



MINISTRY OF ECONOMY AND FINANCE

**PUBLIC FINANCIAL MANAGEMENT  
REFORM PROGRAM**

**SUPPLEMENTARY  
FINANCIAL MANAGEMENT  
MANUAL**

***GENERAL SECRETARIAT,  
STEERING COMMITTEE  
OF THE PUBLIC FINANCIAL  
MANAGEMENT REFORM (GSC)***



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## 1. OVERVIEW OF THE PROGRAM

The Royal Government of the Kingdom of Cambodia (RGC) is committed to the public financial management reform towards the international standard, known as “a step-by-step reform from centralized input-oriented public financial management system to decentralized achievement-oriented or output-oriented public financial management system” through the implementation of four-platform or/and four-phase strategies including (1) Strengthened Budget Credibility, (2) Improved Financial Credibility, (3) Linking the Budget to Policy and (4) Improved Achievement Accountability.

The improved budget credibility which is the primary goal of Stage 1 was introduced at the end of 2004 and successfully ended with the introduction of Stage 2 at the end of 2008 which was fully implemented at the beginning of 2009. As a result, it helped narrow the gaps of the income-expense implementation of the national budget against the approved budget law, making the income-expense flow smoother and more practical on monthly and quarterly basis and payment more punctual. Also, it reduced nearly the chronic debt problem. Given these plausible outcomes, the RGC can draw a firm conclusion that essential budget credibility was successfully established, which formed a solid basis for further strengthening Stage 2, gearing mainly toward improving financial accountability and introducing information technology to the public financial management.

It is true that despite good planning and preparedness, unexpected risks are unavoidable. When the reform yield fruition of the budget credibility (When the income is high, the government can save up every year), the government shall continue to improve financial accountability so as to increase clarity, integrity and punctuality of accounting and financial recording and reporting system which is an important basis for evaluation and analysis in order to increase transparency, feasibility and effectiveness of the policy through the introduction of Consolidated Action Plan Stage 2 at the beginning of 2009, and unexpected challenges might occur consequently such as the complexity of the preparation for introducing new and sophisticated information technology, global economic and financial crisis which affects the income-expense implementation and Cambodia’s budget policy, Cambodian-Thai border crisis and flood which has impacts on expense policy and the last challenge is budget shortfalls to support the operationalization of information technology project resulting in reduction of the FMIS completed modules to treasury centric module.

However, the outcomes of this four-year reform of budget credibility gave important experience and enhanced capacity for Cambodia to address the above-mentioned challenges which occurred repeatedly and continually during 2009, 2010 and 2011. Especially, it minimized the impact of global financial and economic crisis and refrained from borrowing international loan which could make Cambodia fall into the trap of debt crisis. Meanwhile, despite consuming a great deal of time, spending 5 years preparing for the implementation of the information technology for public financial management also gave us time to absorb, learn and gain more experience, increase credibility and trust as well as helped us be more prepared for the launch of the information technology which would be eventually introduced at the beginning of 2015.

In 2014 which is the sixth year of the implementation of Stage 2, there will be continued efforts to implement the Consolidated Action Plan 2 (CAP2) which consists of 14 objectives, 73 activities divided into 3 sections. Section for enhancement of budget credibility has 4 objectives and 19 activities. Section 2 for improvement of financial accountability has 8 objectives and 49 activities and Section 3 for preparation for the next platform has 2 objectives and 5 activities, focusing on pilot program budget implementation and integration improvement and budget comprehensiveness. Additionally, 2014 is the final year to finalize the 3 plus 2 strategy implementations, which focuses on preparing the information technology for treasury centric module and shall be put into operations at the beginning of 2015.

Therefore, besides further strengthening the budget credibility towards a strong and stable system, essential financial accountability improvement shall be achieved to be able to go to Stage 3, which focuses mainly on Platform 3 or increased budget link to the policy. To what extent the essential financial accountability shall be determined by which indicators and how to do it is what to answer through the outcome of the review of the implementation of public financial management reform and Cambodia's public financial management system evaluation by PEFA.

As indicated above, Stage 3 shall be launched when the basic budget credibility system is stable and the financial accountability is achieved supposedly at the end of 2014 or the end of 2015 after the implementation of the information technology for treasury centric module, implementation of new budget contents and new accounting map which can increase clarity, integrity, and punctuality of the accounting and financial record and statement system and which responds to IPSAS at a reasonable level as well as the implementation of new budget transaction system (expense guarantee, procurement and payment) which can guarantee the improvement of the efficiency, effectiveness and transparency of budget implementation. Moreover, Stage 3 shall be launched with the rolling out of Platform 1 of the budget system reform (Mid of 2015 or 2016). Stage 3 can be phased out at the end of 2019 or 2020 with the implementation of Stage 4 and hopefully the four objectives of the whole Public Financial Management Reform Program (PFMRP) will be successfully concluded by 2025.

## 2. PURPOSE OF THE MANUAL

The Supplementary Financial Management Manual provides specific guidance for management and staff of the PFMRP on all areas of Program's day-to-day financial management from financial policies and standard, budgeting, financial accounting systems and procedures, financial reporting and audit. It is developed based on the Financial Management Manual (FMM), the Standard Operating Procedures (SOP) and the Procurement Manual (PM) issued by the RGC in Sub-Decree No. 74 ANK.BK dated 22 May 2012 for implementing all externally financed Projects/Programs in Cambodia and in a proper and best practice manner.

The Manual describes the source of funds, flow of funds, utilization of funds, authorities and delegation of responsibilities of the Project staff, disbursement procedures, internal controls, financial and accounting policies and procedures, auditing guidelines, reporting, transaction flows as well as planning and budget preparation procedures. This Manual is a guide to implement the PFMRP and should be in conjunction with the Financing Agreement (FA), Grant Agreement (GA), Project Appraisal Documents (PAD).

The Manual is applied to all programs/project and program Implementing Agencies (IAs) involved in the implementation of the PFMRP such as General Departments/Departments of MEF and Line Ministries/Institutions under the supervision of General Secretariat of Public Financial Management Reform Steering Committee (GSC) who acts as the program Executing Agency (EA). IAs are mainly responsible for output and outcome of the project, while EA is responsible for proper coordination, effective management and ensure compliance with legal binding document for all areas of administration, financial and procurement in order to achieve the identified Project Development Objective (PDO).

It would also help Development Partners (DPs) in their follow up action on program activities and financial performances. In this regard, the PFMRP should ensure that all involved programs/project and program implementing agencies are familiar with this manual and the specific requirement of the Development Partners (DPs).

Provisions of this Manual may be periodically discussed and updated with the agreement from DPs, in light of experience gained in program implementation in order to ensure its usefulness and relevant. General Secretariat of Public Financial Management Reform Steering Committee (GSC) is responsible for updating the Manual and keeping all Programs' management, staff and relevant stakeholder informed of the changes made.



## 3. FINANCIAL MANAGEMENT RESPONSIBILITIES

### 3.1 GSC'S ORGANIZATIONAL STRUCTURE

Based on Sub Decree No. 24 ANK.BK dated 17 January 2014 issued by the RGC, GSC was established by taking over and extending the organizing and functioning of Steering Committee Secretariat (SCS). GSC is established under of Public Financial Management Reform Steering Committee (PFMRSC) with the responsibilities to assist and coordinate the arrangement and implementation of the PFMRP, particularly managing all activities related administration, finance and procurement of the program.

GSC is originally structuring into six sections and later on extended to seven sections such as Policy, Revenue Management, Budget Formulation, Budget Execution, General Support, Public Relation and Admin, Finance and Monitory & Evaluation Group. If GSC is restructured in the future and substantial changes occurred, the Manual will be updated to reflect any changes to the financial roles, responsibilities and financial management of the program. The organization structure of GSC is depicted in the **Figure 1** below.

