of investigations that have been identified through the fraud and whistle blowing facility to establish whether the incident was unfounded, fraudulent or can be dealt with through other management routes.

Delivery of Investment Programme Sub-Committee

The Delivery of Investment Programme Sub-Committee (DIP) is responsible for monitoring the capital investment programme, tracking the delivery of efficiencies and ensuring a strategic approach to supply chain and commercial activities. It provides reports to the Executive Committee, and by copy of minutes to the Board, of any material risks to the delivery of the principal capital investment programmes set out by the Department for Transport for the Highways Agency to deliver.

Network Performance Group

The Network Performance Group (NPG) is responsible for driving improvements in the performance of the strategic road network. The operation and performance of the network is at the core of the service that the Highways Agency offers to its customers, and NPG is key in driving a mindset and culture that ensures that the customer experience is consistent with our aspiration to be the world's leading road operator.

Highways Agency Audit Committee

The Highways Agency Audit Committee (HAAC) is responsible for providing assurance to me as Accounting Officer that the Agency's system of internal control is operating effectively. It meets approximately every quarter and reviews the Board's assessment of corporate risk, considering wider Departmental risk as appropriate. In addition, it considers reports from the Counter Fraud Sub-Committee and monitors progress with the internal audit programme, health and safety audits, Network Delivery and Development (NDD) contract assurance and other assurance processes operating across the Highways Agency, ensuring recommendations arising are implemented. It also monitors the performance of internal and external audit functions.

In line with HM Treasury's Audit Committee best practice guidance, the HAAC is made up of the Highways Agency's three Non-Executive Board Members, one of whom has been appointed as Chair. The HAAC Chairman advises the Board, as appropriate, on key risks and control issues arising from the work of the Committee.

The sub-committee reviews its effectiveness on an annual basis and takes forward actions to improve its performance. The last exercise was undertaken in April 2013. Progress on the implementation of actions arising is monitored throughout the year and results incorporated into the next exercise.

The Governance Culture

The Highways Agency recognises that the culture of the organisation can impact substantially on its success in terms of good governance and compliance with required risk and internal control policies and processes. As Civil Servants, all staff of the Highways Agency are bound by the Civil Service Code. The Highways Agency values statement; 'providing a professional and affordable service through innovation and partnership working' supplies the foundation of its culture.

A key element of culture is the engagement of staff. In 2012 the Civil Service Staff Engagement Survey results showed that the Highways Agency's engagement index decreased by one to 52 per cent compared with the previous year. The results against the majority of engagement questions are less positive than last year, and less positive than the Civil Service overall. We are focusing on several areas to ensure we deliver real improvements and make the Highways Agency a better place to work.

The vast majority of our work is delivered through a tiered relationship with our supply chain. Our procurement strategy positions us to deliver a first class and consistent approach to procurement, based on the three key themes of value-for-money, delivery and sustainability. We are determined that the procurement function should develop beyond delivering a process, into a position where the Highways Agency is actively encouraging and demanding best practice and innovation to fulfil these aims. The Agency does not make grants to locally governed organisations.

Risk management

The Highways Agency's Executive Directors and other senior managers are responsible for risk management in their commands. The Highways Agency has a published risk management policy which is available to all staff via the intranet. The guidance outlines key aspects of the risk management process, including the main reporting procedures and the system for identifying and escalating risks. Senior managers have received training in risk management tailored to their responsibilities and concerns.

Staff and managers are required to identify new or increased risks and opportunities as part of the routine performance reporting process. Risk is a standard agenda item in team meetings in many areas of the Highways Agency. Risks are reviewed, the effectiveness of mitigating actions and their impact on residual risk is monitored, and changes identified and evaluated throughout the year, as part of routine management activity. Risk owners include reports on their handling of operational risk as part of their wider stewardship reports. The Board allocates the management of strategic risks to a nominated Director, as a single responsible owner, who then reports back as appropriate through the year.

My staff work closely with their counterparts in the Department to ensure that risk management systems are compatible, there is clear accountability for managing risks, joint action is taken where appropriate to manage risks, and the Department is kept informed of risks as appropriate.

