



ANNUAL

REPORT

2013



**Establishment of Public Administration under the Private Type Technical supervision of the Ministry
in charge of roads and the financial supervision of the Ministry in charge of Finance**

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FOREWORD

The major projects initiated by Cameroon are a clarion call to all local stakeholders and development partners. Given its road maintenance, rehabilitation and development and urban infrastructure financing mission, the Road Fund occupies a prominent position among these stakeholders. Based on the population's expectations, major road sector projects seek, among other things, to further the opening up of secondary towns, production basins and tourist sites in order to consolidate economic growth and fight against poverty, which is consistent with the Growth and Employment Strategy Paper.

The implementation of these major projects (the superhighway programme, the second bridge over the Wouri River, the tarring of corridor roads, the rehabilitation of rural roads, etc.) has induced sector actors, particularly the Road Fund, to initiate institutional and operational adjustments. Within this context, the Fund's management bodies adopted a policy package in 2013 which includes, among other things, the revision of the organization chart and the recruitment of new staff.

Besides strengthening governance, promoting its brand image, consolidating achievements regarding information management, management control and technical and financial analysis, the Fund seeks to serve as a force of proposition that can better understand current road sector-related issues and problems in order to contribute more efficiently and effectively to the development of Cameroon's road infrastructure. This facilitating force is spurred by the constant concern to ensure and maintain constructive leadership in corporate governance, managerial performance, the promotion of social dialogue and the streamlining of management tools and processes. Overall, it is a dynamic that leaves its mark on the Cameroonian road sector to enhance sustainable socio-economic development.

To that end, the Road Fund operates within a favourable context in several respects: (i) the



increase in the road user charge amount from CFAF 55 million to CFAF 70 million as prescribed by the Prime Minister, Head of Government; and (ii) the completion of a study on the Fund's transition to a second generation Fund as indicated by the National Road Board (CONAROUTE).

This is a good time to give a fresh impetus and to strategically reposition the Fund, in line with efforts to assist authorizing officers to strengthen dialogue with other partners through the consensus-building frameworks put in place so as to implement more synergic, concerted and fruitful actions.

This report presents the Road Fund's activities in 2013 and programme financing-related aspects and opens vistas on the organization's challenges and prospects.

Pierre TITTI

Chairman of the Management Committee

Activity report 2013

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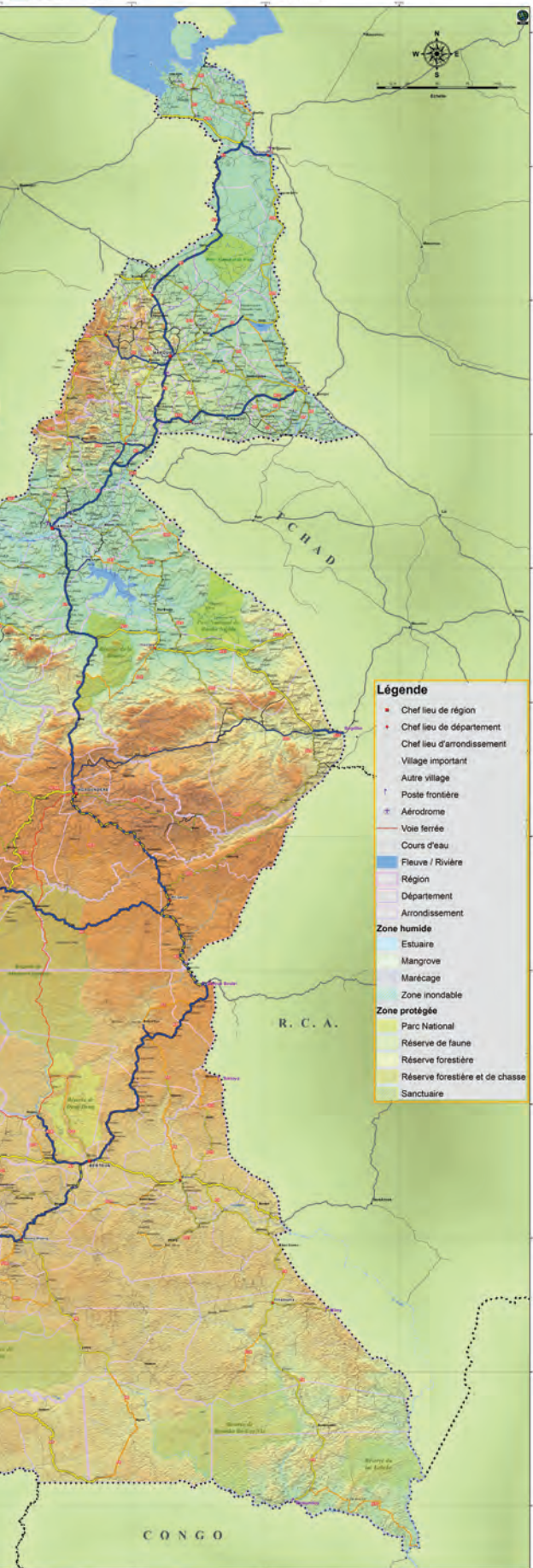
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GENERAL CONTEXT



The Road Fund is operating in a national and international environment that determines its action and shapes its relations with other stakeholders. The major projects initiated by the Government, the national economic situation, cooperation and partnerships with other Road Maintenance Funds are some of the elements that animated the life of the Fund in 2013.



A- NATIONAL CONTEXT

At the national level, the Government is continuing the implementation of major projects with high growth potential (energy, port and road infrastructure and buildings). These include the Kribi Deep-sea Port; the Lom-Pangar Hydroelectric Project; the Memve'e and Mekin Hydroelectric Dams and the Kribi Gas-fired Plant; the Yaounde-Douala and Yaounde-Nsimalen Superhighway Projects; the second bridge over the Wouri River, the East and West entrance roads to Douala; the tarring of some roads on the Douala-Bangui, Douala-Ndjame-na, Bamenda-Enugu and Sangmelima-Djoum-Congo Border corridors; etc.; social housing, etc. At the general level, this contributes to creating conditions conducive to the attainment of emergence by 2035, which is reflected in the country's long-term development vision. Infrastructure development, therefore, features prominently among growth strategy components given its key role in facilitating trade to promote strong and sustainable growth.

According to the Government's report on the Economic, Social and Financial Situation and Prospects of Cameroon, economic activity as a whole improved in 2013 after the recovery initiated in 2010. The GDP growth rate is estimated at 5.5% against 4.6% in 2012. This situation is due to several factors, in particular: (i) the 8.5% increase in hydrocarbon production thanks to the increase in production in some oil deposits and a significant increase in natural gas production; (ii) the revitalization of industrial and export

agriculture; (iii) the acceleration of activities in the building and construction sector due specifically to the initiation or continuation of some major projects. Although this growth is on the upward trend, it remains inadequate to support the attainment of Millennium Development Goals.

The consolidation of growth in 2013 is consistent with the control of inflation whose rate is estimated at 2.1% against 2.4% in 2012, below the Community limit of 3%. This situation was relatively conducive to the collection of budget revenue by the State in 2013, which has increased compared to 2012.

The fragility of economic activity in the euro zone could continue to negatively affect Cameroon's external demand because the EU remains its main trading partner. In this context, the major challenge for Cameroon is to continue the policy aimed at revitalizing the agricultural sector, promoting infrastructure development and strengthening energy supply, which is indispensable for sustaining growth.

At the same time, the renewed debate on economic partnership agreements (EPA) due to their possible ratification by the Parliament of the Republic of Cameroon is a challenge not only for public finance, but also for corporate competitiveness. Thus, the Government has, with the support of development partners, redoubled its efforts to better build on the implementation of this agreement concluded with the European Union.

More generally, the Government is pursuing its efforts to implement structural reforms in order to improve the competitiveness of the economy and the business climate. The launching, in November 2013, of the activities of the National Entrepreneurial Development Office (BNM), which is in line with the Support Programme for the Improvement of the Competitiveness of the Cameroonian Economy (PACOM), is a positive sign for this drive.

Concerning youth employment promotion, a number of plans and support programmes for the socio-economic integration of the youth have been implemented, contributing to efforts to address vocational training needs, improving labour market efficiency and the school-to-work transition of at least 50 000 job seekers per year. The match between the provision of training and labour market needs should, however, be progressively concretized to the shortcomings of improvisation.

In terms of road infrastructure, the sector remained characterized, upstream, by inadequate funding. Besides road construction needs, there is an urgent need to rehabilitate a large portion of the network of tarred roads and some crossing works. The implementation of the Special Emergency Programme for the rehabilitation of some roads, with a total budget of CFAF 100 billion, showed the need for the Government to allocate additional resources for rehabilitation as well as strengthen measures concerning the protection of the road heritage and road safety. As regards quality improvement, the Government plans to optimize road infrastructure procurement procedures to align them with constraints inherent in the sub-sector on the one hand, and to promote the use of local materials as well as certified and affordable coating products (Rocamix, CARBONCOR, CON-AID / CBR PLUS), on the other hand.

In the same vein, the sector plans to put in place cutting edge infrastructure within the framework of the implementation of anchor projects in particular. The Yaounde-Nsimalen superhighway project will be launched with the participation of the Road Fund as the paying body and the foundation stone of the second bridge over the Wouri River was laid by the Head of State, His Excellency Paul Biya, in Douala on 14 November 2013. Such achievements should, however, not make us lose sight of the important challenges to be addressed to help to build on the reforms initiated. To that end, it is necessary to find solutions to the following problems:

- scarcity of some materials (cement, iron, laterite, etc.) due to speculation: the on-going construction of new plants should contribute to significantly reducing the deficit in supply;
- the low level of professionalism of local SMEs: the classification of enterprises and the reform of the Public Contracts Code should solve or partly address this problem;
- inadequate quantity of civil engineering equipment: increasing the supply of equipment by MATGENIE, building the capacity of regional and local authorities and the acquisition of crushing plants are solutions that should be brought to fruition.



Construction of a dam following the labor intensive approach

B-SOME MILESTONES

2013

1 FEVRIER

22 February 2013: the official installation of Mr Jean Claude ATANGA BIKOE as Administrator of the Road Fund. The ceremony was chaired by Mr Patrice AMBA SALLA, Minister of Public Works.

2

25 February to 1 March 2013: visit by a delegation of the Road Maintenance Fund (RMF) of Côte d'Ivoire within the framework of inter-RMF cooperation.

JUNE

3 June 2013: the Management Committee adopted a new organization chart in accordance with the provisions of Decree No. 2012/173 of 29 March 2012 to amend and supplement certain provisions of Decree No. 2005/239 of 24 June 2005 to lay down the organization and functioning of the Road Fund.

This organization chart stands out in that it is consistent with the new concept of public governance through a number of innovations such as: (i) the establishment of an independent internal audit function; (ii) the promotion of the institution's image; (iii) the consolidation of achievements concerning the processing and storage of information; and (iv) the strengthening of management control and technical and financial analysis.

JULY

4 to 5 July 2013: participation of a delegation of the Road Fund in the 7th Meeting of the Central Africa Focal Group of the African Road Maintenance Funds Association (ARMFA) which focused mainly on mechanisms for revenue collection, the management of toll stations, the urgent need to strengthen the governance of entities, in accordance with regulations establishing and governing them.

4

29 July 2013: the Prime Minister, Head of Government, Chairman of the National Road Board, instructs that the ceiling amount to be deducted from the Special Tax on Petroleum Products as Road User Charge (RUC) as from the 2014 Finance Law be increased to CFAF 70 billion.



5 AUGUST

19 to 21 August 2013: a delegation of the Road Fund visits Zambia within the framework of the financial audit of ARMFA.

6

27 August 2013: modification of the allocation of the Road Fund's resources, in accordance with Decree No. 2013/7696/PM issued by the Prime Minister, Head of Government, Chairman of the National Road Board.