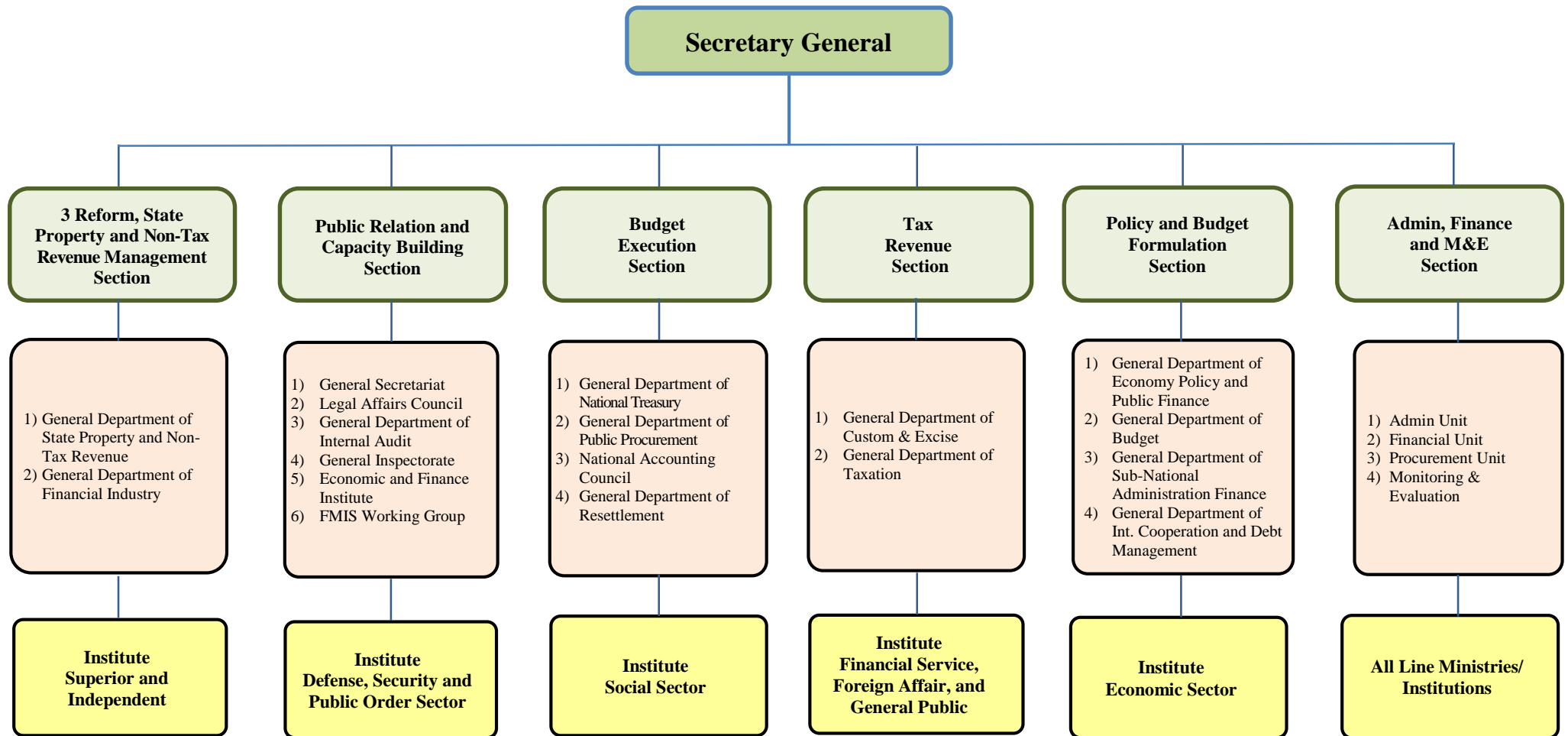
### 3.2 PROGRAM FINANCIAL MANAGEMENT TEAM

Admin, Finance and Monitoring & Evaluation Section of GSC depicted in **Figure 2** is accountable for the financial management activities of the PFMRP and also of ensuring compliance with all financial covenants including:

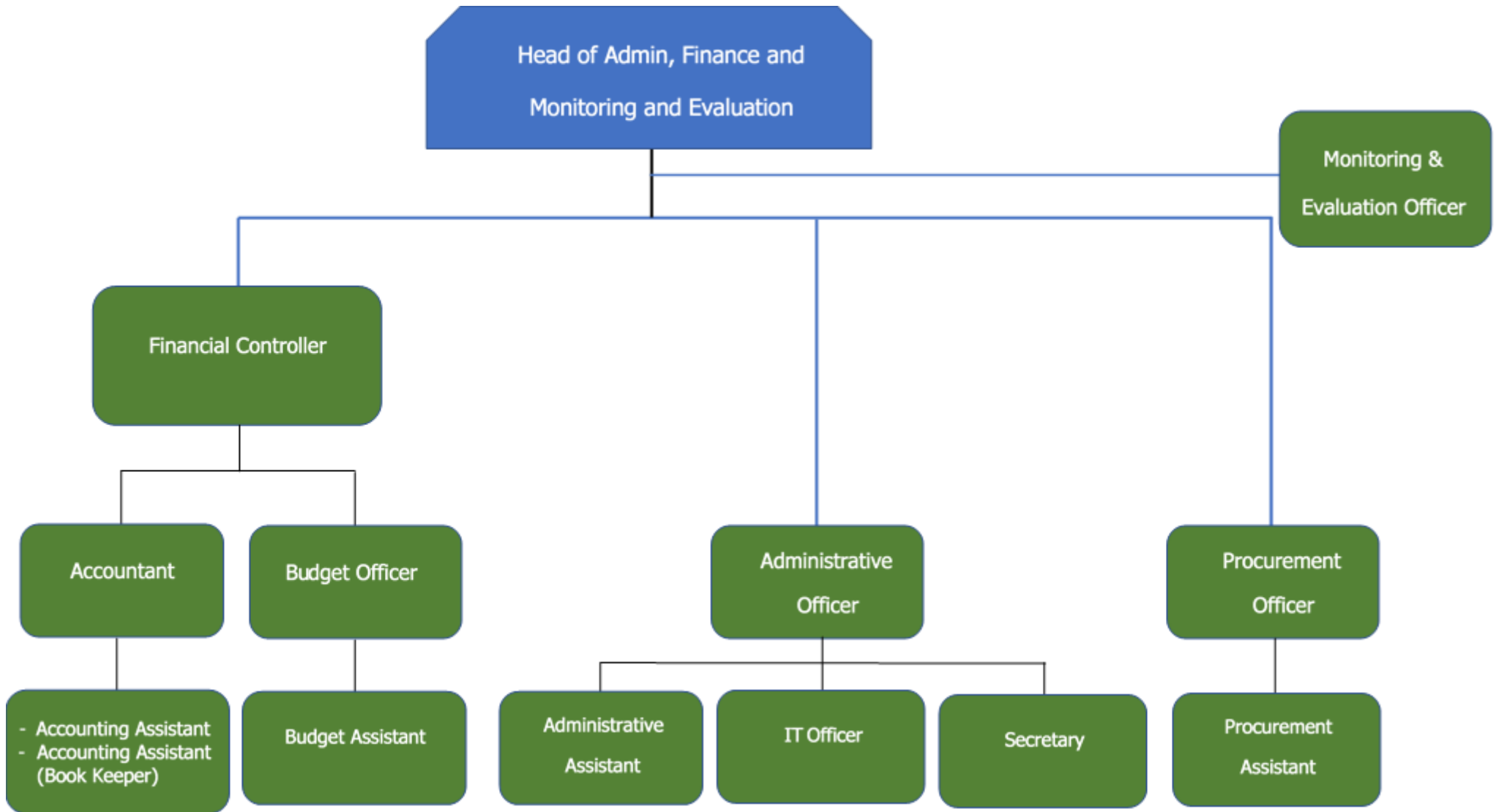
- Managing and administering the financial affairs of the project.
- Ensuring compliance with the financial covenants of the project agreements and Government and DPs policies and procedures.
- Establishing and maintaining project budgets to support the mobilization of resources and as a management tool to support project management.
- Managing the project bank accounts and flow of funds.
- Establishing, maintaining and operating the project accounting and financial management systems and procedures with appropriate internal control system.
- Administering the financial transactions of the project and maintaining proper accounts and records.
- Undertaking all disbursement functions, tasks and activities of the project, in strict conformity with the guidelines and systems and procedures governing disbursements.
- Prepares applications for withdrawal, replenishment and direct payment to DPs.
- Generating and distributing financial reports, evaluations and information necessary for effective and responsible financial management.
- Monitoring the financial performance and taking actions to address variances to plans.
- Facilitating the audit of the project's financial statements and operations.
- Undertaking all tasks and activities related to the procurement of civil works, goods and services required by the project, in strict conformity with the guidelines, systems and procedures, governing the use of project resources.

