

**II ERNST & YOUNG** 

under the Multi-Donor Trust Fund Grant Agreement No. TF054547-KH and No. H241-KH between the Government of the Kingdom of Cambodia and the International Development Association (IDA)

Audited financial statements as at and for the year ended 31 December 2007

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### Statement of management's responsibility over financial statements

### Statement of management's responsibility in respect of the financial statements

The management of the Public Financial Management Reform Project ("the Project") is responsible for its financial statements as at and for the year ended 31 December 2007 which give a true and fair view of:

- · the financial position of the Project;
- the funds received and expended for the period;
- the activities of the designed account for the period and the balance of the account as at 31 December 2007; and,
- · the funds withdrawn for the period.

In preparing these financial statements, management is required to:

- select suitable accounting policies and then apply them consistently in accordance with the International Public Sector Accounting Standards and the term of the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association and,
- make judgements and estimates that are reasonable and prudent.

Management confirms that they have complied with the above requirements in preparing the financial statements.

Management is responsible for ensuring that proper accounting records are kept which disclose, with reasonable accuracy at any time, the financial position of the Project and to ensure that the accounting records comply with the applicable accounting system. They are also responsible for safeguarding the assets of the Project and hence for taking reasonable steps for the prevention and detection of fraud and other irregularities.

### Approval of the financial statements

We hereby approve the accompanying financial statements which give a true and fair view of the financial position of the Project as at 31 December 2007, the funds received and expended, the activities of the Designed Account and the funds withdrawn for the period then ended, in accordance with the accounting policies described in Note 2 and comply with the related financing agreements.

On behalf of the Project's management:

H. E. Aun Porn Moniroth Secretary of State

Chairman of Reform Committee

Dr. Sok Saravuth

Reform Committee Secretariat Manager

Mr Um Youthy Office Manager

Phnom Penh City, Kingdom of Cambodia

30 August 2008



Ernst & Young Indochina Ltd. Kamia The Secretary Limited 784-787 Building F, Phnom Penh Centre Phnom Penh, Kingdom of Cambodia

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Reference: 11461/11107

Auditors' report

on the financial statements of the Public Financial Management Reform Project as at 31 December 2007 and for the year then ended (under the Multi-Donor Trust Fund Grant Agreement No. TF054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association)

### To the Reform Committee Secretariat

We have audited the accompanying financial statements of the Public Financial Management Reform Project ("the Project"), which comprise the balance sheet as at 31 December 2007, and the related statements of sources of funds and expenditures and designed accounts for the year then ended, and a summary of significant accounting policies as set out on pages 3 to 16.

### Management's responsibility for the financial statements

The management of the Project is responsible for the preparation and fair presentation of these financial statements in accordance with the accounting policies set out in Note 2. This responsibility includes: designing, implementing and maintaining internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error; selecting and applying appropriate accounting policies; and making accounting estimates that are reasonable in the circumstances.

### Auditors' responsibility

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with International Standards on Auditing. Those standards require that we comply with ethical requirements and plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditors' judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. An audit also includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

### Opinion

In our opinion, the financial statements give a true and fair view of the financial position of the Project as at 31 December 2007, and of the funds received and expended and the activities of the designed accounts for the year then ended, in conformity with the accounting policies set out in Note 2 and comply with the related financing agreements.

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30 August 2008

Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### **Balance sheet**

As at 31 December 2007

US\$

	Notes	Ending balance	Beginning balance
Assets			
Cash  Multi – donor trust fund International Development Association fund Others	3, 8.1 3, 8.1 3	97,231 639,377 2,899 739,507	158,217 
Advances	4	21,920	6,577
Total assets		761,427	164,894
Liability and excess of sources of funds over expenditures			
Liability Other payable			100
Excess of sources of funds over expenditures		761,427	164,794
Liability and excess of sources of funds over expenditures		761,427	164,894

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Mr. Um Youthy Office Manager