SEPTEMBER

24 to 26 September 2013: organization of a seminar on the dissemination of standard documents and forms (in Excel format) for partners (authorizing officers, MIN-MAP, contracting authorities and consultants) at Ebolowa, on the initiative of the Fund.

NOVEMBER

3 to 9 November 2013: participation of a delegation of the Road Fund in the deliberations of the 12th annual meeting of ARMFA.

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The Road Fund, represented by its Administrator and two senior staff, participated in the deliberations of the 12th annual meeting of ARMFA held in Mombasa, Kenya.

DECEMBER

3 to 6 December 2013: consensus workshop on the 2013 programme. The Road Fund organized a consensus workshop from 3 to 6 December 2013 at Ebolowa with its authorizing officers to take stock of the 2013 season and plan that of 2014.

9

18 to 22 December 2013: workshop on the consolidation of the 2014-2016 budget using the performance budget approach held in Mbalmayo.

10

27 and 30 December 2013: meeting of the Management Committee to approve the programmes prepared by authorizing officers.

The programmes prepared by authorizing officers for the 2014 financial year were examined during the meetings held on 27 and 28 December 2012. These were the programmes of MINTP and MINH DU financed under the "Maintenance" and "Investment" windows and MINT for the "Maintenance Window".

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C- LEGAL AND REGULATORY FRAMEWORK

The Road Fund, which is a public administrative establishment, is a sustainable mechanism for the financing of road maintenance, rehabilitation and development programmes. It was established by Law No. 96/7 of 8 April 1996 relating to the protection of the national road network.

Decree No. 2005/239 of 24 June 2005, amended and supplemented by Decree No. 2012/173 of 29 March 2012, places the Road Fund under the financial supervision of the Ministry of Finance and the technical supervision of the Ministry in charge of roads.

The intensification of the national road network and the scale of its degradation require investment, besides routine and/or periodic maintenance.

The satisfactory results obtained by this mechanism have induced the Government of the Republic of Cameroon to extend the competence of the Road Fund to cover road rehabilitation and development operations through Law No. 2004/21 of 22 July 2004 to amend and supplement some provisions of the above-mentioned Law No. 96/7.

Law No. 2007/6 of 27 December 2007 to institute the fiscal regime of the State established the single coffer principle (payment of dues and taxes through a single bulletin) in 2011. However, the resources of the Road Fund, which are generally mobilized at the Treasury, are not transferred in sufficient amounts or in a timely manner into the account opened at the Central Bank for that purpose.

The allocation of maintenance resources under the Road Fund's Maintenance Window was amended by Decree No. 2013/7696 of 27 August 2013 in order to redeploy resources according to maintenance requirements, depending on the nature of works.



D-OVERVIEW OF MISSIONS

The Fund finances national road network protection, accident prevention and road safety as well as road network maintenance programmes on the one hand, and road rehabilitation and improvement operations, on the other hand. Specifically, the

Fund was put in place to achieve three main goals:

- Mobilize financing;
- Secure resources earmarked for road maintenance;
- Pay contractors for services rendered.

The Road Fund operates through two separate and independent windows, namely the "Maintenance" and "Investment" windows.

The Maintenance Window is used to finance services performed by consultants concerning:

- The routine and periodic maintenance of the priority urban, inter-urban, classified and rural road network;
- Accident prevention and road safety;
- Protection of the national road network.

The Investment Window, for its part, is used to finance road development and rehabilitation activities and the services performed by consultants.

E- MANAGEMENT BODIES



The Road Fund is administered by two bodies: the Management Committee and the Administration.

1- The Management Committee

The Management Committee examines all matters concerning the organization and functioning of the Fund. Its duties are described in Article 13 of Decree No. 2005/239 of 24 June 2005. It meets in ordinary session once every quarter when convened by its Chairman and in extraordinary session as and when necessary to ensure the proper functioning of the Fund. It is composed of 11 (eleven) members, of whom 5 (five) are representatives of the State; 1 (one) representative of regional and local authorities and 5 (five) representatives of road users, broken down as follows:

Public Sector

one representative of the Presidency of the Republic;

- one representative of the Prime Minister's Office;
- one representative of the Ministry in charge of finance;
- one representative of the Ministry in charge of roads;
- one representative of the Ministry in charge of transport.

Regional and Local Authorities

- one representative of regional and local authorities.

Road users

- one representative of the Cameroon Employers' Association;
- one representative of the Cameroon Industrialists' Trade Union;
- one representative of the Cameroon Forwarding Agents' Trade Union
- one representative of the Urban and Inter-Urban Transporters' Union

- one representative of the Union of Road Hauliers of Cameroon.

During the 2013 financial year, the Management Committee carried out many activities, notably.

- the validation of the work programmes prepared by authorizing officers and the budget;
- the validation of the new organization chart and the recruitment of five senior officers;
- the establishment of internal audit;
- the upgrading of the working conditions of employees;
- the analysis of the report on payment deadlines;
- lobbying of the Ministry of Finance to mobilize resources for the Fund.

In 2013, the Management Committee launched its activities by validating the programmes prepared by authorizing officers and the operating budget. The Committee then continued to validate the revised organization chart and the recruitment of five (5) senior officers. The revision of the organization chart stems from the Road Fund's desire to adjust to changes within the institutional framework, notably the granting of the status of authorizing officer to Mayors, Government Delegates and Regional Chairpersons; the broadening of supervisory powers to include technical and financial supervision; the mainstreaming of day labour in the Fund's field of competence and the internalization of accounting and internal control.

Concerning internal control, the Management Committee endeavoured to improve governance by supporting the establishment of internal audits. This led to the initiation, follow up and validation of the legal framework for the establishment of internal audits and the recruitment of a full-time professional in the Road Fund.

Another concern addressed by the Committee in 2013 was the improvement of working conditions of the Fund's staff. In fact, this concern was given special attention through the establishment of an ad hoc committee comprising members of the Management Committee, the Labour Administration, the Administrator of the Fund and staff. The work of the Ad Hoc Committee resulted in proposals that have helped to improve staff benefits, which had stagnated for over a decade. On another level, the Management Committee lobbied the Ministry of Finance to mobilize resources for the Fund.

2- Administration

The Road Fund is administered by an Administrator recruited through a call for candidates, for a three-year term, possibly renewable twice. The Administrator is responsible for the operational implementation of all actions approved by the Management Committee. His duties are specified in Article 18 of Decree No. 2005/239 of 24 June 2005, amended and supplemented by Decree No. 2012/173 of 29 March 2012.

Furthermore, the Fund has 25 (twenty-five) staff against twenty-two (22) as at December 2013.

Through its partnership with national stakeholders, the Road Fund mobilizes and secures revenue necessary for the financing of its operations in order to ensure efficiency, in line with road sector development priorities. Within this framework, the following officials act as authorizing officers:

- the Minister in charge of roads: for the routine and periodic maintenance of the priority inter-urban, classified and rural road network, road improvement and rehabilitation works as well as national road heritage protection services;

- the Minister in charge of urban roads: for the routine and periodic maintenance, improvement and rehabilitation works on the priority urban network;

- the Minister in charge of transport: for road safety services;

- Government Delegates, Mayors and Regional Chairpersons to whom resources are delegated by authorizing officers concerned with inter-urban and rural roads as well as urban roads corresponding to the programmes prepared and approved by the Management Committee;

- the Administrator of the Road Fund: for the Fund's operating and investment budgets;

- the Administrator of the Road Fund: for financial, technical and account audits, on the opinion of the Management Committee.

The Authorizing Officer is responsible for the smooth implementation of programmes. He judges the appropriateness, commits, calculates and authorizes the payment of expenditure.

Within the ambit of his duties, the Prime Minister, Head of Government, has the authority to modify the formula for allocating resources among authorizing officers, or within the same Ministry.



"Pont de l'enfance" Yaounde-Ntui road

F- MANAGEMENT OF THE FUND



The road map is the annual presentation of the strategy. The satisfactory implementation of the strategy hinges on the organization of operations which necessitates the building of constructive synergy, the development of human resources that are a creative and innovative force as well as the emergence of a team spirit which pools and transforms individual efforts into collective success.

1- 2013 Road Map

The 2013 Road Map is based on the concept of results-based management which is presented in terms of results reflected through performance indicators. Thus, the 2013 Road Map focused on the following six (6) objectives that contribute to fulfilling the institution's tasks (see Annex 2).

Objective 1: Improve the Road Fund's Service Quality

EXPECTED OUTCOMES	ACTIONS IMPLEMENTED
Contracts and accounts are processed on a first come, first served basis	Measures have been taken to significantly improve service quality.
Deposits and insurance are authenticated.	The authenticity of deposits are systematically verified with the issuing agency before input into the system
Timeframe for contract visa ≤ 10 days.	This timeframe is complied with, in most cases.
Timeframe for progress payments ≤ 15 days.	- The payment period does not exceed 14 days for 93.5% of progress payments for files in order. - The optimal and efficient use of TOMPRO and electronic document management should significantly reduce processing time.
Timeframe for authenticating deposits ≤ 10 days.	In most cases, authentication is carried out within this timeframe.
The number of progress payments made after rejection reduces by 10%.	The number of payment of invoices after rejection is maintained around 20%. More than half are rejected due to the absence of administrative documents.
Zero payment incident.	Dialogue with banks is ongoing. The number of incidents remains high, despite the implementation of the new RIB.

Objectif 2 : Continue to Mainstream and Streamline Sub-systems using TOMPRO

EXPECTED OUTCOMES	ACTIONS IMPLEMENTED
Database updated since the start of the Fund's operations (target period: 1999-2007).	The database is updated.
Acceptance of the second phase of Tom2pro and Tom2fr. The Tomportail/EmcSae interface is operational.	Phase 2 of Tom2pro/Tom2fr was accepted in early 2013. The interface was accepted and documents digitized under the firm tranche are distributed.
The day-to-day management of records is guaranteed.	The management of this activity is guaranteed by the records Officer whose post was included in the organization chart.
The entire library collection is digitized. The digitization station is operational at entry.	The digitization of documents relating to the firm tranche (2008-2011) is accepted. The digitization station at entry is operational since July 2013.
The organic framework and distribution of tasks are redefined	The revised organization chart was adopted by including the work stations redefined
The procedures manual is updated.	The contract award procedure was declared unsuccessful. There are plans to relaunch it.
Guidelines for partners involved in the expenditure chain is adopted and implemented.	A seminar on the standardization of media (programming, DQE and balances) is organized by the Fund. The preparation of guidelines should normally begin after the delivery of the procedures manual.

Objective 3: Contribute to Improving the Consumption of Road Maintenance Credits

EXPECTED OUTCOMES	ACTIONS IMPLEMENTED
Idle resources are reallocated.	Effective reallocation of MINTP's resources under the Investment Window. Continuous reallocation of MINH DU's resources. The withdrawal of MINTP's resources (1998-2006) is awaited.
Programmes are prepared and monitored in collaboration with authorizing officers.	The workshop on the preparation of programmes for 2014 was organized in December 2013 with the participation of authorizing officers, MINMAP and MINFI. Emphasis was laid on the maturity of projects to be considered and the simulation of procurement and disbursement schedules. The Programme Monitoring Committee was established and met each quarter in the presence of the administrations concerned.

Objective 4: Secure Road Maintenance Resources

EXPECTED OUTCOMES	ACTIONS IMPLEMENTED
The road user charge (RUC) is paid directly and in full.	The performance of RUC improved significantly during collection. The ceiling set by the Finance Law was reached in August 2013. The transfer of resources collected is still problematic due to its transit through the Treasury. In fact, most of the amounts placed at the disposal of the Fund in 2013 were collected in 2011 and 2012. The Prime Minister, however, has instructed that the ceiling of the RUC should be raised as from 2014.
The performance of other committed resources is optimized.	The Working Group on optimization of the transfer of resources continued its activities with the participation of the CONSUPE mission. The study on the evaluation for optimizing the collection and transfer of resources will be carried out in 2014.

