

**IIERNST&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

Statement of management's responsibility and Audited financial statements

For the year ended 31 December 2008

the funds withdrawn for the year.

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 terms 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 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.

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

### 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Project as at 31 December 2008, the funds received and expensed, the activities of the designed accounts and the funds withdrawn for the year then ended, in accordance with the accounting policies described in Note 2 and comply with the related financing agreements.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 Minister Attached to Prime Minister Secretary of State Chairman of PFM Steering committee

Ministry of Economy and Finance

Dr. Sok Saravuth

Steering Committee Secretariat Manager

MX

Mr. Um Youthy Office Manager

Phnom Penh, Royal Kingdom of Cambodia

9 July 2009



Reference: CAKH181

Ernst & Young Indochina Ltd.

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### Independent auditors' report

### To the management of the Public Financial Management Reform Project

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 2008, the related statements of sources of funds and expenditures and designed account for the year then ended and for the period from 11 August 2005 to 31 December 2008 ("the cumulative period"), and a summary of significant accounting policies and other explanatory notes, as set out on pages 3 to 14.

### 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 2008, and of the funds received and expensed and the activities of the designed account for the year and cumulative period then ended, in conformity with the accounting policies set out in Note 2 and comply with the related financing agreements.

Maria Cristina M. Gelimbasi Partner

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Ernst & Young Indochina Limited Certified Public Accountants Registered Auditors

Phnom Penh, Royal Kingdom of Cambodia

9 July 2009

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 2008

			US\$
	Notes	2008	2007
Assets			
Cash			
Multi - donor trust fund	3, 8.1	375,644	97,231
International Development Association fund	3, 8.1	349,881	639,377
Counterpart fund	3	3,000	2,899
		728,525	739,507
Advances	4	0 <del>≡</del>	21,920
Total assets	20-21 17	728,525	761,427
Accumulated excess of sources of funds over expenditures		728,525	761,427
101 803 - 21 802			

Mr. Um Youthy Office Manager

9 July 2009

Dr. Sok Saravuth

Steering 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 2008

			US\$
	Notes	For the year ended 31 December 2008	From 11 August 2005 to 31 December 2008
Sources of funds Multi-donor trust fund International Development Association fund Counterpart fund account Policy and Human Resource Development grant Others Unused funds from the previous period Total sources of funds	8.3 8.3 5	1,201,775 683,391 62,255 - 120 761,427 2,708,968	4,058,853 1,623,900 247,504 24,069 3,019 5,957,345
Expenditures by disbursement category	6		
Goods		324,708	563,018
Consulting fees and expenses		322,962	1,051,448
Training/ workshops		666,071	1,021,429
Incremental operating costs		39,574	87,703
Merit-based payment initiative		617,364	2,395,458
International procurement agent		9,764	109,764
Total expenditures by category		1,980,443	5,228,820
Excess of sources of funds over expenditures		728,525	728,525
Expenditures by component Project components	7		
Revenue management		175,858	415,747
Budget formulation		278,472	950,701
Budget execution Capacity development		260,920	928,283
Policy group		532,975	1,083,033
General support group		722,454	1,741,292
		1,970,679	5,119,056
International Procurement Agent		9,764	109,764
Total expenditures by component	·=	1,980,443	5,228,820

Mr. Um Younhy Office Manager

Dr. Sok Saravuth

Steering 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 2008

			US\$
Assets	Notes	For the year ended 31 December 2008	From 11 August 2005 to 31 December 2008
A. Sources of funds		1,309,747	4,058,853
Designed account during the year Unused funds from the previous period	8.3	1,201,775 107,972	4,058,853
B. Uses of funds	6	934,103	3,683,209
Goods Consulting fees and expenses Training Incremental operating costs Merit-based payment initiative		159,107 218,298 326,375 19,381 210,942	395,498 944,183 631,827 56,776 1,654,925
Excess of sources of funds over uses		375,644	375,644
Represented by:			
Advances	4		
Petty cash	<i>4</i> 3	238	
Designed account	3	375,406	
		375,644	

Mr. Um Youthy Office Manager

9 July 2008

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Steering 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 designed account - IDA

for the year ended 31 December 2008

			US\$
Assets	Notes	For the year ended 31 December 2008	From 11 August 2005 to 31 December 2008
A. Sources of funds		1,333,947	1,623,900
Designed account Unused funds from the previous period	8.3	683,391 650,556	1,623,900
B. Uses of funds	6	984,066	1,274,019
Goods Consulting fees and expenses Training/workshops Incremental operating costs Merit-based payment initiative International procurement agent		165,601 104,664 339,696 20,173 344,168 9,764	167,520 107,265 365,533 30,907 493,030 109,764
Excess of sources of funds over uses		349,881	349,881
Represented by:			
Advances	4	<b>*</b>	
Petty cash	3	247	
Designed account	3	349,634	
		349,881	

Mr. Um Youthy Office Manager

9 July 2009

Dr. Sok Saravuth

Steering 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

as at and for the year ended 31 December 2008

### 1. Project background

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 on and Financing Agreement Grant No. H241-KH on 11 August 2005 and on 13 February 2007, respectively. These grants were provided to the Government of the Kingdom of Cambodia 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 ("RGC") 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 Project is estimated at US\$30 million. The current total costs per financing agreements are 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 Steering Committee Secretariat ("SCS") of the MEF.