30 August 2008

Dr. Sok Saravuth

Reform Committee Secretariat Manager

Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### Statement of sources of funds and expenditures

for the year ended 31 December 2007

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					US
	Notes	Actual 2007	Actual cumulative	Budget (Note 2)	Variance
Sources of funds					
Multi-donor trust fund Counterpart fund account	8.3 5	1,016,516 150,097	2,857,078 185,249	N/A N/A	N/A N/A
International Development Association fund		940,509	940,509	N/A	N/A
Policy and human resource development grant Others		2,899	24,069 2,899	N/A N/A	N/A N/A
Total sources of funds		2,110,021	4,009,804	N/A	N/A
Expenditures by cost category	6				
Goods Consulting fees and expenses Training/ workshops Incremental operating costs Merit-based payment initiative International procurement agent		31,634 497,009 188,395 30,051 666,299 100,000	238,305 728,486 355,361 48,131 1,778,094 100,000	1,659,318 1,329,103 917,664 59,518 2,461,796 100,000	(1,421,013) (600,617) (562,303) (11,387) (683,702)
Total expenditures by category		1,513,388	3,248,377	6,527,399	(3,279,022)
Excess of sources of funds over expenditures		596,633	761,427	N/A	N/A
Expenditures by component	6, 7				
Budget strengthening component					
Budget formulation Budget execution Revenue management Capacity development		202,379 34,871 - 609,839	301,835 303,199 - 865,249	380,480 1,844,505 98,600 1,742,018	(78,645) (1,541,306 (98,600) (876,769)
Сараску чечеюртели		847,089	1,470,283	4,065,603	(2,595,320)
Merit-based payment initiative		666,299	1,778,094	2,461,796	(683,702)
Operating expenses		<u> </u>			=
Total expenditures by component		1,513,388	3,248,377	6,527,399	(3,279,022)

Mr. Um Youthy Office Manager Dr. Sok Saravuth

Reform Committee Secretariat Manager

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Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### Statement of designed account - MDTF

for the year ended 31 December 2007

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Assets	Notes	Actual 2007	Actual 2006
A. Sources of funds		1,181,310	1,840,562
Designed account during the year Unused funds from the previous period	8.3	1,016,516 164,794	1,840,562
B. Uses of funds	6	1,073,338	1,675,768
Goods Consulting fees and expenses Training Incremental operating costs Merit-based payment initiative		29,717 494,408 162,559 19,318 367,336	206,671 231,477 142,897 18,080 1,076,643
Surplus of funds		107,972	164,794
Represented by: Advances Petty cash Designed account	4 3 3	10,741 83 97,148	6,577 52 158,165
		107,972	164,794

Mr. Um Youthy Office Manager

Dr. Sok Saravuth

Reform Committee Secretariat Manager

30 August 2008

Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### Statement of designed account - IDA

for the year ended 31 December 2007

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Ass	sets	Notes	Actual 2007	Actual 2006
A.	Sources of funds		940,509	:•
	Designed account Direct payment	8.3	840,509 100,000	770 174
В.	Uses of funds	6	289,953	1 <u>#</u>
Sui	Goods Consultant's service Training/workshops Incremental operating costs Merit-based payment initiative International procurement agent rplus of funds		1,917 2,601 25,836 10,733 148,866 100,000	18 18 19 19 10
Re	presented by: Advances Petty cash Designed account	4 3 3	11,179 86 639,291	i-
	2		650,556	-

Mr. Um Youthy Office Manager

30 August 2008

Dr. Sok Saravuth

Reform Committee Secretariat Manager

Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### Notes to the financial statements

for the year ended 31 December 2007

### 1. Project background

On 11 August 2005, the Government of the Kingdom of Cambodia represented by the Ministry of Economy and Finance ("MEF") and the International Development Association ("IDA") signed a Multi-Donor Trust Fund ("MDTF") Grant Agreement (No. TF 054547) and Financing Agreement (No. H241-KH) to cooperate in financing the Public Financial Management Reform Project ("the Project").

The Project commenced in September 2005 and will run for ten years with funding coming from:

- MDTF TF054547-KH administered by the World Bank with funds being contributed by the donor
  partners of Great Britain and Australia in 2005 and 2006, and the European Commission ("EC")
  and Sweden from 2006 onwards. Other donor partners may fund the Project through the MDTF
  in the future.
- Royal Government of Cambodia counterpart funds for the Merit-Based Payment Incentive ("MBPI") scheme/component of the Project.
- Donor partners' direct funding of input to the Project. These funds and expenditures are managed by the donor partners and not by the MEF.