Objective 5: Improve the Quality of Expenditure

EXPECTED OUTCOMES	ACTIONS IMPLEMENTED
At the end of operations, the Road Fund has: relevant findings and recommendations made by auditors; financial statements are certified without reserve; matrix of action with a monitoring status.	The financial statements for 2011 and 2012 were certified without reservation.
The internal audit function is implemented with support entities and tools.	The position of an internal independent auditor is provided for in the organization chart. The recruitment of the Internal Auditor is launched under conditions conducive to competition to ensure transparency. Most support tools are prepared with the support of a Consultant (internal audit charter, risk maps, internal triennial audit plan, position card and framework for the evaluation of internal audit performance).

Objective 6: Build the Capacity of Management Bodies and Personnel

RÉSULTATS ATTENDUS	CE QUI A ÉTÉ FAIT
Training of staff on various themes related to the activities of the Fund.	The staff is trained on Tom2paie, Tom2fr and Tom2pro, as well as programme budgeting.
Establishment of a football team.	The Fund has affiliated a football team to the MINTP Inter-service Championship. This team emerged champion and won the cup competition.

2- The Road Fund and the Human Dimension

The consideration of the human dimension as the centre of the Fund's development and performance is becoming more pronounced. Furthermore, besides structuring work stations and ensuring capacity building, Management endeavoured to create conditions conducive to consensus building and dialogue, involving all contributions and responsiveness at all levels. The results of these efforts include: (i) the adoption of new Staff Regulations which provide for an independent evaluation of staff every two years, with the payment of bonuses to the best employees; (ii) the revision of the salary scale and adoption of the principle and rate of revision every two years; (iii) the recognition of training as a right applicable to employees; (iv) the adoption of the principle of normal advancement every two years, and exceptional before this term and automatic after this term, within four years, for workers specifically delayed.

Furthermore, emphasis is laid on the continuous creation of value added through the optimal utilization of human resources and development of skills based on the logic of an excellence centre, helping to pool resources and skills so as to increase individual and overall performance. This principle encourages contributions in the form of fast and efficient solutions by colleagues who are regarded as partners operating in a network that considers synergy as an essential requirement.

3- Operational Difficulties

Most of the constraints identified were resolved with the completion of some projects initiated which have been mentioned in this report. These constraints include:

- insufficient resources which may result in the loss of the confidence capital built so far among users and partners, owing to the fact that resources transit through the Treasury;
- inadequate synergy between stakeholders at all levels (authorizing officers, MINFI, MINMAP, consultants, BET, Banks and the Road Fund) which is exacerbated by the requirement of validation of accounts by MINMAP. There is an urgent need to prepare a procedures manual to reassure private operators;
- some provisions of the Public Procurement Code are obsolete, which does not adequately take into account the realities of some sectors;
- instability of interlocutors among partner administrations, giving the impression that the same processes are consistently repeated;
- low automation and integration of systems concerning public procurement, which is a risk factor at all levels of the financial management chain (paymaster, banker, etc.);
- low professionalism of most building and construction sector consultants.



Visit of worksite by the Minister of Public Works (second from the left)

G- RISK MANAGEMENT

Due to the significant financial flows and risk factors inherent in programme financing and service payments, the Road Fund put in place an organization, internal control and risk management system to ensure the sound management of the resources placed at its disposal in order to perform its tasks.

1-Organization of Internal Control and Risk Management

The responsibility for internal control is henceforth incumbent on the Fund's Administrator with the signing of Decree No. 2012/173 of 29 March 2012. In practice, however, the implementation of internal control is everybody's business. It involves governing bodies and the employees of the Road Fund. For example, the Management Committee, which is responsible for strategic management, is composed of representatives of the Government, a representative of regional and local authorities, the private sector as well as representatives of civil society to guarantee transparency in the governance of the Road Fund. In addition, the Road Fund established an Audit Sub-committee during the 153rd session of the Management Committee held on 3 May 2013. This sub-committee seeks to assist the Management Committee in financial reporting, risk management, internal control, the supervision of the Internal Auditor and the External Auditor as well as compliance with the laws and regulations applicable to the Fund.

The Administrator of the Road Fund initiated a process that is expected to lead to the establishment of the internal audit function in early 2014. In this context and in accordance with risk management orientations (Enterprise Risk Management Framework - ERMF), the Road Fund prepared an internal audit charter, an

operational risk map and an annual audit plan as well as a performance evaluation grid. All these tools are expected to contribute to strengthening the internal auditing function which will be responsible for corporate governance evaluation, risk management and control, as defined within the Road Fund. Through its proposals, it helps to improve security and optimize the organization's overall performance.

2-Internal Control and Risk Management System

Internal control within the Road Fund is a continuous and permanent process which incorporates the risk management dimensions. The institutional control and supervision mechanism hinges on five fundamental pillars:

● Technical, accounting and financial audits conducted by independent auditing firms recruited by the Administrator through a competitive bidding process, on the recommendation of the Management Committee. Thus, at least one field visit should be carried out every quarter for technical audits and one visit every half-year, for accounting and financial audits. The difficulty regarding technical auditing relates to the absence of a relevant standard or reference framework. Constructive reflection, enriched over time with the experiences of other Road Maintenance Funds, led to the adoption of a terms of reference framework used as a basis for the selection of consultants. The evaluation of the results of the internal audits carried out in 2011 led to adjustments to ensure greater proximity over time between the execution of work and auditing, particularly road maintenance. The new reference framework is based on the



concept of "on-going work audit" which advocates the review of on-going contracts during field visits based on a sample defined in advance;

- An organization and responsibilities that are clearly defined and formalized in accordance with the principle of separation of duties;

- A human resource management policy that seeks to recruit people having the knowledge and skills required to perform their duties;

- Internal procedures that are formalized and disseminated accordingly to staff in order to contribute to managing major risks, whether operational, financial or compliance risks;

- A secure computer system and the right of access to applications reflecting the separation of duties and in accordance with roles and responsibilities.



A production station of asphalt concrete

H-THE ROAD FUND AND ITS ENVIRONMENT



The Road Fund is a leading actor in the road sub-sector. As such, it maintains close and multi-faceted relationships with the other actors of the sector and even beyond. Some activities carried out within this framework are presented in Annex 1.

Concerning its corporate social responsibility (CSR), the Road Fund played a special role from 13 to 20 December 2013 during the National Solidarity Week initiated by the Ministry of Social Affairs under the distinguished patronage of the Prime Minister, Head of Government. The support to Government action so as to develop the potential of socially disadvantaged persons in order to promote their social and professional integration shows the Road Fund's firm commitment to a policy of corporate social responsibility, in line with its values.



I- COMMUNICATION



In 2013, the Road Fund's communication activities focused on three thrust areas, namely: strengthening dialogue with other stakeholders in order to share information, improving its visibility and image as well as mobilizing its staff towards achieving the organization's values and objectives.

Regarding the strengthening of dialogue, many meetings were held to share information and strengthen dialogue with partners. Some of these consultative frameworks include the programming workshop organized in September 2013, the Committee in charge of Monitoring the Programmes of Authorizing Officers and the Committee in charge of Overseeing the Collection and Full Transfer of the Road User Charge. These consultative frameworks enabled the Road Fund and its partners to ensure the collection, consolidation and dissemination of information relating to its activities.

The Road Fund also sought to improve its visibility and image through two instruments: the 2012 Annual Report and the website. Many copies of the 2012 Annual Report were distributed to all stakeholders as well as development partners. The website was probably the major event in 2013 from the communication standpoint, as it enabled the Fund to open up to the outside world. Through its configuration, the site now makes it possible for the management organs (the Management Committee and Administration), authorizing officers and enterprises to apprise themselves of the rate of implementation of activities.

The mobilization of staff towards achieving the Fund's values and objectives was also a major concern in 2013. Social mobilization activities were carried out through the celebration of the International Women's Day and the International Labour Day. In addition, the Road Fund team participated and emerged victorious in a football tournament organized by the Ministry of Public Works.



2

PROGRAMME FINANCING

A- FINANCING OF ROAD MAINTENANCE
PROGRAMMES (MAINTENANCE WINDOW)

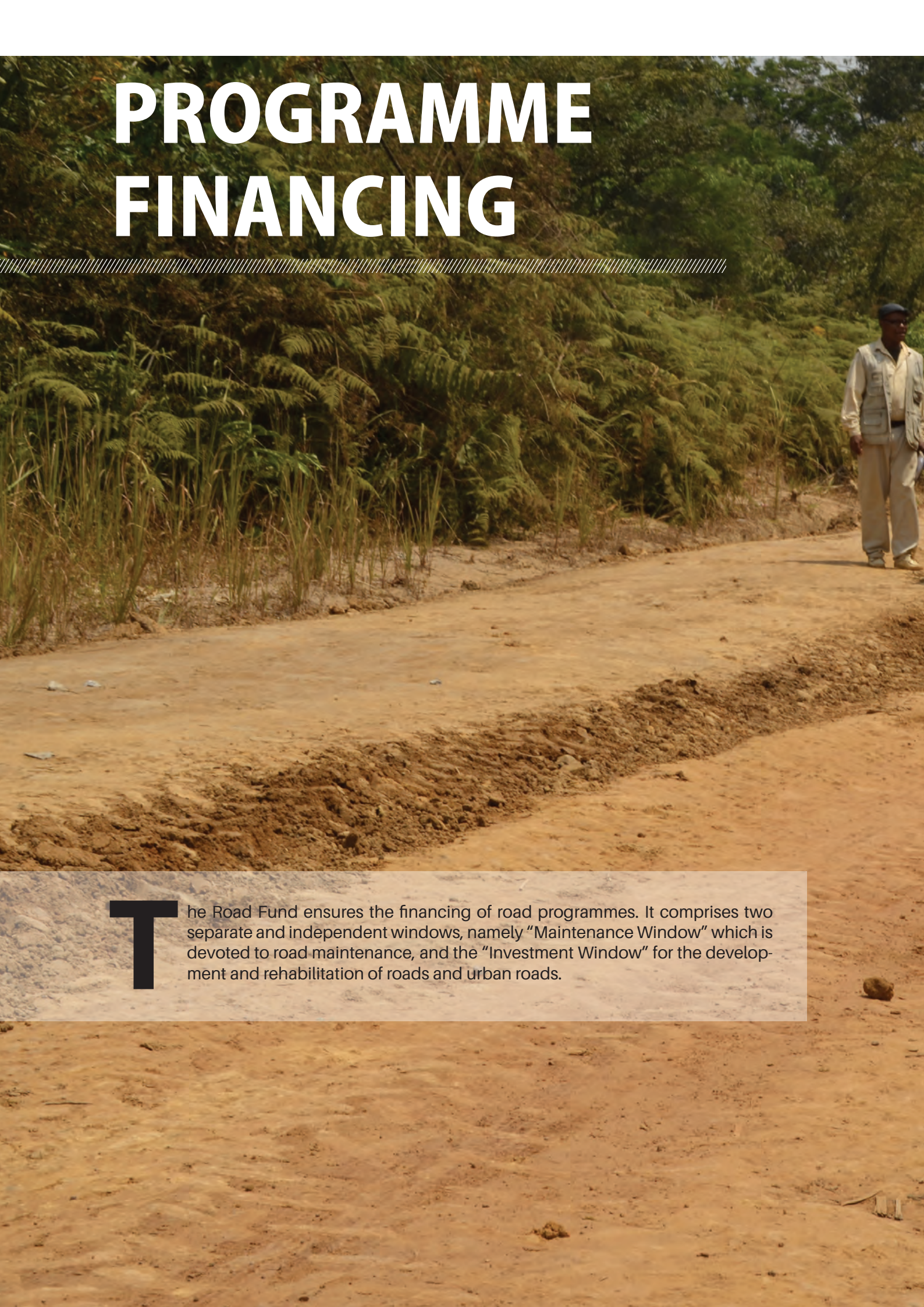
B- FINANCING OF ROAD INVESTMENT
PROGRAMMES (INVESTMENT WINDOW)

C- FUNCTIONING OF THE FUND AND AUDIT
SERVICES

D- TRENDS IN KEY ROAD MAINTENANCE
FINANCING INDICATORS (MAINTENANCE
WINDOW)



PROGRAMME FINANCING



The Road Fund ensures the financing of road programmes. It comprises two separate and independent windows, namely “Maintenance Window” which is devoted to road maintenance, and the “Investment Window” for the development and rehabilitation of roads and urban roads.