**FIGURE 1: ORGANIZATIONAL STRUCTURE**

**GENERAL SECRETARIAT  
PUBLIC FINANCIAL MANAGEMENT REFORM STEERING COMMITTEE**



**FIGURE 2: ORGANIZATIONAL STRUCTURE OF ADMINISTRATIVE AND FINANCE DIVISION**



## 4. PLANNING AND BUDGETING

The Program is required to prepare a budget plan and procurement plan annually. The Consolidated Annual Work Plan and Budget (AWPB) will be prepared based on the annual Consolidated Action Plan (CAP)/ General Department Action Plan (GDAP) of Ministry of Economy and Finance and Ministerial Action Plan (MAP) of Line Ministries/Institutions. Budgeting is the process of allocation of resources, estimating the financial requirements of these plans, identifying sources of funds and adopting measures to ensure that such funds are made available on time. Both planning and budgeting continue throughout the life of the project.

### 4.1 PROJECT PLANNING AND BUDGETING

Each General Department of MEF and Line Ministry/Institution responsible for implementing the Program is required to prepare AWPB based on GDAP and MAP respectively. Budget can be estimated for a range of different timescales. In general, the shorter the time scale, the more detail the budget can be.

GSC is responsible for preparing the Consolidated Annual Work Plan and Budget of the Program/Project to meet the budget requirement for both the RGC and the DPs. Therefore, differences in project budgeting requirement between these stakeholders may arrive from differences in the reporting cost categories used and different between the time periods required for budgets and cash forecast.

In case the program has other stakeholder groups, budget reports to these groups will depend on the rule set out in the original project authorization documentation.

### 4.2 BUDGET FORMULATION UNDER DP'S FUND

#### 1-Annual Work Plan and Budget from General Departments and Line Ministries

First Week of August	GSC sends a notification letter together with a format of an AWPB to all relevant General Department and Line Ministries (implementing agencies) to assist them prepare budget for the next financial year.
Third Week of August	Coordination groups will provide assistance, if necessary, to implementing agencies to ensure that AWPB is done properly and provided on time.
First Week of October	AWPBs are sent to GSC with the acknowledgement from the head of implementing agencies to confirm their approval. Activities in the AWPB must be linked to CAP/GDAP/ MAP and other criteria/indicators required by DP.

#### 2-Consolidated Annual Work Plan and Budget

Second Week of October	With the support from the in-charge coordination group, GSC will review the signed AWPB from all implementing agencies to make sure that it is reasonable and linked with CAP/GDAP/MAP and other criteria/indicators.
Fourth week of October	Finance Controller with the support from Budget Officer will prepare Consolidated AWPB.
Second week of November	Consolidated AWPB is submitted to GSC management for review and comment on approval.

### 3-Approval of Consolidated Annual Work Plan and Budget and Procurement Plan

Third Week of November	GSC Submit a Consolidated AWPB to the Chairman of the Reform Steering Committee for final review and comment.
Fourth Week of November	Chairman of the Reform Steering Committee approves AWPB.
Second Week of December	Approved budget plan and procurement plan are promptly disseminated to relevant implementing agencies.

## 4.3 BUDGET FORMULATION UNDER RGC FUND

In order to get the RGC's fund in contribution with the other funds from Development Partners for the PFMRP implementation, GSC has to follow circulation on the preparation of budget strategic plan issued by MEF each year with specific time frame and templates. As stated in the Law of Public Finance System (May 2008), Article 39, the budget calendar has three phases:

### 1-Preparation of Budget Strategic Plan-BSP (March to May)

First Week of March	MEF prepares medium term macroeconomic framework and public finance policy for the approval of RGC.
First Week of April	MEF issues the BSP Circular to ministries, institutions, similar public entities and sub-national administrations, giving instructions for preparation of the BSP, including standard forms to be submitted.
May 15	Deadline for the submission of BSP by ministries, etc. to MEF.

### 2-Preparation of Budget Linkage (June to September)

First Week of June	MEF issues the Annual Budget Circular to ministries, institutions, similar public entities and sub-national administrations, giving instructions for preparation of the Budget Package, including standard forms to be submitted.
July 15	Deadline for the submission of Budget Packages by ministries, etc. to MEF
August	Discussion and defense of budgets between MEF and ministers, heads of institutions and similar public entities, and governors of all provinces and cities.
September	MEF finalizes revenue and expenditure budget and prepares draft Financial Law.

### 3-Budget Approval-Approval of the Financial Law (October to December)

First Week of October	MEF sends draft Financial Law to Council of Ministers for review and approval.
First Week of November	Financial Law sent to National Assembly for adoption.
First Week of December	Financial Law sent to Senate for adoption and final approval by the King before December 25.

## 4.4 BUDGET MONITORING

Approved budget figures must be entered into main expenditure account code of the chart of accounts. The total of all individual budgets entered into main accounts must equal the total budget approved for the financial year. Whenever a budget revision is approved, the revised figures must be entered into

the main accounts, simply by replacing the previously entered figures with the revised figures for any altered account item. A separate file must be kept as an accounting record for all budget papers used as the basis for the accounts entries in order to verify that the entered figures agree with the approved budget figures.

Budget can be monitored through the use and source of fund (1) Quarterly Interim Unaudited Financial Report, and (2) Monthly Management Account (Report).

Monthly Management Account and Quarterly Interim Unaudited Financial Report: Progress expenditure will be monitored against the approved annual budgets on a regular basis by comparing actual expenditure for a given period with their responding budgets. Significant budget variances (more than 10%) must be checked and documented with justification/explanation.

A Contract Register is used for monitoring expenditure for consultants' services and goods. With regard to budget monitoring for training courses, workshops and study tours, a detailed budget monitoring report by each activity proposed by General Departments and LMs deemed necessary. The GSC Finance Controller, with assistance from his support staff, will record each payment against corresponding planned activity in the Excel spreadsheet.

When there is a new budget proposal, requesting for additional budget, the proposal should be additionally approved by Program Management on case-by-case basis only unless it is considered necessary and contributed to the yearly result/indicator of Consolidated Action Plan and within limited reserve of annual approved budget plan. For activities already approved in AWPB, there is a flexibility that Implementing Agency can spend over the budget up to 20% of each authorized activity by allocating resources from other activities within the line agency and therefore the total actual spending will not significantly different from the total approved budget.