The total cost of the Programme is estimated at US\$ 7,035,000 and SDR 9,800,000, of which the MEF will provide financial contribution to the MBPI with an annual percentage contribution as follows:

2006	2007	2008	2009	2010	2011
11%	11%	15%	20%	26%	35%

The Public Financial Management Program starts with the perspective that it will provide support for activities at the Government level in financial management, aimed at establishing the framework for a professional civil service, in which officials will be able to maintain public financial management standards without depending on continuing external advice.

The Project is implemented by the MEF and is managed by the Reform Committee Secretariat ("RCS") of the MEF.

The Project's activities are divided into six main and complementary components:

- Revenue Management
- Budget Formulation
- Budget Execution
- Capacity Development
- · Merit Based Pay Iniitiative
- · Building the Oversight Capacity of the Recipient's National Audit Authority

These components are briefly discussed below:

Part A: Revenue Management.

- Support the modernization of the MEF's Tax Department by: (a) reviewing and improving its
  organizational structure; (b) developing and implementing a strategic management plan and
  capacity development program; (c) improving service delivery; and (d) developing mechanisms to
  improve transparency and accountability
- Strengthen MEF's non tax revenue policy and administration
- Support transparent oil and gas revenue management by: (a) participating in the Extraction Industries Transparency Initiative (EITI); (b) developing oil fund and related taxation policy, and (c) strengthening the Recipient's staff technical and negotiations skills.
- Support the Recipient's fiscal and macroeconomic management by strengthening revenue policy, macroeconomic modeling, and forecasting.

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### **Public Financial Management Reform Project**

Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### Notes to the financial statements (continued)

for the year ended 31 December 2007

### 1. Project background (continued)

### Part B: Budget Formulation

Strengthen the recipient's capacity to formulate and integrate its budget, including:(a) improving budget coverage; (b) strengthening the control over expenditures formulation; (c) developing the medium term macroeconomic-fiscal framework; (d) strengthening debt forecasting ,financing analysis, and payment management;(e) redesigning the budget and account classification system; (f) piloting a program - based budget structure; (g) redesigning the budget formulation process and calendar, (h) strengthening budget formulation; and (i) strengthening expenditure tracking techniques

### Part C: Budget Execution

- Support the development of the recipient's financial management system and processes, including (a) establishing financial management information system; and (b) providing computer hardware and software.
- Strengthen the recipient's public procurement system by: (a) revising procurement processing
  arrangements; (b) developing an enhanced legal and regulatory procurement framework,
  including the development of a new procurement law; (c) developing and disseminating
  harmonized procurement procudured and documents; (d) supporting deconcentration of the
  public procurement system and establishment of effective oversight mechanisms; (e) developing
  an information and perfomance monitoring system in public procurement; and (f) improving public
  access to information, including electronically.
- Strengthen the recipient's treasury systems and procedures by: (a) streamlining budget execution
  processes; (b) widening the scope of payments through the banking system including payments
  for tax collections and to civil servants and contractors; and (c) strengthening cash management.

### Part D: Capacity Development

- Strengthen the recipient's capacity to carry out internal audit and to manage internal audit standards and reviews.
- Strengthen the MEF's overall capacity, including (a) reorganizing its institutional structure, and (b) strengthening its capacity to implement the Project, including the development and implementation of a communication strategy.
- Provide support to the Reform Committee Secretariat in managing the PFMRP.
- Carry out training, workshop and study to supports the execution of the Project.

### Part E: Merit - Based Payment Initiative

- Implement the Recipient's Merit Based Payment Initiative Program through the provision of merit - based pay initiative allowances to selected MEF staff.
- Implement reforms in the MEF's personnel management, including the establishment of meritbased selection and promotion, and performance management.

Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### Notes to the financial statements (continued)

for the year ended 31 December 2007

### 2. Summary of significant accounting policies

### Basis of accounting

The Project's financial statements are expressed in United States dollar (US\$). These financial statements are prepared by the RCS in accordance with International Public Sector Accounting Standards in the preparation of the financial statements which are set out below. The Project maintains its accounting records in US\$.

The financial statements present sources and uses of funds, and the related financial information in relation to the IDA fund withdrawals and disbursements from the Project's Designed Account together with the corresponding counterpart funds as specified under the Multi-Donor Trust Fund Grant Agreement between the MEF and the IDA.

### Recognition of Funds from IDA

Fund is recognized as a source when cash is debited to the Project's Designed Account managed by RCS rather than when committed or budgeted.