A- FINANCING OF ROAD MAINTENANCE PROGRAMMES (MAINTENANCE WINDOW)



A

According to data in the Ministry of Public Works, the road network extends over 50 000 kilometres. A “priority network” covering slightly over half of the total network and handling nearly 80% of traffic was mapped out. This network, which is about 5 000 kilometres of tarred roads, 11 600 kilometres of classified earth roads and 12 338 kilometres of rural roads, is regularly maintained. However, the Road Fund’s financing covers only part of this priority network.

● 2013 Road Maintenance Programme

In accordance with the organic instrument, the Fund’s resources are allocated by eligible work type using a formula defined by such instrument, which was amended by Decree No. 2013/7696 issued by the Prime Minister, Head of Government. According to the procedure, the Road Fund notifies authorizing officers of the amount of appropriations available to enable them to prepare and submit their programming to the Management Committee for approval.

● Resource Allocation Formula

The formula for allocating resources by eligible work type is summarized in Table 10 below with the understanding that it is subject to modification in view of the aforementioned decree.

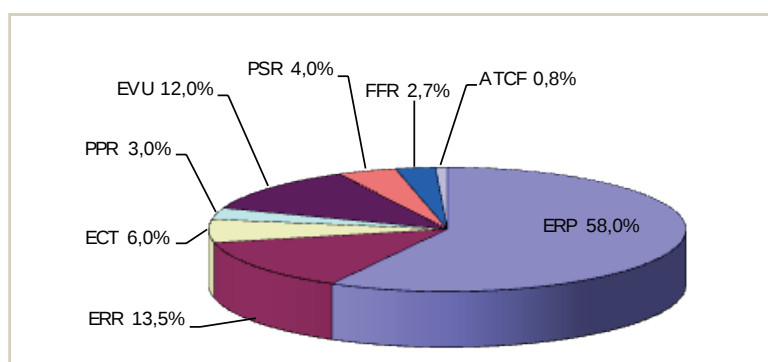
Table 1: Eligible Works and Allocation Formula

Types of service	Abbrev.	New Allocation Formula	Previous Allocation Formula	Variation
Maintenance of classified inter-urban priority road network	ERP	Mini 58%	Mini 65%	-7%
Maintenance of priority urban roads	EVU	Maxi 12%	Maxi 10%	+2%
Maintenance and service equipment of priority rural roads	ERR	Maxi 13,5%	Maxi 12%	+1,5%
Road or geotechnical studies and works control	ECT	Maxi 6%	Maxi 7%	-1%
Road accident prevention and safety	PSR	Maxi 4%	Maxi 1,5%	+2,5%
Routine maintenance of fixed and mobile installations necessary for the protection of the public domain	PPR	Maxi 3%	Maxi 1%	+2%
Road Fund recurrent expenditure	FFR	Maxi 2,7%	Maxi 2,5%	+0,2%
Financial, accounting and technical audits	AFCT	Maxi 0,8%	Maxi 1%	-0,2%

The quota allocated for the routine maintenance of fixed and mobile installations necessary for the protection of the public domain increased by 2%. This significant variation is attributable to the increase in the number of road weighing stations in recent years, necessitating additional maintenance and operating resources.

Furthermore, economic development and Government's determination to significantly reduce the loss of life from road accidents have led to an increase in the quota allocated for road accident prevention and safety from 1.5% to 4%.

Figure 1: Resource Allocation Formula



The resource allocation formula gives priority to the maintenance of the inter-urban priority road network which has at least 58% of the resources mobilized by the Road Fund, although its quota has reduced by about 10.7%. The resources allocated for rural road maintenance have been increased by 13.5% compared to the previous formula, hence the importance Government attaches to this component whose activities are focused on maintenance. According to the Growth and Employment Strategy Paper (GESP), this component seeks to open up production areas and tourist sites, provide access to risk areas as well as maintain the country's presence in border areas.

• Road Fund Commitments for 2013

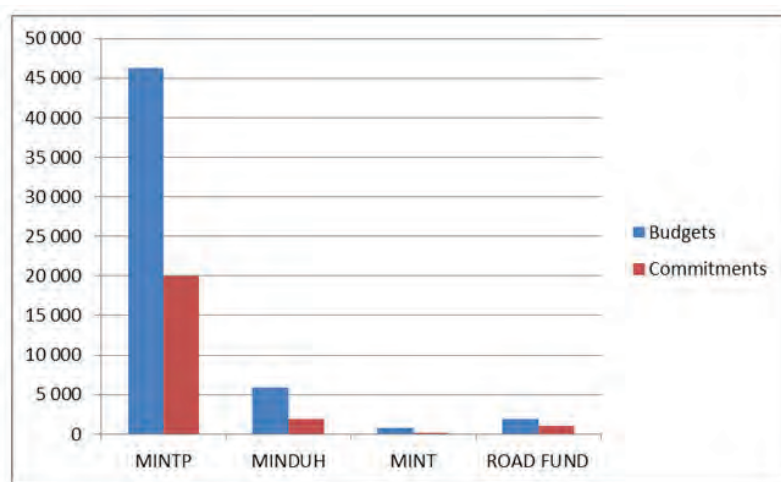
The Road Fund's Management Committee approved the programmes of authorizing officers and adopted the overall recurrent budget totalling CFAF 55 billion, corresponding to the ceiling amount of the Road User Charges (RUC) to be collected.

The commitments subscribed by authorizing officers and validated by the Road Fund for the execution of this budget as at 31 December 2013 are as follows:

Table 2: Comparative Table of 2013 Budgets and Commitments (in CFA F million)

Works	Budgets (a)	Commitments (b)	%
PRM	35 296	17 536	49,68%
RRM	3 419	1 429	41,80%
RSWC	6 533	0	0,00%
PNRN	1 060	997	94,05%
MINTP	46 307	19 962	43,11%
URM	5 500	1 914	34,80%
RSWC	443	0	0,00%
MINDUH	5 943	1 914	32,21%
RSAP	825	128	15,50%
MINT	825	128	15,50%
Accounting and Technical Audits	550	44	8,00%
Functioning of the RF	1 375	978	71,13%
ROAD FUND	1 925	1 022	53,09%
GRAND TOTAL	55 000	23 026	41,87%

Figure 2: Comparative Diagram of Budgets and Commitments by Authorizing Officer



As at 31 December 2013, the overall commitment rate was 41% against 78% the previous year, representing a 46.3% drop. The reform of public procurement resulted in the establishment of a new legal framework, entities and tools, necessitating time for actors to master them. Furthermore, a large proportion of contracts were awarded on a multi-year basis, thereby mitigating the decrease observed.

MINTP recorded a commitment rate of 43.1%, that is a decline compared to 79.1% the previous year.

MINDUH committed 32.2% of its budget, that is a 64.2% drop with respect to 90% the previous year.

MINT had a 15.5% commitment rate, representing an increase compared to the previous year which was 3.5%.

•Representation of Commitments in Number of Contracts

The representation of commitments based on the number of contracts validated by the Road Fund is summarized in the table below.

Table 3: Breakdown of Contracts by Authorizing Officer as at 31 December 2013

Authorizing Officers	Number of Contracts	Rate in %	Amount of Contracts (in CFAF million)
MINTP	167	70,5	19 962
MINDUH	59	24,90	1 914
MINT	11	4,6	128
Total	237	100	23 026

The workload of the Road Fund in 2013 was 237 contracts, representing a 14% drop compared to 2012. MINTP had the heaviest workload with 167 contracts, or about 70.5%. Some of these contracts were service orders for the mobilization of conditional tranches for multi-year contracts. This decrease in the level of activity is generally attributable to the delay in the award of contracts by the Ministry of Public Contracts.

1-Mobilization of Resources in 2013

The reform concerning the single payment of duties and taxes, in accordance with Sections 67 and 68 of Law No. 2007/6 of 26 December 2007: Financial Regime of the State, reaffirms the monopoly of the Treasury over revenue collection, expenditure payment as well as the single account principle reflected in the centralization of cash receipt and disbursement transactions, which are carried out by public accounting officers in a single Treasury account at the Central Bank.

The resources allocated to the Road Fund consist of road user charges (RUC) and resources whose collection and transfer are under the responsibility of the Road Revenue

Securitization Programme (RRSP), namely toll charges, fines and axle tax. The new provisions adopted under the 2011 Finance Law, whose implementation conditions were defined by Instruction No. 73/MINFI/SG/DGTCFM/DT of 6 June 2011 relating to Road Fund revenue and expenditure accounting – Maintenance Window – helped to enter non-RUC resources (toll charges, fines and axle tax) in the accounts through the account opened at the General Pay Office of the Treasury.

Pursuant to the aforementioned Instruction, the procedure for the collection of resources provides for transit of resources through a central account opened at the General Pay Office of the Treasury. The account opened at the Central Bank is replenished with resources deducted from this account through a transfer order issued by the Road Fund.

Thus, regarding RUC, the amount collected is ascertained and paid each month by the Working Group set up for this purpose, which is composed of representatives of the Tax and Treasury Administrations and the Road Fund. Concerning revenue mobilization, the results recorded are as follows:

Table 4: Situation of Revenue Collected and Transferred as at 31 December 2013

Ressources	Amounts Mobilized	Amounts Paid into the Road Fund's Treasury Account	Initial Balance of at BEAC as at 31/12/12	Amounts Paid into the BEAC Account	% of Revenue Mobilized		
RUC	(a)	(b)	29 000	(c) 34 000	b/a	c/a	c/b
	55 000	55 000			99,96%	61,79%	61,82%
TOLL CHARGES	5195	5195			100%	0%	0%
TRAFFIC FINES	2369	2369			100%	0%	0%
AXLE TAX	1609	1609			100%	0%	0%
TOTAL REVENUE	64 194	64 173	29 000	34 000	99,97%	52,96%	52,98%

As a reminder, the situation in 2012 was as follows:

Ressources	Amounts Mobilized	Amounts Paid into the Road Fund's Treasury Account	Initial Balance of at BEAC as at 31/12/12	Amounts Paid into the BEAC Account	% of Revenue Mobilized		
	(a)	(b)		(c)	b/a	c/a	c/b
RUR	55 000	55 000	1 000	0	100%	0%	0%
TOLL CHARGES	4 662	3 867		760	83%	16%	20%
TRAFFIC FINES	2 046	1 614		633	79%	31%	39%
AXLE TAX	1 575	1 403		0	89%	0%	0%
TOTAL REVENUE	63 283	61 884	1 000	1 393	98%	2%	2%

The consolidated revenue amount paid into the Treasury account for the 2012 and 2013 financial years was CFAF 126.06 billion. The amount transferred to BEAC was CFAF 35.393 billion, that is a transfer rate of 28.1%, which remains constant compared to the previous year. During the 2013 financial year, CFAF 34 billion was transferred from the Treasury to BEAC, together with the initial balance of CFAF 29 billion to be contributed to cover payments made in the course of the year, bringing the total to CFAF 63 billion (see Table 5).

In 2012, the Minister of Finance, by Letter No. 5434/MIN-FI/SG/DGTCFM/DIRTRE/SDPT of 8 November 2012 addressed to the Chairman of the Management Committee of the Road Fund, undertook to transfer to the Fund CFA F 1 billion per week. So far, this measure has not been complied with.