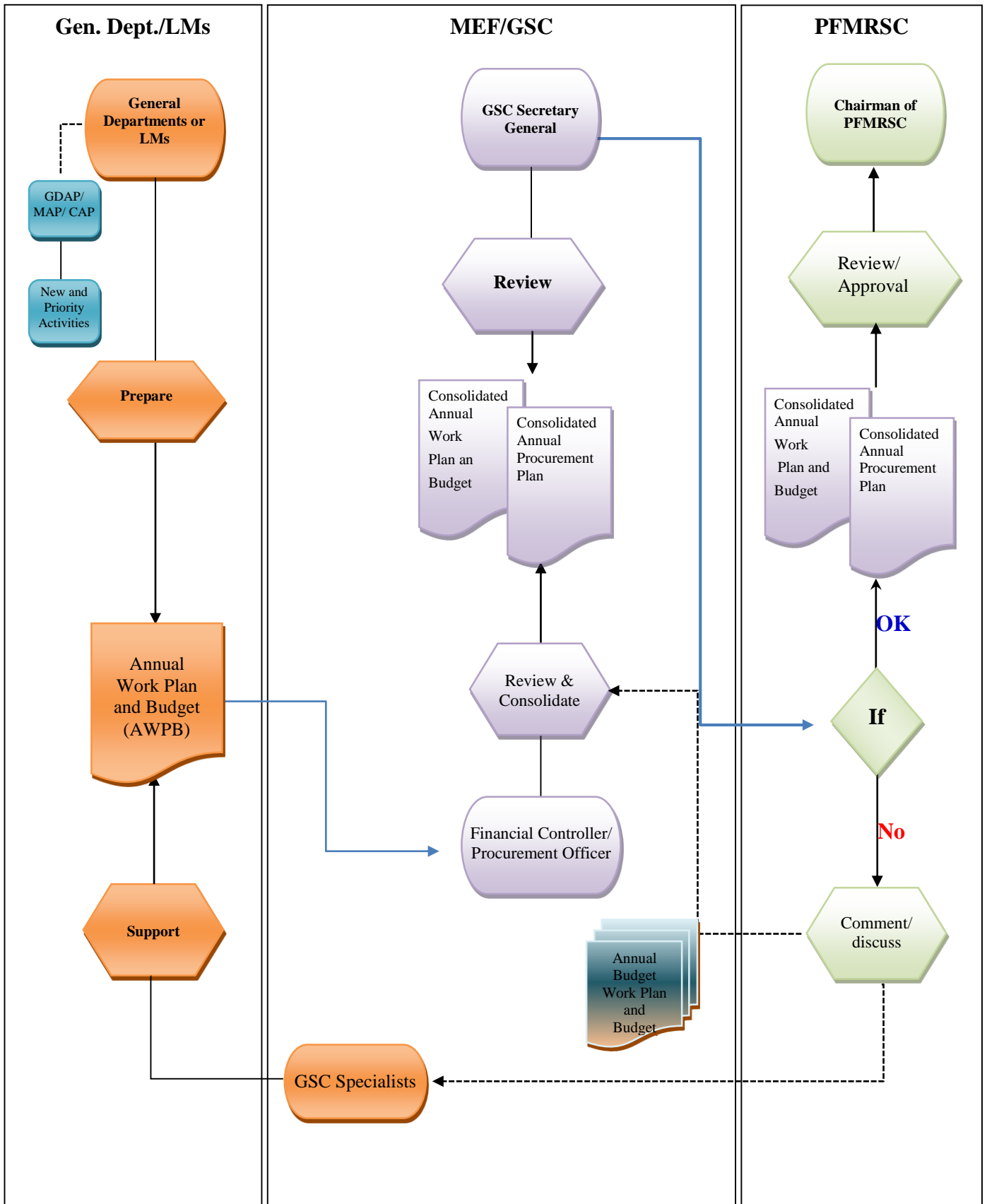
Unused budget is not allowed to carry forward to next year except some committed budget, for example goods and consultant service that are already procured and completed within the fiscal year. GSC reserves rights to allocate unused budget to another Implementing Agency if necessary to make sure that program funds are used efficiency, effectively and timely.

In case of expected actual costs for procurement of goods and consultants' services are over the amount in the approved budget, the Procurement Guidelines for Goods and the Selection and Employment of Consultants shall prevail.

## **4.5 BUDGET REVISION**

Each of MEF's General Departments and LMs are required to review their AWPB every six months to ensure that the plans are realistic and supportive to their general departmental action plans. The review is undertaken at the end of June of each financial year. Should there any changes in the activities implementation, a revised budget for the next six months shall be prepared and sent to GSC for consolidation. Processes and procedures to prepare and approve a revised Consolidated Budget are similar to those of the Consolidated Annual Work Plan and Budget. The work plan and budget can be revised when it is needed.

4.6 DIAGRAM OF ANNUAL BUDGET AND PROCUREMENT PLAN



## 5. FINANCIAL POLICIES AND STANDARDS

### 5.1 FISCAL YEAR AND REPORTING PERIOD

The Program's financial year is from January to December, the same as the government financial year, which is divided into 12-month "calendar year" accounting period from January to December. The monthly financial and quarterly reports are subjected for management purposes and available for DPs.

The Program produces quarterly Financial Reports based on agreed format indicated in the Grant Agreement and the Project Appraisal Document, if it's required. The reports should be prepared throughout the life of project within 45 days after the end of each quarter.

### 5.2 BASIC OF ACCOUNTING AND ACCOUNTING STANDARDS

The Program will use the government's Chart of Accounts with modified segment to meet the program's requirement, which is based on International Public Sector Accounting Standard (IPSAS) for budgeting, accounting and reporting. It assumes that where supplementary records of assets are kept, these are shown at cost and no depreciation is applied. However, fixed assets are recorded in supplementary financial records and disclosed in a separated report/spreadsheet.

The Program's financial statements will be prepared by the finance team of the project and it should reflect receipts, payment (by disbursement categories/components), and fund balance for the current reporting period and for cumulative period from the commencement of the project. On this basis, receipts of fund are recognized when received rather when earned, and disbursements of fund, except for the advances for program activities, are recognized when paid rather when incurred.

### 5.3 CURRENCY OF RECORDING AND REPORTING

Project financial transactions, accounting's records and report shall be maintained in Khmer Riel and therefore transactions in US Dollar or currencies other than Khmer Riel will be converted into Khmer Riel using prevailing exchange rate issued by the National Bank of Cambodia (NBC). Other exchange rate with certified slip/paper can be accepted, when it's appropriated and not much different from NBC rate.

In view that PFMRP has received fund from various donors in various currency toward the cost of particular project implementation, as a flexible manner, financial transaction can be record and report in US Dollar to meet specific requirement of the donors.



## 6. INTERNAL CONTROL

### 6.1 OVERVIEW

Internal control comprises all the policies and procedures adopted by management of PFMRP to assist in achieving orderly efficient, and effective implementation of the program, compliance with government and donor policies and rules, safeguarding of project assets, financial resources, complete and reliable processing of payments/transactions, recording and reporting of financial transactions and events, timely issue of financial management reports for monitoring and management decision making, and the detection of fraud and error.

### 6.2 RESPONSIBILITY FOR INTERNAL CONTROL

Financial control consists of measures adopted by management to protect and safeguard its assets and to ensure the accuracy and reliability of its accounting records and financial reports. Key internal controls to be implemented by PFMRP are:

#### **Competent and Reliable Personnel**

The internal control system relies on honesty of staff members who are engaged with the project. Personnel should be adequately trained and properly supervised to enable them to carry out their duties and responsibilities effectively. Staff members should participate in strengthening the internal control systems.

#### **Segregation of Functional Responsibilities**

There should be clear understanding as to who will approve, what is to be approved, and the limitations of authorisation. A person should not have complete control of a transaction from beginning to end. The approving officers should not have responsibility for posting entries to the general ledger or the ability to change accounting records. There should be a clear separation of roles of the requestor, receiver, and approver for all transactions.

#### **Assignment of Responsibility for Every Function**

Employee responsibilities should be clearly defined to avoid overlapping or unassigned areas of responsibility. GSC has set up Organizational Chart as shown in **Figure 1** above for determining a clear functional responsibility. Detail of personnel duty and responsibility are outlined separately in contract/employment agreement.

#### **Separation of Custodianship and Accounting**

The accounting function should be separated from the custody of assets (e.g, an employee who is entrusted to receive cash should not have access to the cash journal or ledgers).

#### **Security Measures**

Controls should be instituted to protect the Program's assets and ensure reliable accounting data and reports. Suitable means of protection including storage assets in secure areas, maintenance of detailed asset records, controls over issuance, transfers, periodic physical verification counts and insurance.

## Supervision

Internal regulations should include the supervision of staff. For example, the supervision by Head of Admin, Finance and M&E over the process of preparing and recording of transactions made by finance staff, and the preparation of financial statements.

## Regular Internal Review

The Program should regularly conduct internal reviews and evaluate the systems of internal controls to determine whether they are functioning effectively as planned. For example, a surprise cash count should be regularly performed to detect misappropriation of cash.

## Control of Transactions

Every transaction should be authorized, approved, executed and recorded according to prescribed procedures. For example, staffs are not allowed to buy anything without the prior approval of the Program's management.