### Recognition of Counterpart Funds

Fund is recognized as a source when cash is withdrawn from the State Treasury or when a payment is transferred directly from the State Treasury to the Project's National Bank Account.

### Recognition of expenditure

Except for direct payment by IDA, expenditure under each component is recognized when the documents substantiating the Project's transactions are submitted and approved by the IDA.

### Equipment

Equipment procured is recognized as expenditure when received or when handed-over from the contractors or suppliers upon the respective acceptance and approval by the RCS.

### Foreign exchange differences

Disbursements and withdrawals in foreign currencies (other than US\$) are converted into US\$ at the prevailing exchange rates declared by the National Bank of Cambodia ruling at the date of transactions. Monetary items denominated in foreign currencies are translated into US\$ for reporting purposes at the closing exchange rate prevailing at the reporting date.

### Budget

The budget for the statement of sources of funds and expenditures for the period from 1 September 2005 to 31 December 2007 is provided for comparison and reference purposes only.

### Cash

	MDTF	IDA	Other sources	Total
Petty cash Cash in bank	83 97,148	86 639,291	2,899	169 739,338
Total	97,231	639,377	2,899	739,507

Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### Notes to the financial statements (continued)

for the year ended 31 December 2007

### 4. Advances

The amount represents the outstanding advances to Project personnel in relation to their preparation and participation in overseas trainings and workshops.

### 5. Counterpart funds

	US\$
Counterpart funds budgeted and approved for the Project during the year Less: refund of unutilised budget	150,097
Counterpart funds recognized as income during the year	150,097

For each fiscal year, the counterpart funds are budgeted and approved for the Project by the MEF.

### 6. Expenditures by cost category

	MDTF Designed Account	IDA Funds	Counterpart Funds	Total
Goods	29,717	1,917		31,634
Consulting fees and expenses	494,408	2,601	100	497,009
Training/ workshops	162,559	25,836	521	188,395
Incremental operating costs	19,318	10,733	1=:	30,051
MBPI 🗸	367,336	148,866	150,097	666,299
International procurement agent	-	100,000	1-	100,000
Total	1,073,338	289,953	150,097	1,513,388



Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### Notes to the financial statements (continued)

for the year ended 31 December 2007

### 7. Expenditures by component

US\$

	MDTF Designed Account	IDA Funds	Counterpart Funds	Total
Budget Strengthening				
Component Budget formulation	202,379	2	Ē.	202,379
Budget execution	31,304	3,567	27 20	34,871
Revenue management	-	-		- 1,91
Capacity development	472,319	137,520		609,839
MBPI	367,336	148,866	150,097	666,299
Total	1,073,338	289,953	150,097	1,513,388

### 8. Designed accounts and withdrawal applications

### 8.1 Statement of designed accounts

	Notes	MDTF	IDA
Beginning balance		158,217	200
Add: Total amount advanced by the World Bank during the year		1,016,516	940,509
Deduct: Total amount withdrawn for expenditures during the year		(1,077,502)	(301,132)
Ending balance as at 31 December 2007	3	97,231	639,377





Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### Notes to the financial statements (continued)

for the year ended 31 December 2007

### 8. Designed accounts and withdrawal applications (continued)

### 8.2 Reconciliation of designed accounts

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	Notes	MDTF	IDA
Initial withdrawal		400,000	800,000
Add: Additional advance from World Bank in 2007 Deduct:		-	=
Total amount recovered by World Bank		1445	
Total amount advanced to designed accounts as at 31 December 2007		400,000	800,000
Ending balances of designed accounts as at 31 December 2007  Add:		97,231	639,377
Amount claimed but not yet credited as at 31 December 2007 Amount withdrawn but not yet claimed as at		292,028	149,444
31 December 2007		10,741	11,179
Total advance from designed accounts accounted for as at 31 December 2007		400,000	800,000



Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

# **Notes to the financial statements** (continued) for the year ended 31 December 2007

Designed accounts and withdrawal applications (continued) 8

Summary of withdrawal applications 8.3

1,440,562	2	13,545	961,394	156,983	138,191	170,449		
161,747	. I	2,317	87,878	51,637	17,896	2,019	12/1/2006	Application No 10
382,470	ì	2,666	232,793	16,714	23,085	107,212	9/6/2006	Application No 9
48,822	ã	545	111		42,919	5,361	8/10/2006	Application No 8
84,120	Ü	887	9,800	17,325	5,964	50,144	7/3/2006	Application No 7
167,494	Ĭ	3,178	164,316	ř		12.7	5/26/2006	Application No 6
39,122	ä	772	9,800	3,700	24,850	31	4/7/2006	Application No 5
14,208	Ü	10	F	14,208	T.	I/	4/7/2006	Application No 4
133,611	100	643	61,092	48,399	23,477	31	4/7/2006	Application No 3
10,498		869	9,800	101	7.5	SER.	2/10/2006	Application No 2
398,470	Ī	1,842	385,915	2,000	į	5,713	1/12/2006	Application No 1
								2006
400,000	400,000	j	1	in the second se	ju	у	12/05/2005	2005
Total	Others (initial grant)	Incremental operating cost	MBPI allowance	Consultant services	Trainings and workshops	Goods	Date	
		nishment	Amount claimed for replenishment	Amount o				
NS\$								

Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

# **Notes to the financial statements** (continued) for the year ended 31 December 2007

- Designed accounts and withdrawal applications (continued) ω.
- Summary of withdrawal applications (continued) 8.3

2,857,078	400,000	31,014	1,371,050	535,577	286,574	232,863		Total
1,016,516	ı	17,469	409,656	378,594	148,383	62,414		
(*)	Ĭ.	ĭ		ř	*	1	12/27/2007	Application No 19
186,658	1	3,931	67,506	72,129	27,897	15,195	10/21/2007	Application No 18
133,592	E.	1,650	50,023	65,582	15,583	754	7/20/2007	Application No 17
130,041	1	1,847	50,190	37,794	33,425	6,785	6/6/2007	Application No 16
133,483	30	653	100,020	1,350	31,460	5 <b>1</b> 5	5/23/2007	Application No 15
185,672	10	551	50,380	124,620	299'9	3,454	4/7/2007	Application No 14
11,864	J	4,305	(23,713)	2,625	28,647	1	4/1/2007	Application No 13
130,041	786	3,567	53,898	31,870	4,480	36,226	1/25/2007	Application No 12
105,165	Ĕ	965	61,352	42,624	224	į	12/22/2006	Application No 11
								2007
Tota/	Others (initial grant)	Incremental operating cost	MBPI allowance	Consultant	Trainings and workshops	Spoog	Date	
		nishment	Amount claimed for replenishment	Amount c				
US\$								

Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

# **Notes to the financial statements** (continued) for the year ended 31 December 2007

Designed accounts and withdrawal applications (continued) ω.

Summary of withdrawal applications (continued) 8.3

Application of IDA

				Amount c	Amount claimed for replenishment	nishment		0.8\$
	Date	Goods	Trainings and workshops	Consultant services	MBPI	MBPI Incremental allowance operating cost	Others (initial grant)	Total
2007 Application No 1 Application No 18 Application No 19	7/4/2007 10/21/2007 12/27/2007	f 1 1.	6,186	357	29,875	4,091	800,000	800,000 40,509 (*)
Total		1	6,186	357	29,875	4,091	800,000	840,509

(\*) Not yet replenished as of 31 December 2007





Under the Multi-Donor Trust Fund Grant Agreement No. TF 054547-KH and IDA Grant No.H241-KH between the Government of the Kingdom of Cambodia and the International Development Association

### Notes to the financial statements (continued)

for the year ended 31 December 2007

### 9. Comparison of actual expenditures for the year ended 31 December 2007 with budget

	Actual	Budget	Variance
Expenditures by cost category			
Goods Consulting fees and expenses Training/workshops Incremental operating costs MBPI International procurement agent Total expenditures by category	31,634 497,009 188,395 30,051 666,299 100,000 1,513,388	1,452,644 1,097,626 750,699 41,442 1,350,000 100,000 4,792,411	(1,421,010) (600,617) (562,304) (11,391) (683,701)
Expenditures by component  Budget Strengthening Component			
Budget formulation Budget execution Revenue management Capacity development	202,379 34,871 - 609,839	281,024 1,576,174 98,600 1,486,613	(78,645) (1,541,303) (98,600) (876,774)
мвы	666,299	1,350,000	(683,701)
Operating expenses  Total expenditures by component	1,513,388	4,792,411	(3,279,023)