The analysis of this situation shows that:

(i) the outstanding resources (stock of resources in transit in the account opened in the General Pay Office of the Treasury) are increasing, reflecting an abnormal situation which is incompatible with the Road Fund's operating principles. In fact, outstanding resources increased from CFA F 95.2 million in 2012 to CFA F 126 million in 2012;

(ii) the RUC ceiling was paid into the Treasury. However, the amount of resources transferred to BEAC was low, that is 23.7% of the resources expected over the last three financial years, and 52.9% for the 2013 financial year alone;

(iii) the conclusions of a study carried out in 2010 show that the collection of toll charges achieved an average monthly performance of CFA F 450 million. When this potential is capitalized using the economic growth rate for 2011, 2012 and 2013 (respectively 4.1%, 4.6% and 5.5%), it gives CFAF 517 million. Compared to the monthly average in 2013, this performance is below the set targets;

(iv) according to data from the Central Accounting Agency of the Treasury (ACCT), the level of fines remains high and is on an upward trend. This trend is due, among other things, to the increase in the number of vehicles weighed (1 944 978 in 2013 against 1 544 274 in 2012) and an improvement in the rate of collection of fines. In fact, according to the 2013 balance sheet report prepared by the Inter-ministerial Steering Committee for Road Toll Operations (CISOP), the rate of collection of fines rose from 96.30% in 2012 to 97.89% in 2013;

(v) the axle tax collected was CFAF 1.6 billion. There is room for improvement if its collection is streamlined.

2- Payment Transactions

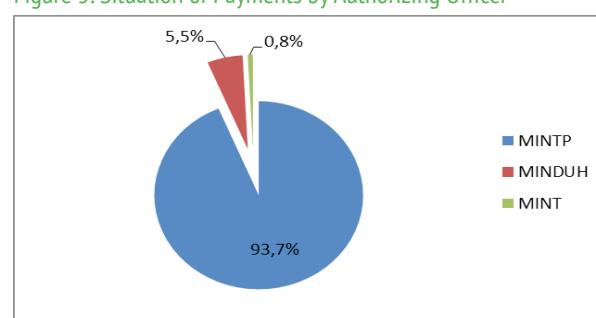
The Road Fund diligently pays contractors for services eligible for the "Maintenance Window". For the 2013 financial year, the analysis of payment statistics is as follows:

● Breakdown of Payments

Table 5: Breakdown of Payment by Authorizing Officer

Authorizing Officer	Payments in CFAF million)	%
MINTP	59 014	93,7
MINDUH	3 451	5,5
MINT	541	0,8
TOTAL	63 006	100,0

Figure 3: Situation of Payments by Authorizing Officer



The amount paid in 2013 stood at CFAF 63 006 million against CFAF 42 726 million in 2012, representing a 32% increase. This performance is one of the positive outcomes of the Special Emergency Programme whose works fall under the Investment Window, but are paid for with resources from the Maintenance Window. The projects of the Special Emergency Programme are anchor projects executed by enterprises with strong technical and financial capacity, which contributes to accelerating the rate of work performance and credit consumption. In a nutshell, the payment status is as follows:

- MINTP, which is the main authorizing officer of the Road Fund, had the highest share with 93.7% of payments, which is more than its total budget representing 84% of the Road Fund's resources; these results are reflected in the payment of contracts executed in previous years and in 2013;
 - MINDUH had 5.5%, that is a 71% decrease;
 - The Ministry of Transport received 0.8%, representing a 33% drop compared to the previous year.
- The difference in commitments mentioned above affects payments, a good number of which are related to commitments charged to the budgets of previous years, reflecting the worsening of the situation.

The Fund focused its attention on this situation and the message it conveys. In this respect, the consultation workshop on the 2014 programming of activities organized by the Fund served as a framework for reflection on a management method that enables the consumption of credits in a timely manner.

The solution lies in the mastery of procurement timeframes, the classification of enterprises in order to optimize work performance, the maturity of projects included in programming and the capacity building of actors involved in work supervision and control.

● Other Payment Indicators

The other payment indicators concern the number of transactions handled and payment timeframes.

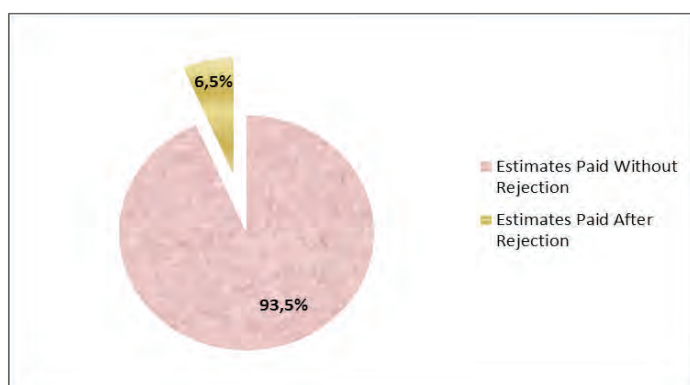
● Statistics on the volume of transactions carried out

The table below shows the number of transactions carried out as at 31 December 2013.

Table 6: Statistics on Transactions Carried Out

Number of Payment Invoices Received	Average Number of Payment Invoices Processed per day	Number of Payment Invoices Settled Without Rejection	Number of Payment Invoices Settled after Rejection	Rejection Rate
1144	5	1070	74	6,5%

Figure 4: Structure of Invoices Processed in Terms of Number



The figure above shows a slight drop in the activity. In fact, 1 144 estimates were received, against 1 314 in 2012, while 1 070 estimates were paid, against 1 212 in 2012. Thus, the rejection rate dropped to 6.5%, against 8% in 2012. This rate reflects the level of mastery of procedure by contractors and Engineering and Design Firms. It is expected to decline further with the organization this year of the seminar to inform contractors on the use of standar-

dized formats (Excel) for presenting estimates and Bills of Quantities (BQ) to be imported on the TOMFR software.

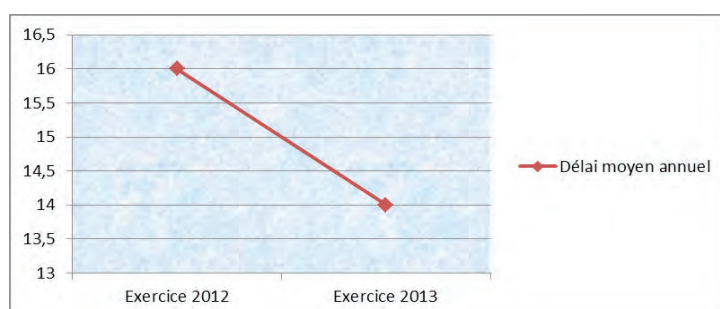
● Statistics on Payment Timeframes

Statistics on payment timeframes as at December 2013 are presented in Table 7 below.

Table 7: Distribution of Invoices Paid without Rejection by Time Segment

Number of Invoices Paid without Rejection	Average Processing Time-frame (in days)	Minimum Processing Time-frame (in days)	Maximum Processing Timeframe (in days)
1070	14	4	40

Figure 5: Timeframe Trends between 2012 and 2013



This table shows that the average estimates processing timeframe is 14 calendar days, recording a 12.5% drop compared to 2012 (16 day) for twice the activity. The Fund's objective is to maintain or, as much as possible, reduce the timeframe to less than 14 days for normal estimates (without rejection).

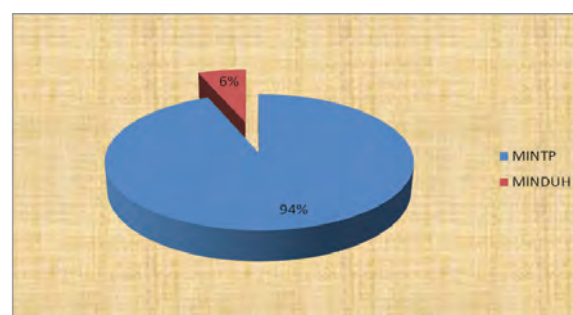
1- Situation of Penalties

As the paying entity, the Road Fund is bound to deduct and pay into the Special Appropriations Account (SAA) proceeds from all types of fines and penalties recorded with respect to the execution of public contracts. The situation of penalties paid for the 2013 financial year is presented as follows by the authorizing officer.

Table 8: Table of Penalties in 2013

Authorizing Offi er	Penalties Paid in 2013	
	Amount (in CFAF million)	%
MINTP	318	94
MINDUH	21	6
Total	339	100,0

Figure 6: Penalties Deducted for the 2013 Financial Year



The amount of penalties to be paid reduced from CFAF 833 million in 2012 to CFAF 339 million in 2013, recording a drop of CFAF 494 million, or 53.30% in relative value. This drop is explained by the measures taken jointly with ARMP relating to public contract execution.

2- Situation of Guarantees by Signature

Road Fund-financed contracts are executed under bank guarantee comprising various types and forms of bid bonds.

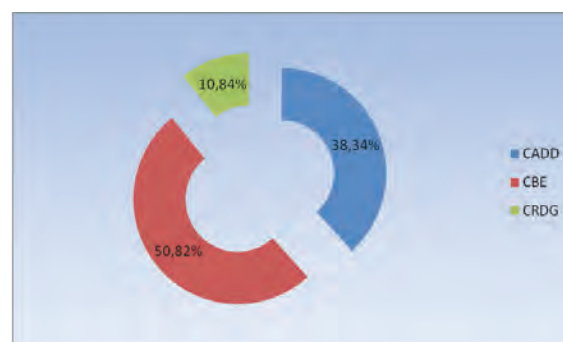
Table 9: Situation of Guarantees Received

Type of Guarantee	Financial Year 2013	
	Number	Value (in CFAF million CFA)
CADD	64	15 628
CBE	270	20 715
CRDG	21	4 420
Total	355	40 763

Guarantees Received

The table below presents the number and value of start-up advance guarantees (SUAG), performance bonds (PB) and retention money (RM) during the 2013 financial year (in CFAF million).

Figure 7: Structure of Guarantees Received by Type



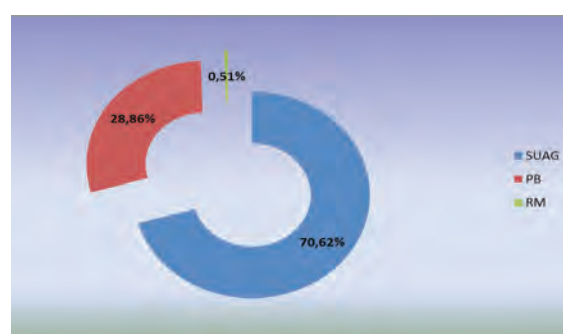
Guarantees Refunded

The table below presents the situation of guarantees refunded during the 2013 financial year. These refunds include guarantees received during preceding years.

Table 10: Situation of Guarantees Refunded

Type of Guarantee	Financial Year 2013	
	Number	Value (in CFAF million CFA)
CADD	32	1 654
CBE	70	676
CRDG	02	12
Total	104	2 342

Figure 8: Structure of guarantees refunded



The Fund refunded 104 guarantees, against 237 in 2012, showing a 56% drop. The value of partial and/or total releases issued by contracting authorities stood at CFAF 2 342 million, against CFAF 5 279 million, showing a 56% drop. Start-up advance guarantees recorded the highest value, standing at CFAF 1 654 million, that is about 71% of the total value of guarantees refunded.

A- FINANCING OF ROAD INVESTMENT PROGRAMMES (INVESTMENT WINDOW)



A tarred road maintained by lighthousemen

As a reminder, it should be pointed out that the Fund's activity under this window is in line with the road network rehabilitation project financing process. Investment Window-funded projects are implemented through special allocation conventions (case of Urban and Road C2D) or special conventions pursuant to Article 26 of Decree No. 2005/239 of 24 June 2005 as amended and supplemented by Decree No. 2012/173 of 29 March 2012.