The Agency's risk appetite is set to ensure that:

- All risks with a high impact on the Agency's performance, stewardship of public funds, stewardship of the environment or the reputation of the Agency or wider Government receive focused, cost-justified management attention.
- Where appropriate, action is escalated via a formal process through the line management chain, to the Agency's Board, to DfT and to Ministers.

The Board identifies and manages strategic risks to the Agency's business and these are shown elsewhere in this report. The Board receives the Agency's corporate risk register as part of the monthly performance report and specifically reviews the risk register in depth every four months, considering changes to the operating environment as part of this review.

System of Internal Control

There are a number of internal control processes which provide a framework for managers and staff to successfully and efficiently deliver the Highways Agency's objectives. These processes are designed to manage risk to an optimum level rather than to eliminate all risk of failure; as such compliance can only provide reasonable and not absolute assurance of effectiveness. All Highways Agency processes have an assigned owner and are documented on our intranet through the Agency's Way we Work (WwW) system. This is supported by a clear Process Management policy which requires Process Owners to regularly review their processes and seek assurance on both compliance and their suitability.

The key internal control processes are as follows:

- **Business Planning** – We have clear strategic direction, objectives, responsibilities and key targets in support of government policies through business and strategic planning.
- **Financial Management and Stewardship** – We ensure efficiency, best value, integrity, propriety and regularity in the use and stewardship of public funds and assets and that clear accountability for expenditure and stewardship of assets is in place through a variety of control systems.
- **Project & Contract Management** – We manage our projects and contracts to ensure delivery on time, within budget and to the appropriate quality.
- **Compliance with Standards and Requirements** – Our people, partners and procedures comply with relevant legal, government, departmental and technical standards and requirements.

Audit and Assurance

As Accounting Officer, I have responsibility for reviewing the effectiveness of the system of internal control. My review of the effectiveness of the system of internal control is informed by the work of the internal auditors and the Executive Managers within the Agency who have responsibility for the development and maintenance of the internal control framework, and comments made by the external auditors in their management letter and other reports. I have been advised on the implications of the result of my review of the effectiveness of the system of internal control by the Board and the Audit Committee.

My Head of Audit and Assurance provides regular reports on key risk and control issues, to standards defined in the Government Internal Audit Standards, and an annual independent opinion on the adequacy and effectiveness of the Highways Agency's system of internal control together with recommendations for improvement. The implementation of recommendations is monitored closely by the Agency Board and is included on the performance scorecard. The Head of Audit and Assurance opinion for the year 2012-13 is that on the basis of the evidence obtained during the year a 'Reasonable' assurance rating can be provided on the adequacy and effectiveness of the Agency's arrangements for corporate governance, risk management and internal control, i.e. that they are generally established and effective, with some minor weaknesses or gaps identified. In her opinion, based upon their work to date, there are no significant weaknesses that fall within the scope of issues that should be reported in the Governance Statement for the Severn Bridges Accounts.

Severn River Crossings Governance

The Concession Agreement allows for the appointment of a Government's Representative to act as the Secretary of State's agent in connection with the operation and maintenance of the Crossings. The role of the Government's Representative (GR) is to safeguard the Secretary of State's interests in the Crossings during the concession period; this role is being undertaken by Atkins Skanska.

The Highways Agency has a team of people who monitor and manage the relationship with the Concessionaire and the GR. Regular meetings take place with the Concessionaire with additional meetings taking place specifically to plan for the end of the concession agreement.

Twice a year the Highways Agency's finance team undertakes a review of SRC's cash flow forecasts to make an assessment of, and gain assurance that SRC will be able to meet its liabilities as they fall due. In addition, SRC engages independent auditors to confirm that the cash flow forecast is consistent with the accounting records and that it has been prepared in accordance with the Inter-Creditor Agreement. This audit report is submitted to the Secretary of State for Transport.