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

- · Revenue management
- Budget formulation
- Budget execution
- Capacity development (i) policy group and (ii) general support group
- 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.

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)

as at and for the year ended 31 December 2008

### 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 procedures 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 (includes policy group and general support group)

- 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 Steering 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.

Part F: Building the oversight capacity of the recipient's National Audit Authority

Strengthen the capacity of the National Audit Authority, including (a) developing an effective organizational structure; (b) improving auditing standards and methodologies.

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)

as at and for the year ended 31 December 2008

### Project background (continued)

The table below sets forth the items financed out of the proceeds of the IDA Grant No. H241-KH ("Grant") and multi-donor trust fund no. TF054547 ("Trust Fund"), including the allocation to each category and respective percentage of expenditures.

Category	Amount of the Grant allocated (expressed in SDR equivalent)	% of expenditures to be financed	Amount of the Trust Fund allocated (expressed in US\$)	% of expenditures to be financed
Goods, consultant services, training, workshops and study tours under Part A to D		#1	1,515,500	100%
MBPI allowances, consultants services, training and workshops under Part E Incremental operating costs	# #2	<b>≖</b> \ ⊑n	1,363,500 50,100	100% 100%
Goods, consultants' services training, workshops, study tours and incremental operating costs	F 202 000	E40/*	2 020 000	400/
under Parts A to D Merit Based Pay Initiative payments under Part E	5,302,000 2,156,000	51%* 62%*	3,938,800	49% 38%
National Audit Authority – Goods, consultants' services, training, workshops, study tours and incremental operating costs under	2,100,000	5270	107,100	,00%
Part F Services of an International	1,050,000	51%*	·	49%
procurement agent	1,292,000	100%		
	9,800,000		7,035,000	

<sup>\*</sup> The percentage indicated may change as determined by the IDA from time to time

### 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 Steering Committee Secretariat (SCS) in accordance with International Public Sector Accounting Standards as 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 SCS rather than when committed or budgeted.

### Recognition of counterpart funds

Fund is recognized as a source when cash is withdrawn from the National Treasury or when a payment is transferred directly from the National Treasury to the ANZ Royal Bank to contribute to the monthly Merit-Based Payment Initiative ("MBPI") payment.

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)

as at and for the year ended 31 December 2008

### 2. Summary of significant accounting policies (continued)

### 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 acceptance and approval by the SCS.

### 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.

### 3. Cash

				US\$
	MDTF	IDA	Other sources	Total
Petty cash	238	247	-	485
Cash in bank	375,406	349,634	3,000	728,040
Total	375,644	349,881	3,000	728,525

### 4. Advances

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

### 5. Counterpart funds

For each fiscal year, the counterpart funds are budgeted by the Project and submitted to the MEF. In 2008, a total amount of US\$62,255 has been received from the RGC.

### 6. Expenditures by disbursement category

				US\$
	MDTF Designed Account	IDA Funds	Counterpart Funds	Total
Goods	159,107	165,601	<u> </u>	324,708
Consulting fees and expenses	218,298	104,664	<b></b>	322,962
Training and workshops	326,375	339,696	120	666,071
Incremental operating costs	19,381	20,173	20	39,574
MBPI	210,942	344,168	62,254	617,364
International procurement agent		9,764	7±1	9,764
Total	934,103	984,066	62,274	1,980,443

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)

as at and for the year ended 31 December 2008

### 7. Expenditures by component

•	Experience by compension				
					US\$
		MDTF			
		Designed	IDA	Counterpart	
		Account	Funds	Funds	Total
	Project components				
	Revenue management	77,346	92,416	6,096	175,858
	Budget formulation	119,653	147,242	11,577	278,472
	Budget execution Capacity development	103,542	140,574	16,804	260,920
	Policy group	264,131	261,881	6,963	532,975
	General support group	369,431	332,189	20,834	722,454
		934,103	974,302	62,274	1,970,679
	International procurement agent	-	9,764		9,764
	Total	934,103	984,066	62,274	1,980,443
	Total				
8. 8.1	Designed accounts and withdrawal  Statement of designed accounts	applications			
0.1	Statement of designed accounts				US\$
				MDTF	IDA
	NAMES OF ROLL OF ST				
	Beginning balance			97,231	639,377
	Add: Total amount advanced by the World during the year	Bank		1,201,775	683,391
	Deduct:				
	Total amount withdrawn for expenditu	res			
	during the year			(923,362)	(972,887)
	Ending balance as at 31 December 2008	3		375,644	349,881
8.2	Reconciliation of designed accounts				
					US\$
				MDTF	IDA
	Initial withdrawal			400,000	800,000
	Add: Additional advance from World Bank	in 2008		400,000	-
			-		<u>.</u>
	Total amount advanced to designed acc as at 31 December 2008	counts		800,000	800,000
	as at 31 December 2000		-		3 2004 10300
	Ending balance of designed accounts as at 31 December 2008			375,644	349,881
	Add:	ř			
	Amount claimed but not yet credited a 31 December 2008	as at		424,356	450,119
	Total advance from designed accounts				<u> 255, 2001</u>
	accounted for as at 31 December 2	800	-	800,000	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 2008