1- Allocation Conventions (Urban and Road C2D)

Under the convention signed between the Republic of Cameroon and the French Republic on 22 June 2006, it was agreed that the resources obtained from the cancellation of Cameroon's debt to France should be released over the period from 28 April 2006 to 27 April 2011. Concerning road maintenance and upgrading aspects, the contract was followed by a framework agreement and various conventions, with the Road Fund acting as payment process intermediary. The total amount of the convention stood at CFAF 150 870 millions, of which CFAF 147 337 million, or 97.66% of the total amount of the convention, was placed at the disposal of the Road Fund. Out of the CFAF 147 337 million received, CFAF 141 019 million F CFA, or 96 % of the total amount of funds received, was used for payment of works. To date, the convention has not yet been closed owing to the remaining works.

● Road C2D Convention

Convention No. CCM 6007 01 L of 2 March 2007 allocated a maximum amount of EUR 115 million, that is slightly over CFAF 75 billion, to the Cameroon Road Network Upgrading Programme. The Road Fund was designated by this convention as paying establishment for the "Investment" and "Management Expenses" components of the programme.

● Urban C2D Convention

Convention No. 6004 01 H of 2 March 2007 allocated a maximum amount of EUR 115 million, or about CFAF 75 billion, for the urban component of the first C2D. The Road Fund was designated by this convention as paying establishment for the Urban Road Works Component 2 (2A, 2B, 2C, 2F, 2G and 2H) of the programme.

● Account Agreement No. 1/MINFI/SG/DGTCFM/DT/PGT/ADM/FR/2011

Account Agreement No. 001/MINFI/SG/DGTCFM/DT/PGT/ADM/FR/2011 of 13 June 2011 laid down conditions for operating account No. 420002701 opened in the name of the Road Fund at the General Pay Office of the Treasury. Pursuant to Article 3 of the agreement, the said account is funded through commitment vouchers issued by Fund budget authorizing ministries. In simple terms, this mechanism seeks to centralize in this account all requests for resource transfer made to the Treasury by ministries. Similarly, payments by the Road Fund are made through debit of the same account. The General Pay Office of the Treasury thus becomes the banker of public establishments.

1- Resources Received

Resources Received under C2D

Road C2D Programme - MINTP

The amount of transfers received since programme start-up stands at CFAF 78 615 million for works and CFAF 620 million for contribution to the functioning of the "Investment Window" of the Road Fund.

Urban C2D Programme /CUY-MINDUH

The amount of transfers received since programme start-up stands at CFAF 21 884 million.

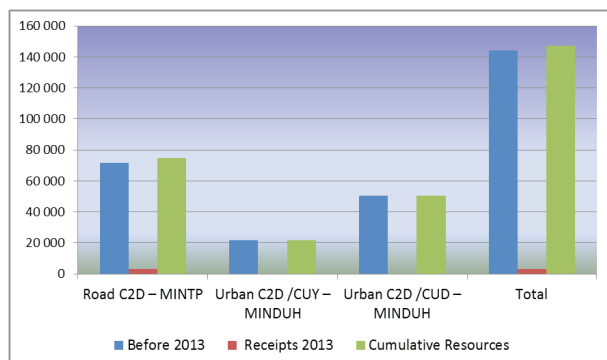
Urban C2D Programme /CUD - MINDUH

The amount of transfers received since programme start-up stands at CFAF 50 607 million.

Table 11: Resources Received under C2D (in CFAF million)

Programmes	Resources Received		Cumulative Resources	Rate in %
	Before 2013	2013		
Road C2D – MINTP	71 822	3 024	74 846	50,80
Urban C2D /CUY – MINDUH	21 884	-	21 884	14,85
Urban C2D /CUD – MINDUH	50 607	-	50 607	33,35
Total	144 313	3 024	147 337	100,00%

Figure 9: Resources Received as at 31 December 2013



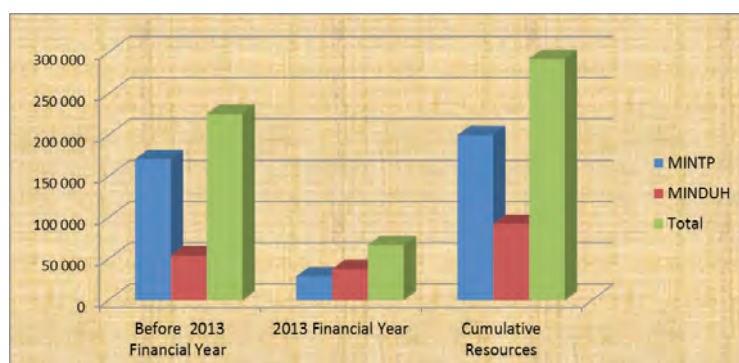
As at 31 December 2013, the total amount of C2D projects stood at CFAF 151 106 million, against CFAF 148 082 in 2012, recording a variation of CFAF 3 024 million representing the resources received under Road CD2 as shown in the figure below.

Resources Received under PIB and HIPCI

Table 12: Resources Received from Other Projects (in CFA million)

	Before 2013 Financial Year	2013 Financial Year	Cumulative Resources
MINTP	171 093	29 039	200 132
MINDUH	54 546	37 819	92 365
Total	225 639	66 658	292 497

Figure 10: Resources Received as at 31 December 2013 by Authorizing Officers



The figure above shows that resources received for projects under PIB rose from CFAF 43 828 million in 2012 to CFAF 66 658 million in 2013, recording an increase of CFAF 22 830 million in absolute value and 52% in relative value.

Resources Allocated to the Special Emergency Programme

The Head of State implemented a special emergency programme for the rehabilitation of some roads and facilities of the national network. This programme was financed through the deduction of CFAF 100 billion from the "Maintenance Window" of MINTP.

During the period under review, the Maintenance Window (MW) financed Investment Window (IW) works for a total amount of CFAF 36 144 million, taking the total amount of payments as at 31 December 2013 to CFAF 47 106 million, or 47% of the total allocation for this financing.

Summary of Resources Received as at 31 December 2013

Table 13: Summary of Resources Received (in CFAF million)

Programmes	Resources Received		Cumulative Resources	Rate in %
	Before 2013	2013		
Road C2D	75 591	3 024	78 615	15,30
Urban C2D	72 491	-	72 491	14,11
PIB and HIPCI Resources	225 639	66 858	292 497	56,95
Maintenance Window Transfer	22 830	-	22 830	4,45
Special Emergency Programme	10 962	36 144	47 106	9,17
Total	407 513	106 026	513 539	100

The table above shows that resources received during the 2013 financial year stood at CFAF 106 026 million, against CFAF 62 792 million in 2012, recording an increase of CFAF 43 234 millions in absolute value and 68.85% in relative value. The total amount of resources received as at 31 December 2013 stood at CFAF 513 539 million, representing an overall average annual flow of CFAF 73 billion in 2007, against CFAF 81 billion in 2012, showing a 10% drop owing to the closure of the CD2 programmes and the end of contracts financed through Maintenance Window transfers totalling CFAF

25 billion. Nonetheless, the mechanism is still important to authorizing officers given its security guarantees and flexibility as well as its adaptation to road project management constraints, especially to the "Programme Budget" approach.

Through an "Investment Window" idle resource clearance operation, MINTP obtained approval from MINEPAT and du MINFI to adjust some credits amounting to CFAF 12 145 million.

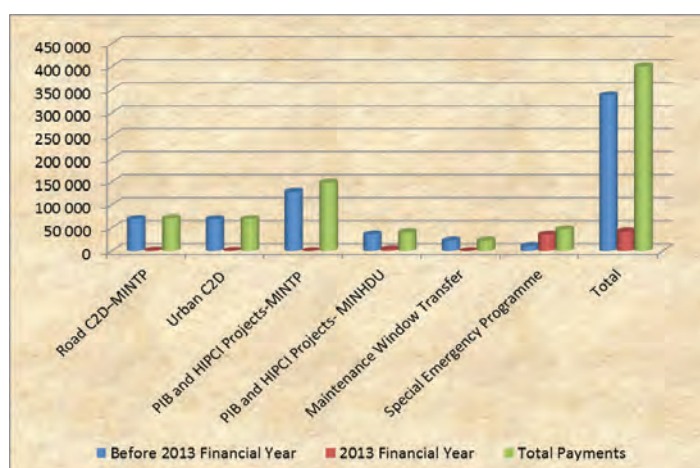
3- Payments Made

Summary of Payments as at 31 December 2013

Table 14: Summary of Payments Made (in CFAF million)

Programmes	Payments Made		Total Payments	Rate in %
	Antérieurs à 2013	2013		
Road C2D-MINTP	69 818	1 323	71 141	17,76
Urban C2D	69 280	734	70 014	17,48
PIB and HIPCI Projects-MINTP	128 670	19 955	148 625	37,11
PIB and HIPCI Projects- MINH DU	36 427	4 317	40 744	10,17
Maintenance Window Transfer	22 830	-	22 830	5,70
Special Emergency Programme	10 962	36 144	47 106	11,76
Total	337 987	62 473	400 460	100,00%

Figure 11: Summary of Payments Made



Investment Window payment level stood at CFAF 400 460 million as at 31 December 2013. Payments for the period stood at CFAF 62 473 million. Thus, as shown on the graph, CD2 project payments increased from CFAF 12 264 million in 2012 to CFAF 2 057 million in 2013. Similarly, payments using internal resources (PIB and HIPCI) dropped by 47.88% or CFAF 22 302 million from CFAF 46 574 million in 2012 to CFAF 24

272 million in 2013. Special Emergency Programme payments, for their part, tripled from CFAF 10 962 million in 2012 to CFAF 36 144 million in 2013, thereby causing overall resource consumption rate to oscillate around 47%.

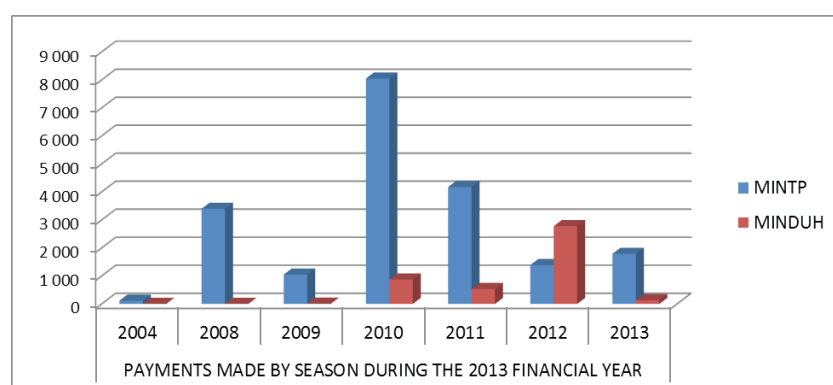
An in-depth analysis of payments made during financial year 2013 helps to detail them by season.

Contract Payments Made under PIB and HIPCI Resources by Season

Table 15: PIB and HIPCI Payments Made (in CFAF million)

Programmes	PAYMENTS MADE BY SEASON DURING THE 2013 FINANCIAL YEAR							TOTAL	Rate in %
	2004	2008	2009	2010	2011	2012	2013		
MINTP	114	3,396	1,045	8,047	4,172	1,389	1,789	19,955	82%
MINDUH	-	-	8	870	532	2,777	128	4,317	18%
TOTAL	114	3 396	1 053	8 917	4 704	4 166	1 918	24 272	100%

Figure 12: PIB and HIPCI Payments



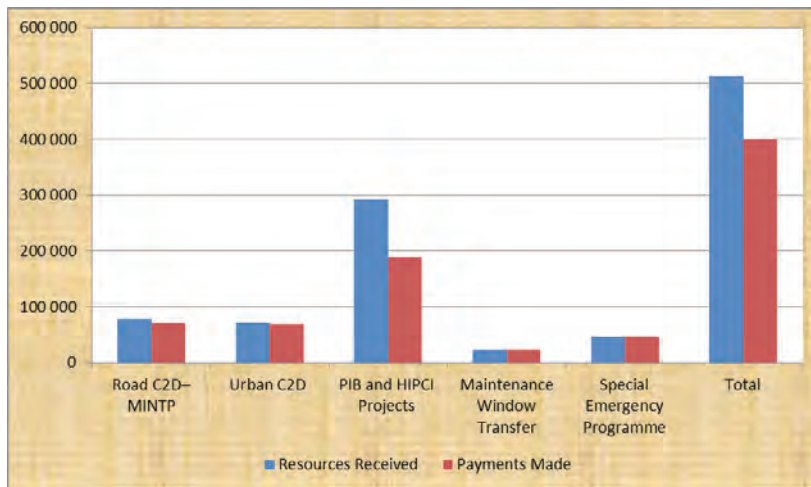
A large proportion of Investment Budget resources were used for contract payments committed before 2013 and accounted for 92% of the amount of payments made during the financial year under review.