## Serially Pre-numbered Documents

To ensure completeness of financial transactions captured in the accounting system, certain source documents used to originate transactions (Payment Vouchers, Receipt Vouchers, and Journal Vouchers, must be sequentially pre-numbered). All numbers shall be accounted for and any vouchers incorrectly completed must be marked "Cancelled" and kept on file for monitoring purposes.

## Sequencing

The accounting control system is established in such a manner that proper sequencing is followed in terms of approval before commitment, payments, posting of transactions to the accounting system. For example, payments should not be made before the goods or services have been received and the quantity and quality of the goods or services have been properly certified.

## 6.3 TRANSACTION PROCESSING CONTROL

Employees' work is divided so that no one employee performs a complete cycle of operation. The table below summarizes the general transaction processing, internal control objectives, internal control objectives and internal control outcomes.

General Objective	Internal Control Outcome
Validity	Recorded transactions are valid, eligible, properly documented, conformed to the work plan and budget plan. The services/goods rendered should be from the reliable, legitimate, and physical existence providers/vendors and a valid receipt will be issued by these providers/vendors after payments have been made.
Completeness	All valid transactions are recorded and none omitted. All receipts indicated detailed of payers and identity of payees.
Authorization	Level of approvals are different based on the limited authorized amount in each transaction and conforms to the Management Decision.
Classification	Transactions are properly classified in the accounts as per the approved CoAs and categories of the project.
Accounting/Posting	Transaction accounting is completed with clear audit trails.
Proper period	Transactions are recorded in a timely manner.

## **6.4 COMPUTERIZED ACCOUNTING SYSTEM CONTROLS**

The Program uses a combination of a computerized Accounting System (Sage 50 Accounting) and a manual system. The systems will provide for and ensure proper recording, control, and reporting of funds received, commitments and expenditure by government chart of account, categories, components and sub-component, sources of fund, advances, other assets, other payables and non-expendable equipment.

### **Password Protection**

Financial staff has different user name and password in order to gain access to the computerized accounting system.

### **Accounting Data File Backups**

Conducting regular backups of all accounting data in computers, including the computerized accounting data files, and securing them monthly, is the responsibility of Accountant and the GSC Finance Controller.

## 7. FINANCIAL ACCOUNTING SYSTEM

### 7.1 OVERVIEW

The primary object of the financial accounting system is to record in a systematic and controlled manner the financial transactions and events of the project and to report financial information for monitoring and controlling the project funds and project implementation.

### 7.2 ACCOUNTING SYSTEM

The “Modified Cash Basis” financial accounting system is made up of the cash, petty cash, expenditure and advance counts, general ledger and general journal on double entry system. The program uses a combination of manual and Peachtree computerized accounting system for the flow of financial information and transaction. The financial accounting system encompasses:

- (i) Source documents
- (ii) Financial sub-systems
- (iii) A general ledger to record all transaction
- (iv) Optional memorandum records

### 7.3 ACCOUNTING PROCESS

The major steps in the accounting process are:

- 1) Transaction processing- approve and enter transactions
- 2) Posting to ledger- posing various transactions from the source document and record
- 3) Preparation of trial balance – listing of all debits and credits
- 4) Month end adjustments - to make any adjusting entries
- 5) Preparation of an adjusted trial balance – listing of debits and credits after month end adjustments
- 6) Preparation of financial reports and statements
- 7) Closing entries- clearing of revenue and expense accounts
- 8) Closing trial balance – ensures that the ledger accounts remain in balance.

### 7.4 PRIMARY ACCOUNTING RECORDS

There are certain primary accounting records that must be maintained in accounting system. These are:

- 1) Cash Receipt Journal: Upon receiving a notification or credit note/advice, a Cash Receipt Voucher (RV) should be completed and signed by the Accountant. There should also be a clear description of what the payment under the receipt is for.

Dr.	Bank Account	xxx	
Cr.	Fund Receipt		xxx

In case the transaction related with commission or bank charge, the accounting entry is as the following:

Dr.	Bank Account	xxx	
Dr.	Bank Charge	xxx	
Cr.	Fund Receipt		xxx

- 2) Cash Disbursement Journal: Payment Voucher (PV) is prepared by Accountant for recording payment from the project bank account while Petty Cash Voucher (PCV) is prepared by bookkeeper for recording payment under petty cash fund. Both vouchers are prepared in accordance with limited authorized amount. They are supported by valid and original receipts, invoices and related documents.

Accounting entry for Payment Voucher:

Dr.	Expenditure Account	xxx	
Cr.	Bank Account		xxx

Accounting entry for Petty Cash Voucher:

Dr.	Expenditure Account	xxx	
Cr.	Petty Cash		xxx

Accounting entry for Advance Payment:

Dr.	Advance Account	xxx	
Cr.	Bank Account/Petty Cash		xxx

- 3) General Journal: when errors and mistakes in the accounting data are found, or detected during day-to-day operations, Journal Voucher (JV) is used to correct or adjust those errors. JV is also used to record non-cash transactions such as direct deposits, advance clearance, direct payment, allocation or reclassification of expenses among project components. In the accounting software, this is equivalent to General Journal Entry Window.
- 4) General Ledger: Transaction from cash receipt book, cash disbursement book and general journal book are posted to relevant ledger accounts in order to ensure that the financial data for each month is complete and accurate and reconciled to the supporting accounting records or manual subsidiary ledgers.

## 7.5 SOURCE DOCUMENTS

The financial transactions are recorded in the financial accounting system from source documents. These documents should be standardized and permitted for proper control such as authorization of transaction. The prime source documents of the financial accounting system are:

- Official Receipt
- Payment Voucher
- General Journal Voucher
- Cash Advance and Advance Clearance Form
- Purchase Order

Supplementary documents that will support the primary source documents may include:

- Approved Purchase Request – for petty cash fund
- Bank credit advice – for Bank Receipt Voucher
- Invoice, Statements of Account, Delivery Note – for Payment Voucher

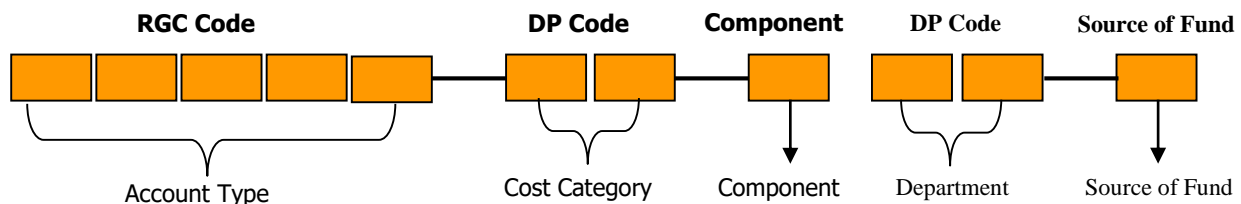
The Finance Controller reviews the completeness of Voucher's reference numbers, selects any significant transaction from the following subsidiary ledgers and checks them to source documents to ensure they are correctly classified, coded and posted.

## 8. GENERAL LEDGER SET UP AND MAINTENANCE

### 8.1 STRUCTURE OF CHART OF ACCOUNTS

The chart of accounts is designed to capture, record, and collate data so that financial information is properly recorded, easily available for managing receipts and payments and is able to support management monitoring and decision making. The chart of accounts is also designed to fulfill the reporting requirements of the program which focuses on components, sub-components, categories, sub-categories and sources of funds. Therefore, deriving from these chart accounts, the Program can customize reports through Peachtree Accounting System to meet specific reporting requirement of Development Donors.