SRC's independent internal auditors carry out an annual programme of reviews to provide assurance on the management of key risks. For the year ended 31 March 2013, the internal auditors reviewed the processes and controls relating to toll revenues, non payment of tolls, toll violations and payroll. The internal audit opinion indicates that no significant weaknesses were identified as part of these reviews.

Graham Dalton
Accounting Officer

6 January 2014

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

I certify that I have audited the Severn Bridges Accounts for the year ended 31 March 2013 under the Seven Bridges Act 1992. These comprise the income and expenditure account, the statement of assets and liabilities and the related notes. These financial statements have been prepared under the accounting policies set out within them.

Respective responsibilities of the Secretary of State, Accounting Officer and Auditor

As explained more fully in the Statement of Secretary of State and Accounting Officer's Responsibilities, the Board and the Accounting Officer are responsible for the preparation of the financial statements and for being satisfied that they give a true and fair view. My responsibility is to audit, certify and report on the financial statements in accordance with the Severn Bridges Act 1992. I conducted my audit in accordance with International Standards on Auditing (UK and Ireland). Those standards require me and my staff to comply with the Auditing Practices Board's Ethical Standards for Auditors.

Scope of the audit of the financial statements

An audit involves obtaining evidence about the amounts and disclosures in the financial statements sufficient to give reasonable assurance that the financial statements are free from material misstatement, whether caused by fraud or error. This includes an assessment of: whether the accounting policies are appropriate to the Severn Bridge Accounts' circumstances and have been consistently applied and adequately disclosed; the reasonableness of significant accounting estimates made by Highways Agency; and the overall presentation of the financial statements. In addition I read all the financial and non-financial information in the Foreword and Management Commentary to identify material inconsistencies with the audited financial statements. If I become aware of any apparent material misstatements or inconsistencies I consider the implications for my certificate.

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

Opinion on regularity

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

Opinion on financial statements

In my opinion:

- the financial statements present fairly the assets and liabilities of the Highways Agency in relation to its responsibilities under the Severn Bridge Act 1992 as at 31 March 2013 and the income and expenditure for the year then ended; and
- the financial statements have been properly prepared in accordance with the Seven Bridges Act 1992 and HM Treasury Directions issued thereunder.

Opinion on other matters

In my opinion the information given in the Foreword and Management Commentary 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 part of the Remuneration 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.

Amyas C E Morse
Comptroller and Auditor General

10 January 2014

National Audit Office
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Victoria
London SW1W 9SP

Income and Expenditure Account for the year ended 31 March 2013

	Note	2012-13 £000	2011-12 £000
Income and Gain arising from subordinated debt due to the consolidated fund			
Interest receivable	3	10,360	9,546
Indexation gain/(loss)	4	3,311	4,966
Total income and gain		13,671	14,512
Expenditure			
Capital	1c & 5	–	–
Operations	6	456	565
Administration	7	215	450
Notional Interest	8	7,990	8,780
Total Expenditure		8,661	9,795
Deficit/(surplus) for the year		(5,010)	(4,717)
Deficit brought forward		111,660	116,377
Accumulated deficit to be recovered through tolling		106,650	111,660

The accumulated deficit represents the cumulative net costs to the Exchequer in relation to the operation and maintenance of the Severn crossing, not borne by the concessionaire. These are recoverable from tolls to be levied by the Secretary of State during the period between the end of the concession period and the date on which the power to levy tolls will cease, being 25 April 2027 or such earlier date as may be determined under section 7 of the Severn Bridges Act 1992.

The notes on pages 15 to 18 form part of these accounts.

Statement of Assets and Liabilities as at 31 March 2013

	Note	2012-13 £000	2011-12 £000
Non-current assets			
Subordinated debt	4	108,322	105,011
Accumulated interest receivable	3	74,721	64,361
Accumulated deficit recoverable through tolling	I&E	106,650	111,660
		289,693	281,032
Current liabilities			
Payables: Amounts falling due within one year	9	(219)	(73)
Assets less liabilities			
Total due to the Consolidated Fund	10	(289,474)	(280,959)

Graham Dalton
Accounting Officer

6 January 2014

The notes on pages 15 to 18 form part of these accounts

Notes to the account

1 Statement of Accounting Policies

a Accounting Convention

The Accounts are prepared under the historical cost convention on an accruals basis.