Comparative Situation: Resources Received/ Payments Made

Table 16: Comparative Situation: Resources/Payments (in CFAF million)

Programmes	Resources Received	Payments Made	Consumption Rate in %
Road C2D- MINTP	78 615	71 141	90,49
Urban C2D	72 491	70 014	96,58
PIB and HIPCI Projects	292 497	189 369	64,74
Maintenance Window Transfer	22 830	22 830	100
Special Emergency Programme	47 106	47 106	100
Total	513 539	400 460	77,98

Figure 13: Comparative Situation of Resources/Payments



The overall Investment Window resource consumption rate dropped from 80% in 2012 to 75% in 2013.



Ayos-Bonis road

C- FUNCTIONING OF THE ROAD FUND AND AUDIT SERVICES

1- Operating Funds as at 31 December 2013

These are resources disbursed to cover Investment Window operating costs and auditing services.

Table 17: Contributions to Coverage of Operating Expenses (in CFAF million)

Sources de financement	Part Fonds Routier		
	Before 2013	2013 Financial Year	Total as at 31/12/2013
PIB and HIPCI	593	1 069	1 662
C2D	620	-	620
Investment Resources	201	-	201
Total	1 414	1 069	2 483

PIB and HIPCI funds represented 100% of the resources allocated for the functioning of the Road Fund in 2013. This is part of project operating expenses kept in the General Pay Office of the Treasury for the 2012 financial year and received by the Fund in 2013.

1- Execution of the Recurrent Budget as at 31 December 2013

Table 18: Summary of the Execution of Maintenance Window Recurrent Budgets and Audits (in CFAF million)

Éléments	2013 Financial Year		
	Expected	Actual	% Achieved
Road Fund Functioning	1 375	979	71
Technical, Financial and Accounting Audits	550	44	8
Total	1 925	1 023	53%

On the whole, the recurrent budget was executed at 53 % of forecasts due to the late award of contracts. Technical audits were not conducted owing to the redefinition of missions and operations in order to enhance the efficiency and competition of Consultancy Firms. Beyond these considerations, the Management Committee's clear option consisted in conducting technical audits as works progress. This approach has the advantage of allowing

for direct correction of inadequacies or shortcomings noticed during contract execution. Moreover, the recurrent budget helped to cover the implementation of activities included in the roadmap such as improvement of working space and tools, in addition to routine expenses. The situation of "Investment Budget" expenses is presented in the table below:

Expenses mainly comprised bank charges and fees for the physical archiving and digitalization of documents, as well as the acquisition of various software licences.

Table 19: Summary of the Execution of Investment Window (IW) Recurrent Budgets and Audits (in CFAF million)

Description	Achieved as at 31/12/2013
Recurrent Expenses	49
Technical, Accounting and Financial Audits	12-
Total	61



A rural road under mechanised maintenance

D- TRENDS IN KEY ROAD MAINTENANCE FINANCING INDICATORS(maintenance window)



The key indicators concern resources mobilized as well as their coverage of commitments made. Payments made are also analyzed by comparing commitments and resources mobilized. In short, we will present a historical overview of the quantitative elements of the Road Fund's last five years.

1 – Resource Mobilization Trends

The Road Fund is run using a range of resources generated from road use as outlined in the first part of this report (RUC, toll fee, fines, axle tax, etc.). The table below presents the Road User Charges (RUC) mobilized compared to the ceiling amounts fixed by successive finance laws.

Table 20: Situation of Resource Mobilization for the Last Five Years (in CFAF million)

N° d'ordre	Financial Year	RUC (in CFAF million)		Surplus / Shortfall (b – a)	Mobilization Rate
		Forecasts (a)	Mobilization (b)		
1	2009	55 000	55 000	0	100
2	2010	55 000	55 000	0	100
3	2011	55 000	55 000	0	100
4	2012	55 000	55 000	0	100
5	2013	55 000	55 000	0	100
CUMUL		275 000	275 000	0	100

On the whole, the resources allocated for road maintenance financing have remained constant in recent years, with a peak in 2009. However, it should be pointed out that resources remain inadequate to finance road main-

tenance needs estimated at CFAF 80 billion per year, according to one of the assumptions of the Road Master Plan.

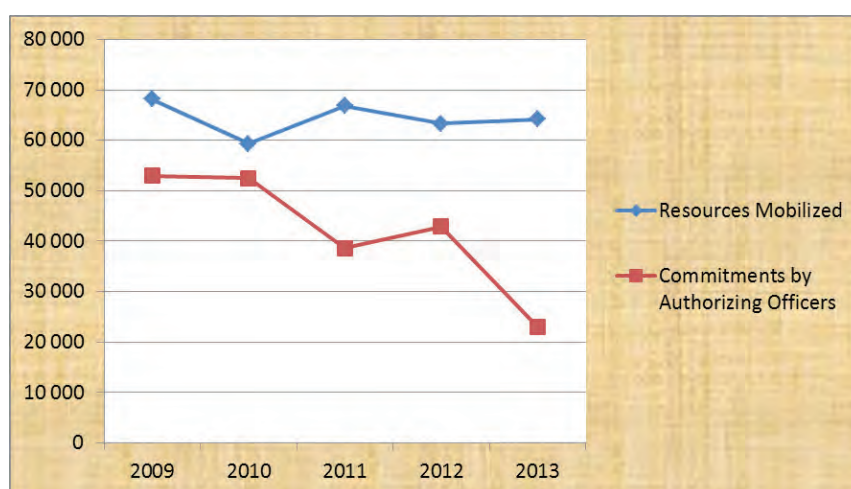
2- Comparative Trends in Commitment Coverage by Resources Mobilized (RUC and other resources)

The coverage of commitments by resources mobilized in the same financial year is a key indicator of the Road Fund's sustainable financial equilibrium.

Table 21: Comparative Situation (Resource Mobilization – Commitments) as at 31 December 2013
(in CFAF million)

Financial Year	Resources Mobilized	Commitments by Authorizing Officers	Commitment / Mobilization Rate
2010	59 335	52 464	88
2011	66 836	38 628	58
2012	63 283	42 917	68
2013	64 194	23 026	36
Total	321 838	210 030	65

Figure 14: Comparative Situation (Resource Mobilization – Commitments)



The above graph shows the increasing gap between resources mobilized and commitments. This is reflected in: (i) the difficulty faced by authorizing officers in implementing their programmes to the end and (ii) the non-mastery of timely award of contracts. The ideal situation would be for authorizing officers to exhaust their financing possibilities given the sector's huge needs. The submission in real time of financial statements and the sensitization of authorizing officers on the possibilities of improving credit consumption level are solutions to a situation of equilibrium.

The Special Emergency Programme for the rehabilitation of some infrastructure has raised the resource consumption

level this year. Upon completion of the implementation of these projects estimated to cost CFAF 100 billion, the desired situation of equilibrium will be on track. There is still need to reduce the time gap between resource mobilization and works execution. This can be achieved by awarding contracts before the start of the financial year to enable a large part of the resources mobilized in a financial year to be consumed during the same year. Technical consultation programming workshops initiated by the Road Fund in 2012 have helped to lay the foundation for this important undertaking. Reflection on multi-year contracts should be more current with a view to analyzing their relevance and their efficiency.

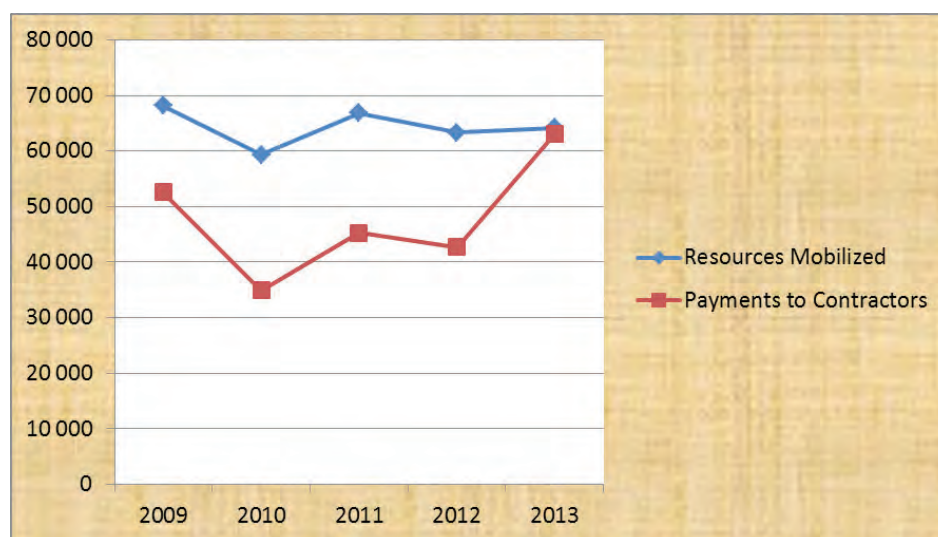
1- Comparative Trends in Payment Coverage by Resources Mobilized

Payment coverage by resources mobilized is an indicator for assessing the Road Fund's short-term liquidity situation.

Table 22: Comparative Situation (Resource Mobilization – Payments to Contractor) as at 31 December (in CFAF million)

Financial Year		Resources Mobilized	Payments	Surplus/ Shortfall	Payment/ Mobilization Rate
1	2009	68 190	52 608	15 582	84
2	2010	59 335	34 948	24 387	77
3	2011	66 836	45 275	21 561	59
4	2012	63 283	42 726	20 557	68
5	2013	64 194	63 006	1 188	98
	Total	321 838	238 563	83 275	74

Figure 15: Comparative Situation (Resource Mobilization – Payments)



The above graph shows the time gap between the mobilization of resources (RUC and others) and payments. This, to a certain extent, reflects the lack of responsiveness on the part of authorizing officers who should not hesitate to cancel contracts executed by defaulting contractors and reallocate the credits to other projects.

Nonetheless, the high payment rate in 2013 should be credited to the Special Emergency Programme which has really boosted resource consumption.

3

CHALLENGES AND PROSPECTS OF THE ROAD FUND

- A- IMPROVING ROAD REVENUE
- B- TRANSITION TO A SECOND GENERATION FUND
- C- CHALLENGES



The context within which the Road Fund operates compels it to engage in an in-depth and permanent reflection on its challenges and prospects. Its prospects mainly concern the automation of tollgates, the improvement of resources and the transition to a second generation fund. Regarding its challenges, it is worthwhile mentioning the problems related to public work contracting, the revision of the law on the protection of the national road network and the categorization enterprises of the building and construction sector.



A bridge on the Ayos-Bonis road

A- IMPROVING ROAD REVENUE

1- Automation of Tollgates

The automation of tollgates in Cameroon was the subject of reflection within the framework of a working group led by the Ministry of Transport. Studies conducted to that end were based on the South African and Ghanaian experiences. The study concluded that the implementation of automation would be profitable for 14 tollgates out of the 44 existing on the national territory at the time of the reflection. The study also specified that the 14 for which automation will be profitable would generate 75% to 80% of revenue.