Designed accounts and withdrawal applications (continued) ∞

Summary of withdrawal applications 8.3

(a) Multi-Donor Trust Fund

								US\$
				Amount cl	Amount claimed for replenishment	nishment		
	Date	Goods	Trainings and workshops	Consultant services	MBPI allowance	Incremental operating cost	Others (initial grant)	Total
	12/05/2005	10	T	,	1	.1	400,000	400,000
Application No 1	1/12/2006	5,713	711	5,000	385,915	1,842	ì	398,470
Application No 2	2/10/2006	i	1	Ē	9,800	869	1113	10,498
8	4/7/2006	3	23,477	48,399	61,092	643	ī	133,611
4	4/7/2006	Ü	1	14,208	10	A.F.	ij	14,208
Application No 5	4/7/2006	1	24,850	3,700	9,800	772	T)	39,122
Application No 6	5/26/2006	â		<b>I</b>	164,316	3,178	į	167,494
Application No 7	7/3/2006	50,144	5,964	17,325	9,800	887	(1)	84,120
Application No 8	8/10/2006	5,361	42,919	i	i	542	ř	48,822
Application No 9	9/6/2006	107,212	23,085	16,714	232,793	2,666		382,470
Application No 10	12/1/2006	2,019	17,896	51,637	87,878	2,317	i.	161,747
		170,449	138,191	156,983	961,394	13,545	r,	1,440,562

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 2008

Designed accounts and withdrawal applications (continued) 8

Summary of withdrawal applications (continued) 8.3

(b) Multi-Donor Trust Fund (continued)

								US\$
				Amount cla	Amount claimed for replenishment	nishment		
	Date	Goods	Trainings and workshops	Consultant services	MBPI allowance	Incremental operating cost	Others (advance)	Total
2007								
Application No 11	12/22/2006	1	224	42,624	61,352	965	I.	105,165
Application No 12	1/25/2007	36,226	4,480	31,870	53,898	3,567	ij	130,041
Application No 13	4/1/2007	ř	28,647	2,625	(23,713)	4,305	/46	11,864
Application No 14	4/7/2007	3,454	6,667	124,620	50,380	551	jî,	185,672
Application No 15	5/23/2007	Ü	31,460	1,350	100,020	653	ā	133,483
oplication No 16	6/6/2007	6,785	33,425	37,794	50,190	1,847	100	130,041
Application No 17	7/20/2007	754	15,583	65,582	50,023	1,650	ĩ	133,592
Application No 18	10/21/2007	15,195	27,897	72,129	67,506	3,931	in.	186,658
		62,414	148,383	378,594	409,656	17,469	•	1,016,516
2008 Application No 19	26/12/07	1 688	3 504	107 745	18 290	1.738		132.965
Application No 20	18/12/07	) ' ) :			i i	2	400,000	400,000
polication No 21	18/03/08	16.146	45.110	158.578	71,989	5,565	1)	297,388
Application No 22	30/06/08	1,565	23,435	20,208	34,790	4,814	31	84,812
Application No 23	23/10/08	1	72,695	140,288	69,560	4,067	t	286,610
		19,399	144,744	426,819	194,629	16,184	400,000	1,201,775
Total	,	252,262	431,318	962,396	1,565,679	47,198	800,000	4,058,853
	I							

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 2008

- Designed accounts and withdrawal applications (continued) ∞.
- Summary of withdrawal applications (continued) 8.3
- Application of IDA (Q)

	Service to IPA	100,000	100,000		ì		1,962	1,962	101,962
Amount claimed for replenishment	MBPI incremental allowance operating cost	4,091	4,091	0	1,609	5,011	4,233	16,845	20,936
int claimed for	MBPI allowance	29,875	29,875	0.00	117,455	56,762	113,493	317,552	347,427
Amon	Consultant services	357	357	71	29.000	2,754	146,014	177,946	178,303
	Trainings and workshops	6,186	6,186	0	3,646	24,392	75,662	150,651	156,838
	Goods	1 % F			16.805	1,630		18,435	18,435
	Date	7/4/2007 10/21/2007 11/12/2007	i la	10,0100	18/03/08	30/06/08	23/10/08		.11
		2007 Application No 1 Application No 18 Direct Pay. to IPA		2008	Application No 19	Application No 22	Application No 23		Total