These accounts have been prepared in accordance with the 2012-13 Financial Reporting Manual (FReM) issued by HM Treasury. The accounting policies contained in the FReM apply International Financial Reporting Standards (IFRS) as adapted or interpreted for the public sector context. There has been no significant impact on these accounts as a result of the adoption of IFRS.

An Accounts Direction has been given by H M Treasury and is reproduced in Appendix A.

b Notional Interest

Notional Interest, calculated at National Loans Fund rates prescribed by H M Treasury, is charged on:

- i The Subordinated Debt and the amount owed to the Consolidated Fund at the commencement of the concession;
- ii Balances derived from the receipt and payment transactions undertaken in the financial year; and
- iii The annual deficits brought forward from previous years, as if each were financed by a term loan.

An interest rate direction has been given by H M Treasury and is reproduced in Appendix B.

c Capital Expenditure

Expenditure on capital items is charged to the Income and Expenditure Account in the year of acquisition, in order that the accumulated deficit fully represents the amount recoverable from tolling by the Secretary of State.

2 Claims

Claims by the concessionaires and contractors have arisen in the normal course of operation of the concession agreement. To the extent that it is judged that unmet claims will become payable, such amounts have been included as expenditure and accrued as current liabilities.

3 Accumulated Interest Receivable

	2012-13	2011-12
	£000	£000
Opening balance as at 1 April	64,361	54,815
In year interest accrued	10,360	9,546
Closing Balance as at 31 March	<u>74,721</u>	<u>64,361</u>

With effect from 1 January 2003, interest receivable on the subordinated debt was added to the accumulated interest amount in accordance with clause 4.1 of the Loan Agreement. The concessionaire will pay the accumulated interest amount to the Secretary of State at the end of the concession period, currently predicted to be mid 2018.

4 Subordinated Debt

Subordinated Debt of £60 million due to the Consolidated Fund was assumed by SRC on 26 April 1992. The debt is indexed by reference to the Retail Price Index, and carried an interest rate of 6 per cent per annum as described in the Foreword and Management Commentary. The debt is repayable at the end of the concession period, which is the earlier of 2022 and SRC achieving a pre determined cumulative revenue target from tolls. The concessionaire is entitled, at any time after it has repaid the Debenture Stock in full, to repay the subordinated debt, together with accrued interest subject to giving the Secretary of State not less than 30 days notice of its intention. In the event of termination of the concession agreement, other than termination by reason of default, the concessionaire shall be relieved of the outstanding obligations.

	2012-13	2011-12
	£000	£000
Opening balance as at 1 April	105,011	100,045
In year indexation	3,311	4,966
Closing Balance as at 31 March	<u>108,322</u>	<u>105,011</u>

5 Capital Expenditure

	Freehold Land £000	Structures £000	Plant and Machinery £000	Total £000
Cumulative acquisitions written off as at 31 March 2012	11,129	4,799	122	16,050
Acquisitions in year	-	-	-	-
Cumulative acquisitions written off as at 31 March 2013	<u>11,129</u>	<u>4,799</u>	<u>122</u>	<u>16,050</u>

6 Operations

	2012-13	2011-12
	£000	£000
Operations expenditure comprises:		
Ancillary works; repairs and strengthening; and structural maintenance*	456	565
	<u>456</u>	<u>565</u>

* Includes the cost of investigating and monitoring the M48 Severn Bridge main cables defect.

7 Administration

	2012-13	2011-12
	£000	£000
Administration expenditure comprises:		
Legal and Professional*	30	30
Consulting Engineers	185	420
	<u>215</u>	<u>450</u>

* The Audit Fee for 2012-13 was £14,000 (2011-12: £14,000).