On 12 July 2013, the Minister of Public Works launched limited international invitation to tender No. 0185/AONR/MINMAP/CCPM-TR/2013, for the "Complete Management of the Project to Construct fourteen (14) Automatic Tollgates on some Tarred Roads of Cameroon's Road Network", notably in the Centre, Littoral and West regions. In the short term, there is provision in the conditional tranche 1 of the said contract for: assistance to the Project Owner for the award of contracts for the construction of the pilot tollgate at MBANKOMO and to control and monitor the construction of the said pilot tollgate.

The optimization of revenue from the above-mentioned 14 tollgates would enable the Road Fund to have more resources for road financing. In fact, the proceedings of the Committee on Tollgate Automation established by the Administrator of the Road Fund on 30 June 2010, on instructions from the Prime Minister, Head of Government, shows that automation would enable a 20% increase in road revenue during the first year.

Tollgate automation will have a number of induced impacts, namely:

- the automation of the 14 tollgates would lead to the full-time employment of nearly 350 people. At the same time, there would be a real qualitative improvement of the content of jobs as well as the conditions for their practice;

- automation should stimulate local development initiatives through the opportunity provided to municipalities for the creation of real commercial areas which could also promote handicraft and local varieties;

- automation should help to understand free of charge the activity of passenger transport operator by exploiting archived traffic records at each tollgate;

- the proposed management method is concession which consists in the State constructing and equipping tollgates, on the hand, and entrusting them to a legal person governed by private law for operation, maintenance and upkeep, on the other hand. In that connection, enterprises holding public service concessions should be remunerated for the activity and should, in turn, distribute revenue in various forms. Technology transfer should enhance local know-how in this case;

- automation would help to reduce tollgate functioning-related public expenses;

- tollgates being places where stolen vehicles and objects transit, the proposed video surveillance system could facilitate the repression of this type of offences.

- concerning territorial development, the improvement of the appearance of tollgates will give a more attractive look to the localities where the 14 tollgates are located.

2- Optimization of Resources

Today, the financial resources allocated to the Road Fund are inadequate compared to the needs of the sector. To remedy the situation and increase needs coverage, many inter-ministerial consultation frameworks have been established to enable the Fund to call for a more efficient resource allocation. A reflection thrust is the optimization of resource collection. In fact, it is necessary to ensure that all Fund resources are paid in full. On the other hand, it is necessary to think of broadening the Fund resource base by exploring road access fees: driving licence, vehicle registration, penalties and fines.

B- TRANSITION TO A SECOND GENERATION FUND



The Government of Cameroon has shown its determination to transform the Road Fund into a second generation fund. There are universally recognized criteria in the domain for concretizing such determination. The cardinal principles of a second generation road fund are:

- solid legal base - separate administration of fund, clear rules and regulations, etc. ;
- sound supervision - wide range of Board members from the private and public sectors;
- an agency which procures and not deliver road maintenance services;
- increasing revenue through the institution of road user charges whose proceeds will be paid directly into the Road Fund's account without transiting through the Treasury;
- adoption of sound and transparent financial management systems backed by a flexible but efficient administrative structure;
- conduct of independent and regular technical and financial audits.

C- CHALLENGES

1- Public Work Contracting

Article 5 of Decree No. 2012/173 of 29 March 2012 to amend and supplement some provisions of Decree No. 2005/239 of 24 June 2005 to lay down the organization and conditions for the functioning of the Road Fund outlines conditions for Fund-controlled routine maintenance of the intercity classified and rural priority road network and urban roads.

More generally in the building and construction sector, it is increasingly admitted that there is need to water down the all-out privatization of the construction and maintenance of road infrastructure prevailing in Cameroon. Public work contracting would help to provide local services and regional and local authorities with the appropriate means of action for the discharge of their specific or emergency duties without putting to question the Government's privatization option. Thus, a Committee comprising representatives of the key State players of the building and construction sector (Ministry of Finance, Ministry of Transport, Ministry of Urban Development and Housing, Ministry of the Economy, Planning and Regional Development, the Military Engineering Corps and the Road Fund) has been established to work on the organization of management. More specifically, the reflection should focus on the general framework of public work contracting, execution conditions, human and material resources as well as financing.

2- Revision of the Law on the Protection of the National Road Network

Faced with a number of difficulties in protecting the national road network, the Minister of Public Works has set up a working group to reflect on the revision of Law No. 96/7 of 8 April 1996 on the protection of the national road network and subsequent amendments thereto. This framework will enable the Road Fund to formulate some of its expectations, especially on the sustainability of an efficient financing method. As a result, the law could perhaps help to widen the Road Fund's scope of action. Moreover, the law is not clear on the determination of sanctions and the assessment of damage. It should be

pointed out that the procedure is too long as it is subject to a court ruling. The costs of reparation are no longer the same as before, which implies the need to update prices. There are also difficulties in identifying defaulters. The law is not clear enough on the destination of funds from the collection of fines. An amendment to the law clarifying all these aspects would enable the Road Fund to improve the level of its resources. The law could also lay special emphasis on the protection of earth roads. In fact, rain barriers suffer acts of vandalism for which the perpetrators are not fined.

3- Categorization of Building and Construction Sector Service Providers

In the contract award process, the system of evaluating bidder qualification through CBD criteria does not allow for the efficient cross-checking of information provided. As such, some building and construction sector contracts are awarded to contractors who do not really have the financial and technical capacity to execute them. Under such circumstances, the works often start very late or are simply abandoned. This situation is eloquent proof of the need to reflect on the introduction of a system of categorizing contractors and engineering and design firms (EDFs) in Cameroon's building and construction sector. This system will seek to qualify contractors and EDFs and classify them by category depending on their administrative, technical and financial capacity.

At the end of the 15th Session of CONAROUTE held in September 2013, the Government of Cameroon undertook to "finalize the process of categorizing SMEs in the building and construction sector". Thus, an ad hoc committee comprising key sector players, including the Road Fund, was established on 27 November 2013.

The successful implementation of this approach could help to, among other things, reduce the technical bid analysis period, eliminate the call for expression of interest stage through the launching of targeted competitive bidding by category, avoid dumping, improve service delivery quality and gather reliable data on the resource absorption capacity of national contractors.

CONCLUSION



The year 2013 was marked by internal and external milestones. Externally, mention should be made of the instruction by the Prime Minister, Head of Government and Chair of the National Road Board (CONAROUTE), relating to the raising of the amount to be deducted from the Special Tax on Petroleum Products as Road User Charge (RUC) to CFAF 70 billion and the modification of the Road Fund resource distribution scheme.

Internally, note should be taken of management organization proactive actions whose ultimate goal is to respond efficiently to current challenges and plan for the future with serenity. These actions include: alignment with the Government's public management guidelines through the operationalization of the programme budget approach; and the strengthening of consultation with stakeholders for greater efficiency in the implementation of activities and the revision of the Fund's organization chart which reflects the determination to adapt to public governance good practices. These measures and others will certainly usher in a new era for the Road Fund!

List of abbreviations and acronyms

ARMFA : African Road Maintenance Funds Association
BC : Building and Construction
C2D : Debt Cancellation and Development Contract
CFA : Communauté Financière Africaine (African Financial Community)
CUD : Douala City Council
CUY : Yaounde City Council
EDF : Engineering and Design Firm
FATA : Financial, Accounting and Technical Audit
GESP : Growth and Employment Strategy Paper
HIMO : Labour Intensive Work
HIPCI : Heavily Indebted Poor Countries Initiative
IMS : Integrated Management System
KfW : KreditAnstalt Für Wiederaufbau
MDRI : Multilateral Debt Relief Initiative
MINDUH : Ministry of Urban Development and Housing
MINEFI : Ministry of the Economy and Finance
MINFI : Ministry of Finance
MINT : Ministry of Transport
MINTP : Ministry of Public Works
MoU : Memorandum of Understanding
NICT : New Information and Communication Technology
NR : National Road
PB : Performance Bond
PERFED : European Development Fund's Road Maintenance Programme
PNM : Priority Network Maintenance
PNRN : Protection of the National Road Network
RF : Road Fund
RFF : Road Fund Functioning
RM : Retention Money
RMF : Road Maintenance Fund
RMP : Road Master Plan
RRM : Rural Road Maintenance
RRSP : Road Revenue Securitization Programme
RSAP : Road Safety and Accident Prevention
RUC : Road User Charge
SCDP : Cameroon Petroleum Product Storage Company
SME : Small and Medium Size Enterprise
SONARA : National Refining Company
STADE-C2D : C2D Implementation Support Technical Secretariat
STPP : Special Tax on Petroleum Products
SUAG : Start-up Advance Guarantee
TSS : Technical Study and Supervision
URM : Urban Road Maintenance

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ANNEXES

ANNEX I

Table 1: The Road Fund and Capacity Building

Theme	Duration (days)	Number of Participants	Institution	Objectives
Workshop for the mid-term assessment of public work contracting project management under the Special Emergency Programme	4	1	MINTP	Assess project management of 3 specific segments of the Special Emergency Programme
TomPro training course (France)	8	2	TOMATE	Build the capacity of participants for the optimal use of new versions of Tom ² pro, Tom ² fr and Tom ² paie software
TomPro training course (Cameroon)	12	Entire staff	TOMATE	Build the capacity of participants for the optimal use of new versions of Tom ² pro et Tom ² fr software
Programme budget training course	1	Entire staff	Bekolo & Partners	Align the Road Fund's programme of activities with the Government's public management guidelines
Road maintenance training course	12	1	University of Birmingham	Build the capacity of participants for the management and monitoring of financing, safety- and road maintenance-related aspects.
Standards training course	3	3	ANOR	Sensitize managers and senior officers on the incorporation of standards into professional practices
Training on website administration	3	8	INTER'ACTIV	Enable Road Fund staff to ensure internal updating of the website

Table 2: The Road Fund and the Public Sector

Type of Relationship	Actions	Targets
a) Supervisory entity – Road Fund	Submission of financial and accounting audit reports comprising the Management Committee's financial statements, technical audit reports and progress reports	Comply with the instruments in force
	- Participation in proceedings on the rational management of the State's cash position	
b) Authorizing Officers/Road Fund	- Holding of meetings for exchange of views on the execution of projects financed by the two windows	Share information; Report on project implementation status ; Find solutions to difficulties encountered.
c) CONAROUTE/ Road Fund	- Participation in Board sessions	Communicate on Road Fund activities; Align maintenance programmes with road investments
d) Working group on the optimization of resource repayment	- Holding of monthly sessions	Validate the amount of RUC for the month
e) RRSP/Road Fund	- Participation in the sessions of the working group responsible for validating statistics on resource mobilization	Secure resources
f) MINTP/Road Fund	- Facilitation of training seminar for councils under the auspices of MINTP	Support councils on the conditions and procedures of eligible works payments

Table 3: The Road Fund and its Counterparts

Type of Relationship	Actions	Targets
ARMFA / RF of Cameroon	Participation at the 12th Annual Meeting of the Association of African Road Funds held from 3 November 2013 to 8 November 2013 in Mombassa in Kenya.	Share experiences with ARMFA members; Promote ARMFA values, best practices and standards
ARMFA / RF of Cameroon	Participation at the 7th Annual Meeting of the Central Africa Focal Group of the Association of African Road Funds held from 4 July 2013 to 6 July 2013 in Kinshasa in the Democratic Republic of Congo.	Share with members the progress made, the difficulties encountered and the prospects of progressing towards a second generation Road Maintenance Fund
IUPT /RF of Cameroon	Participation at the 60th World Congress of the International Union of Public Transport (IUPT) on Urban Mobility and Transport held from 24 May to 2 June in Geneva in Switzerland	Share views on the concept of i-move 2.0 with the aim of transforming mobility in our cities by doubling the market share of public transport by 2025.



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