The Program adopted the Government New Chart of Accounts, taking into consideration that the program will also need to report to RGC. The structure of the chart of accounts is designed based on Financial Management Manual and Parkas No. 189 MEF.BK dated February 22, 2013. The chart of accounts for PFMRP is presented as follows:



### 8.2 DETAIL TO THE CHART OF ACCOUNTS

#### ★ Account Type

1. Current Assets: Bank, Petty Cash, Advance
2. Non-Current Assets: N/A
3. Equity
4. Current Liabilities: N/A
5. Non-Current Liabilities: N/A
6. Current Expenses: Consultant, Goods, Training, Operating Cost
7. Revenue

#### ★ Cost Category

- 1G : Goods
- 2C : Consultant Services
- 3T : Training/Workshop
- 4O : Incremental Operating Cost
- 5S : Supplementary Allowance
- 6F : FMIS

#### ★ Component

1. Policy Group
2. Revenue Management Group
3. Budget Formulation Group
4. Budget Execution Group
5. General Support Group
6. Line Ministries

## ★ General Department

### Component 1: Policy Group

EP : General Department of Economic Policy & Public Finance

### Component 2: Revenue Management

TD : General Department of Taxation  
CE : General Department of Custom and Excise  
NR : General Department of State Property and Non-tax Revenue  
FI : General Department of Financial Industry

### Component 3: Budget Formulation

BD : General Department of Budget  
LF : General Department of Sub-National Administration and Finance  
DI : General Department of International Cooperation and Debt Mgt.

### Component 4: Budget Execution

GP : General department of procurement  
NT : General department of national treasury  
NA : National Accounting Council

### Component 5: General Support and Capacity Building Group

#### *Secretariat general*

AD : Admin and finance department  
PD : Personnel department  
LE : Legal affairs department  
IT : Information Department  
OE : Provincial office of economy and finance

*FM : FMIS Working Group*

*EF : Economic and Finance Institute*

*LC : Legal Affair Council*

#### *Program Management (GSC)*

PP : Policy Group (GSC)  
PR : Revenue management (GSC)  
PF : Budget formulation (GSC)  
PE : Budget execution (GSC)  
PS : Innovation, Dissemination and Capacity Building (GSC)  
PM : Admin and finance (GSC)

*IA : General department of internal audit*

*GI : General inspection*

### Component 6: Line Ministry

#### *Supreme and Independent Institutions*

RP : Ministry of Royal Palace  
SE : Senate  
AS : National Assembly  
CC : Constitutional Council

SM : Supreme Council of Magistracy  
SC : Supreme Court  
NE : National Election of Cambodia  
AA : National Audit Authority  
AU : Anti-Corruption Unit

***Economic Service Institutions***

AF : Ministry of Agriculture, Forestry and Fisheries  
MC : Ministry of Commerce  
IN : Ministry of Industry and Handicraft  
ME : Ministry of Mines and Energy  
RD : Ministry of Rural Development  
WR : Ministry of Water Resources and Meteorology  
MP : Ministry of Post and Telecommunication  
WT : Ministry of Public Works and Transport  
TO : Ministry of Tourism  
CA : State Secretariat of Civil Airline  
LV : Ministry of Labour and Vocational Training

***Social Service Institutions***

ED : Ministry of Education, Youth and Sport  
MH : Ministry of Health  
SA : Ministry of Social Affairs, Veterans and Youth Rehabilitation  
WA : Ministry of Women Affairs  
CU : Ministry of Culture and Fine Art  
CR : Ministry of Cults and Religions

***National Defense and Security Institutions***

IS : Ministry of Interior (Public Security)  
ID : Ministry of Interior (General Administration)  
ND : Ministry of National Defense  
EN : Ministry of Environment  
MJ : Ministry of Justice  
AP : Appeal Court  
LA : Ministry of Land Management Urban Planning and Construction

***Finance, Foreign Affairs and Public Security Institutions***

CO : Council of Ministers  
MS : Ministry of Public Service  
CD : Council for Development of Cambodia  
RI : National Assembly -Senate Relation and Inspection Ministry  
MF : Ministry of Foreign Affairs and International Cooperation  
EC : Ministry of Economy and Finance  
PL : Ministry of Planning  
IF : Ministry of Information  
ST : The Securities and Exchange Commission of Cambodia

★ **Source of Fund**

E : EU Budget Support  
M : MDTF  
R : RGC Fund  
U : UNICEF  
O : Other



## 9. BANK ACCOUNTS

### 9.1 BANK ACCOUNTS OPERATION

Separate bank accounts are maintained for the DP's fund called designated account and for the RGC Counterpart Fund called program/project bank account. The Program has been authorized to maintain and operate a designated bank account and project bank account denominated in Khmer Riel or US dollars at the National Bank of Cambodia (NBC) for the control of fund. The Project may also open bank account at any commercial bank/financial institution if the Development Partners and the Ministry of Economy and Finance consider it appropriate. Bank accounts must be in the name of the project, not the Ministry/entity or individual.

The purpose of the separate bank accounts is to facilitate disbursement transaction and proper control system. Prevailing exchange rate declared by the National Bank of Cambodia shall be applied for currency conversion.

### 9.2 DESIGNED ACCOUNT (DA)

Grant/Loan from the DPs must be held in the designated account denominated in Khmer Riel or US dollars, as defined in the Grant/Loan agreements between the RGC and DPs. This account must be used exclusively for the project expenditures.

Withdrawals from designated account at NBC are encouraged for all amount of transaction, but normally for payment of the Project's eligible expenditure equal or above US\$750 or KHR 3,000,000. **Bank cheques made payable as "Cash" are not allowed.** Payment for amounts in excess of what is stipulated in Grant/Loan agreement cannot be made from the designated account and then Commitment or Direct Payment procedures must be used in such cases.

### 9.3 PROJECT BANK ACCOUNTS

Contribution from the government in cash for project operation is called Counterpart Fund which will be held in Project Bank Account at NBC, the same as Budget Support received from DPs. Withdrawals from the Counterpart Fund and Budget Support are normally for payment equal or above US\$750 or KHR 3,000,000 and the same procedure to Point 9.2 is applied.

### 9.4 PROCEDURES AND CONTROLS FOR PAYMENT

#### Screen and review of invoices/bills for payments

When original documents are received, the accountant should complete a mathematical accuracy and validity check of the document as follow:

- An invoice from the supplier in respect of goods or service purchased should be checked with relevant documents such as contract agreement, acceptance letter, delivery note, purchase order, report.... etc.
- An invoice or request for payment from consultants should be checked to ensure that the service performed has been satisfied and certified by the implementing agency in line with Terms of Reference in the contract agreement.

<b>Description</b>	<b>Status</b>
Valid supplier, contractor and service provider	Accept
Legitimate invoice/ receipts	Accept
Identity of payee	Accept
Valid and clear contact address on the invoice and receipt	Accept
Evidence of services/ goods received	Accept
Evidence of payers	Accept
Hand-bill	Minimize
Self-established invoice and receipt	Reject

### **Payment Process**

- A Presentation Note to management describing brief work done is prepared by Accountant and Financial Controller as part of administrative process. If payment is related to contract agreement, contract registers are also prepared to control actual disbursement against contract amount.
- A Payment Voucher-PV (Form A2) together with Money Transfer Order or Oversea Transfer Order or Cash Order or Cheque is prepared by accountant as part of financial process. Both PV and Transfer form are prepared in serial number.
- The Presentation Note, PV, Transfer Form along with supporting documents will be forwarded to financial controller for review and verify. The Financial Controller will check document to ensure eligibility for payment, completeness of document, account code, project category, project component, and allocation of resources. Financial Controller signs the PV as evidence of review.
- All above documents will then be submitted to program management for review and approval. The management will sign on Money Transfer Order or Cash Order or Cheque, whichever is used based on the threshold of authorized signatories. In general, for routine work flow on daily basis, Money Transfer Order or Cash Order or Cheque has to be signed by Secretary General (Group A).