8 Notional Interest

	2012-13	2011-12
	£000	£000
Notional Interest on:		
Amount owed to Consolidated Fund at 26 April 1992	734	734
Subordinated Debt at 26 April 1992	5,625	5,625
Receipt and payment transactions	-	2
Accumulated annual deficits*	1,631	2,419
	7,990	8,780

* Interest is calculated based on the appropriate National Loans Fund maturity rate. For 2012-13 the rate applied was 1.46 per cent (2011-2012: 2.08 per cent).

9 Payables

	2012-13	2011-12
	£000	£000
Operations	168	45
Administration	51	28
	219	73

10 Consolidated Fund

	2012-13	2011-12
	£000	£000
Debt due to the Consolidated Fund at 1 April	280,959	270,688
Notional Interest	7,990	8,780
Notional Audit Fee	14	14
Net cash advances*	511	1,477
Debt due to the Consolidated Fund at 31 March	289,474	280,959

* Net cash advances	£000
In-year expenditure	572
Recoveries from Severn River Crossing	(61)
	<u>511</u>

11 Contingent Liabilities

In the event of default by the concessionaire the Highways Agency would have to assume responsibility for operating and maintaining both the existing bridges. It is not practicable to estimate the potential net cost (if any) that would arise in such a situation. As described in the Foreword and Management Commentary the Highways Agency considers it unlikely that default could occur in the short or medium term future.

12 Financial Instruments

IFRS 7 requires minimum disclosures about the nature and extent of credit risk, liquidity risk and market risk that the Highways Agency faces in undertaking its activities. Due to the largely non-trading nature of its activities and the way in which government agencies are financed, the Agency is not exposed to the degree of financial risk faced by many business entities. Moreover, financial instruments play a much more limited role in creating or changing risk than would be typical of the listed companies to which IFRS 7 mainly applies. The Agency has very limited powers to borrow or invest surplus funds. Financial assets and liabilities are generated by day-to-day operational activities and are not held to change the risks facing the Agency in undertaking its activities.

Liquidity risk

This is the risk that the Agency is unable to meet its obligations when they fall due and to replace funds when they are withdrawn. The Agency's net revenue resource requirements are mainly financed by resources voted annually by Parliament to the Department for Transport. The Agency is therefore not exposed to significant liquidity risks.

Credit risk

Credit risk is the risk of suffering financial loss, should any of the Agency's customers or counterparties fail to fulfil their contractual obligations to the Agency. Some of the Agency's customers and counterparties are other public sector organisations. There is no credit risk from these organisations. For those customers and counterparties that are not public sector organisations, the Agency has policies and procedures in place to ensure credit risk is kept to a minimum.

Interest Rate Risk

This is the risk that the Agency will suffer financial loss due to interest rate fluctuation. The majority of the Agency's financial assets and its financial liabilities carry nil or fixed rates of interest, however the notional interest on the accumulated annual deficits is calculated on the appropriate National Loans Fund maturity rate which has seen small fluctuations in recent years. The overall assessment is that the Agency is not exposed to significant interest rate risk.

Appendix A

Accounts direction given by the Treasury

The Treasury in pursuance of Section 28 (2) (a) of the Severn Bridges Act 1992, hereby gives the following Direction:

- 1 The statement of accounts which it is the duty of the Secretary of State for Transport to prepare in respect of the year ended 31 March 1994 and in any subsequent financial year shall comprise:
 - a a foreword which shall include:
 - i a statement that the accounts have been prepared in accordance with a Direction given by the Treasury in pursuance of Section 28 (2) (a) of the Severn Bridges Act 1992;
 - ii information on significant events during the period;
 - b an Income and Expenditure Account
 - c a Statement of Assets and Liabilities; and

including in each case such notes as may be necessary to present fairly the income and expenditure for the period and the assets and liabilities at the end of the period in relation to functions under the Severn Bridges Act 1992. The statement of accounts shall disclose the total sum due to the Consolidated Fund as at 31 March 1994 and for any subsequent financial year.