### **9.5 AUTHORIZED SIGNATORIES FOR PROJECT BANK ACCOUNT**

The nomination and changes in Authorized Signatories for withdrawal of funds from Designated Account/ Project bank account is subjected for approval from the Chairman of PFMRSC. For current implication, the authorized signatories at NBC are:

<b>Bank Account</b>	<b>Authorized Signatories</b>	<b>Authorization Amount</b>
Designated Account and Project Bank Account	<b>Group A</b> <ul style="list-style-type: none"> <li>- Chairman of PFMRSC</li> <li>- Secretary General of PFMRSC</li> <li>- Acting Deputy Secretary General of PFMRSC</li> </ul>	Single signature for all amounts.
	<b>Group B</b> Deputy Secretary Generals of PFMRSC	Double signatures for withdrawal less than or equal US\$50,000 or KHR 200 million

## **9.6 Bank Reconciliations**

### **9.6.1 Overview**

Reconciliation of bank accounts is one of the most critical internal control system used to compare the closing balance per bank account in the general ledger in the accounting system against the balance on the bank statement. The objective of the bank reconciliation is to ensure that:

- all bank accounts are reconciled monthly
- all entries in bank statements are recorded in the bank account ledger,
- accuracy of data being captured and entered into the ledger
- internal control system is in place for the safeguard of cash holding
- errors in the bank statements or bank account ledger are promptly detected and resolved with explanation of the differences

### **9.6.2 Procedure for Bank Reconciliation**

- The Finance Controller and the Accountant should ensure that bank statements for the bank accounts are promptly received soon after month-end or no later than 10<sup>th</sup> day of the following month.
- After receiving the bank statements from the banks, Accounting Assistant should review those for bank commissions or any other inward remittance or deductions that have not identified. The Accountant then updates the bank account ledger by preparing the Cash Receipt Voucher and/or the Payment Voucher and/or Journal Voucher according to procedures of respective transactions.
- After that the Bank Reconciliation Statement is prepared for each bank account and signed by the Accountant/Accounting Assistant on a monthly basis.
- The Accountant/Accounting Assistant will forward the Bank Reconciliation Statement, together with original bank statements and a copy of the bank general ledger account, to the Finance Controller for review. The Finance Controller will ensure that all reconciling items identified in the Bank Reconciliations are properly explained and investigated.
- Finally, the Bank Reconciliations are approved by the GSC Secretary General.
- Monthly Bank account reconciliation and closing of project account should be completed 12 to 14 days after the end of each month.

### **9.6.3 Closing of Bank Account**

PFMRP must ensure that all outstanding payments to consultants, suppliers/contractors, auditor fees and other expenses must be cleared and settled well during the project period. Prior to the closing the accounts, a proper reconciliation of the project accounts will be completed and the accounting records be updated. All funds received from the DPs must be liquidated and unused balance from the DA account should be settled. The project designated account will be officially closed.

## 10. RECEIPTS AND DEBTORS

### 10.1 OVERVIEW

PFMRP must implement and maintain proper control over receipts of funds and moneys owed to the project by debtors. The following types of money may be received by projects.

- Money from the sales of goods or services (e.g. fee for the sale of contract tender document)
- Repayment of unused advance of project moneys
- Contract securities (e.g. bid securities, performance securities)
- Deposit of loan/credit/grant funds into the Designated Accounts or deposit of counterpart funds into the Project Bank Account
- Bank interest

### 10.2 KEY INTERNAL CONTROL

#### 10.2.1 General Controls

- Adequate segregation of duties can be found in the TOR of each staff
- Safeguarding and control of official receipt
- Safeguarding and proper control of cash and cheques
- Adequate management and monitoring against budgets for source of funds.

#### 10.2.2 Processing Controls

- Cash receipts are prepared for fund balance from training/workshop/study tour/mission, returned by the applicant. They will then be recorded in Cash Receipt Voucher.
- Fund receipts from the DPs through withdrawal application for advance and replenishment to designated account and other mean of receipt are promptly recorded in Cash Receipt Voucher by the Accountant based on the advices from the NBC.

#### 10.2.3 Computerized Accounting System Control

- Safeguarding of the receipting system passwords.
- Access to the receipting and posting functions and data is restricted to financial staff under the control of GSC Head of Admin, Finance and M&E.
- Provide proper control over the integrity and completeness of the accounting data of the Program, and provide a proper audit trail of accounting entries.

### 10.3 PROCEDURES

#### 10.3.1 Monies Received by the Project Team

- Issue cash receipt form as shown in Figure 3 for all money receive by the project team.
- Prepare cash receipt voucher detailing the money to be banked or to be put in petty cash account.
- Check the bank deposit receipt after banking to confirm its correctness.
- Post each receipt to the project ledger accounts.
- Cash receipt form should be properly filing with the corresponding cash receipt voucher.

**Figure 3**

Ministry of \_\_\_\_\_  
 Loan No. \_\_\_\_\_  
 Project \_\_\_\_\_

**CASH RECEIPT**

Receipt from: .....

Amount: .....

Amount in Words: .....

Description:  
 .....

Reference: .....

Received by, Handled by,

Name and Date Name and Date

**10.3.2 Deposits into the Bank Accounts**

All monies received for the project must be deposited in the appropriate bank account within one week after the receipt of the money, except for the proceeds from the sale of tender/bid documents.

Monies received from the sale of Tender Documents should be initially deposit into the “Project Bank Account” and subsequently transferred to the Government Budget Bank Account No. 000000001333 (or as officially changed and notified by MEF) with the National Bank of Cambodia. The Project Team must submit to MEF a record of the sale of the bid documents and the deposit of the proceeds from the sale into the above Government Budget Bank Account.

Duties should be segregated, meaning that the person recording the receipt should not be the same as the person depositing the cash to the bank account.

In addition, other project income/ receipts rather than project’s funds shall be credited into the account of the Government Budget Bank Account No. 000000001333. Those incomes could be from as sale of disposal of residual assets, penalty or refunds of ineligible expenditures etc.

# 11. CONTRACT EXPENDITURE AND NON-CONTRACT EXPENDITURE

## 11.1 OVERVIEW

Contract and other project expenditures must be in accordance with the DPs and the Government Procurement policies and procedures which are set out in the Procurement Manual. However, any expenditure related training activities can be referred to sub-section 11.2.5 below.

A separate detailed contracts register must be maintained for each contract. All important details pertaining to the contract must be recorded in this register.

The project Accountant/Accounting Assistant under supervision of Finance Controller shall maintain and update the contract monitoring register monthly or when the payment is processed. Updating the contract register will be carried out in consultation with the Procurement Unit. The contract register would reflect details of each contract and payments made against the contract and the balance on each contract accurately. This helps prevent possible risks arising from payments without valid contract, over payment to the contractor/suppliers and consultants, payment made when services did not render/ deliver, payment including withholding tax, control of advances, and bank guarantee.

## 11.2 PROCEDURES

Contracts involve several special features which require specialized financial accounting and management treatments, these features are:

### 11.2.1 Bid Security

At the bidding stage of contracting, the program may request bidders to deposit a bid bond (also called a bid security or bid guarantee deposit) at the time of submission of their bids to help ensure only genuine bidders participate in the contract bidding process and to obtain a commitment from the bidders to the terms of their bid.

The bid security must be recorded in the security register. It must be kept in a safe and secured place to be returned to the bidders after a successful bidder has been selected. In case where bid security is forfeited since the bidder refuses to accept contract award, the forfeited amount is kept by the project and deposited in RGC. For cash bid security, the program must deposit the security in the designated account and recorded in the General Ledger.

Dr.	Designated Account	xxx	
Cr.	Bid Security		xxx

The return of cash bid security must be recorded in the Contract Security Register and posted in the General Ledger.

Dr.	Bid Security	xxx	
Cr.	Designated Account		xxx

### 11.2.2 Performance Security

Treatments of Performance Security are similar to Bid Security. The main differences are that it is used after contract is signed to help ensure that the contractor commences the work under the contract and returned upon the satisfactory completion of the contract.

### **11.2.3 Mobilization Advance Payments**

Mobilization advance payment may be made to the contractor or consultant to provide funds for initial materials, investment, or mobilization. Mobilization payments are advance payments of contract monies and must be recovered from future payments to the contractor or consultant based on the terms and condition in the signed contract agreement. All mobilization advance payments are covered by a bank guarantee from the recipient.

#### **Withholding of Retention Money**

Retention money may be deducted from each payment made to a contractor. The arrangement should be specified in the conditions of contract and made clear to the contractor before the implementation of the contract. Retention money serves as a guarantee for the satisfactory completion of services or goods provided, and this for a given period of time after the contract is completed. When this period has expired, the retention money is returned to the contractor. The retention money shall be in the Contract Register of each contractor.