- 2 The statement of accounts shall be prepared under the historical cost convention on an accruals basis and shall follow the format attached to this Direction although minor drafting changes may be made without seeking the approval of the Treasury.
- 3 Details of movements within the Consolidated Fund shall be disclosed by way of notes to the accounts.
- 4 The accounts prepared under the Severn Bridges Act 1992 shall observe all relevant accounting and disclosure requirements as given in 'Government Accounting' and in any disclosure and accounting requirements which the Treasury may issue from time to time.
- 5 This Accounts Direction (excluding the proforma accounts) shall be reproduced as an Appendix to the accounts.

F Martin
Treasury Officer of Accounts

27 July 1994

Appendix B

Rates of interest direction given by the Treasury

- 1 The Treasury directs that under Schedule 4 of the Severn Bridges Act 1992 the following rates of interest are applicable to the accounts for the period 26 April 1992 to 31 March 1993 which were prepared in accordance with Section 28 of the Severn Bridges Act 1992:
 - a for subordinated debt and the opening balance due to the Consolidated Fund the average National Loans Fund ER 10 to 15 year interest rate and
 - b the average National Loans Fund 1 year Maturity rate in respect of receipts and payments.

- 2 The Treasury directs that under Schedule 4 of the Severn Bridges Act 1992 the following rates of interest are to be applied to the accounts from 1 April 1993 onwards are to be prepared in accordance with Section 28 of the Severn Bridges Act 1992:
 - a for the subordinated debt and the amount owed to the Consolidated Fund at the commencement of the concession the National Loans Fund 25 year Maturity rate as at 26 April 1992. This rate is deemed to be fixed and unless altered by the Treasury is to remain as such for the duration of the concession;
 - b for receipt and payment transactions undertaken within a financial year the prevailing National Loans Fund 1 year maturity rate which is to be applied to each transaction when it takes place; and
 - c for the interest on the annual deficit carried forward the National Loans Fund Maturity rate as shown in the table opposite:

Deficit for the Financial Period/Year	Carried Forward to 1 April	National Loans Fund Maturity Rate as at 1 April fixed for the duration of the Concession	Current National Loans Fund Banding
(1)	(2)	(3)	(4)
1992-1993	1993	29 year rate	= Over 25 year band
1993-1994	1994	28 year rate	= " " " "
1994-1995	1995	27 year rate	= " " " "
1995-1996	1996	26 year rate	= " " " "
1996-1997	1997	25 year rate	= " " " "
1997-1998	1998	24 year rate	= Over 15 year band
1998-1999	1999	23 year rate	= " " " "
1999-2000	2000	22 year rate	= " " " "
2000-2001	2001	21 year rate	= " " " "
2001-2002	2002	20 year rate	= " " " "
2002-2003	2003	19 year rate	= " " " "
2003-2004	2004	18 year rate	= " " " "
2004-2005	2005	17 year rate	= " " " "
2005-2006	2006	16 year rate	= " " " "
2006-2007	2007	15 year rate	= " " " "
2007-2008	2008	14 year rate	= Over 10 year band
2008-2009	2009	13 year rate	= " " " "
2009-2010	2010	12 year rate	= " " " "
2010-2011	2011	11 year rate	= " " " "
2011-2012	2012	10 year rate	= " " " "
2012-2013	2013	9 year rate	= " " 9 "
2013-2014	2014	8 year rate	= " " 8 "
2014-2015	2015	7 year rate	= Over 7 year band
2015-2016	2016	6 year rate	= " " 6 "
2016-2017	2017	5 year rate	= " " 5 "
2017-2018	2018	4 year rate	= " " 4 "
2018-2019	2019	3 year rate	= " " 3 "
2019-2020	2020	2 year rate	= " " 2 "
2020-2021	2021/2022	1 year rate	= " " 1 "

The above rates are to be applied to the individual amounts of the annual deficits until such time as the concession is terminated or until the Treasury so directs.

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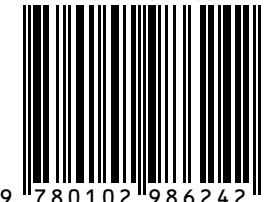
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