#### **Payment of Retention Money**

When the contract has been completed, retention money will still be withheld for a specified period. When this period expires and if the contracted works remain in good condition (i.e., reflecting the satisfactory provision of goods or civil works), the retention money shall be returned to the contractor. The Contractor shall request the release of retention money and submit the necessary documents to GSC who will check the compliance of the contractor to any defect notification.

### **11.2.4 Service and Corporate Agreement**

Aside from contract payments, there are also payments made for other expenditures for the project. Examples of such expenditures for goods and services under service agreement and corporate agreements including drinking water, telephone, internet, hotel venue rental, car wash, translator, travel agency...etc. When invoices/bills are received from supplier/service provider, the admin section will forward invoice/bills to accounting assistant/accountant for payment process. The procedure of payment from petty cash fund and payment to be made from project designed account/project bank account must be followed decisively.

For supporting the operation of PFMRP more efficiency and effectively, GSC management to shift a variety of services into 'service level agreement' with supplier and contractor. Other services/goods included in the approved procurement plan, the project shall follow the Procurement Policies and Procedures which are set out in the Procurement Manual. Such arrangements of service and corporate agreement will minimize the volume of work in obtaining at three quotations for each activities of routine tasks such as training/workshop and routine office supplies and consumable materials. It also supports the reform operation effectively and timely and to ensure that the project funds are used for reform activity purpose.

The agreement may have one-year contract with a service provider or more services providers outlining the corporate prices for different facilities, goods and services. The selection of service providers should be competitive and open to all eligible providers. Below services are required service and corporate agreement:

- Fuel supplies
- Stationary and office supplies
- Vehicle repair and maintenance
- Car wash
- Venue for training and workshop and its accessories (eg. Refreshment, lunch, catering services, backdrop, earphone etc.
- Photocopy/ printing
- Translator/interpreter
- Travel agency for air tickets and travel insurance
- Health Insurance
- And other services which may be considered as service and corporate agreement

Eligible expenses for activities related with training and workshops will be specified separately in Section 16.

### 11.2.5 Administrative and Office Purchases

Expenses for amount under or equal US\$ 750 or KHR 3,000,000 under Training and IOC Category can be directly purchased from supplier after getting approval from GSC management through Purchase Request Form (Form C9).

For purchase over the said amount, Procurement Officer will prepare Invitation for Quotes for issuing to suppliers. The report of canvassing should be documented in the Analysis of Quotes Received (Form C10). Both Invitation for Quotes and Analysis of Quotes Received are subjected for approval from GSC Management. See below simplified procurement method and threshold.

#### Summary Table of Simplified Purchasing Method

Simplified Purchasing method				
Purchasing method	Payment mode	Threshold	Applicable Category	
1- Direct purchase	Petty cash fund	KHR 01 to 3,000,000 (\$0-\$750)	IOC	Training
2- Three quotations without advertisement	MTO/check	KHR 3,000,001 to 19,999,999 (\$751-\$4,999)	IOC	Training
3- Quotation process with advertisement	MTO/check	KHR 20,000,000 to 60,000,000 (\$5,000-\$15,000)	IOC	Training used method #2
4- Normal procurement procedures	MTO/check	Over KHR 60,000,000 (>15,000)	IOC	Training used method #2

**Note:** Once the service agreement and corporate agreement has put in place, it will substitute the above purchasing methods. All project staff of PFMRP are required to use the services/goods of these vendors/suppliers. Implementing General Departments are required to notice GSC in advance before selecting other services outside the project list of corporate agreement.



## Definition

- IOC stands for Incremental Operating Costs, for any expenditure related to support the operating of project activities.
- Training, here, meant for domestic training, workshop and conference, which the project will need to render the services/goods such as venue, materials/equipment, air ticket, translator etc.
- If the project wishes to procure services from the training firms, institutions, NGOs or UN agency, which is considered as “a firm”, a normal procurement procedure can be applied.

## Ineligible expenditures

- If it was found by the internal auditors, external auditors or the DPs any fraud act or misrepresentation of any forms (identified fraud), such payments shall be promptly refund to the project account.
- In Common practices, misuse of the DSA for local and overseas travel by Civil Servants and Contractual staffs, the project considers as ineligible expenditures, and the project may ask to refund that portion, which is considered to be ineligible and the prompt refund shall be made into the project account.

## Some Risks Conceptualization Related to Soft Expenditures

Table below indicates of common fraud and misrepresentation related to expenditures under training workshops (training category), and petty cash fund expenditures, and expenditures under the operating cost category (IOC category)

Risk rating	Risk factors
Substantial	Inflating budget expenditures (requesting extra days of travel) during preparation of budgets for <i>defined costs</i> activities
Substantial	Requesting budget items that are not approved by the Bank (which may lead to ineligible expenditures)
Substantial	Per-diems not monitored and as a result the emergence of ghost participants in <i>defined cost</i> activities
Substantial	Calculation errors in estimating petrol costs for provinces, per diems, and excessive use for fuel allowances
Substantial	Inflating budget for photocopies and handout for participants, and excessive payments for refreshment and renting sound systems
Substantial	Stationery being bought at inflated prices or with shops that give “kick-backs”
Substantial	Stationeries and other incremental operating cost items bought with project money used for private purposes (pilferages); and
Substantial	The production of fake/tampered invoices as supporting documentations to increase actual expenditures incurred
Substantial	Using services of persons “connected” to the Project to obtain unfair gains
Substantial	Payment for non-existing goods or services and Use of public assets (project & program assets) for personal purposes

## 12. PAYROLL EXPENDITURE

### 12.1 OVERVIEW

PFMRP may be required to engage contracted staff and consultants (national and international consultants) to support day-to-day operation of the project. In case the project needs to pay performance allowances to government employees engaged in program activities, it must be based on the approval from the GSC Secretary General.

GSC contracted staffs are those who enter into contracts with the PFMRP for a specific period of time and they are charged with responsibilities outlined in the Terms of Reference annexed to each individual contract agreement. They are mainly supporting GSC in program and project management. Annual salary increase is based on the provision specified in the contract. In case there is an absence of this pay raise in their contract, an inflation rate and performance evaluation will be used to top up bonus to their annual pay raise. GSC is responsible for ensuring:

- The engagement of employees is properly approved in accordance with the project guidelines and there is proper contract documentation supporting the engagement of project staff;
- Salaries, wages and/or allowance are paid from the appropriate funding source;
- Proper records of attendance and leave are maintained;
- Payroll information and authorities are submitted in a timely manner;
- Payroll authorities are checked and certified for payment by properly delegated officer of the project;
- Controlled disbursement and acquittal of cash pays and distribution of pay slips/payment advices to the project staff; and
- Timely monitoring of the cost of payroll expenditure compared to project budgets and annual budgets.

### 12.2 PROCEDURES

#### 12.2.1 Payroll Payment to GSC Contracted Staff

Every month, any day in the third week of the month, Accounting Assistant will process monthly payroll request through Salary Schedule (Form C11) attached with the daily attendant list for all GSC contracted and non-contracted staff and submitted to GSC management.

The Financial Controller will check the document to ensure proper calculation of the entire information including gross salary, net salary, tax deduction and advance, if any and sign on the form as evidence of review and verification. The documents will then be submitted to GSC Secretary General through Deputy Secretary General and Head of Admin, Finance and M&E for review and approval.

After getting management approval, Accountant will prepare presentation note of along with Contract Register, Payment Voucher and Money Transfer/Check to transfer cash to individual bank accounts. Payment procedures are similar to the procedures for withdrawal the fund from designated and project bank accounts.

### **12.2.2 Payment to other Contracted Consultants**

Other contracted consultants refer to those who provide service to relevant General Departments/Institutions under particular project of PFMRP.

Upon satisfactory delivery of service, consultants will present their invoices to relevant institution along with timesheet, work report and related documents for approval by properly authorized officers. Documents will then be sent to GSC for further process.

#### **Time Sheet/Daily Time Record**

A Time Sheet must be used as a reliable basis for the payroll computation, record of dates, times absences, leave forms are necessary information for payroll computation.

#### **Payroll Calculation**

Calculation of payroll entitlements must be prepared by a person not connected with the preparation of the payroll cheques. Calculation must be based on the provisions stipulated in the employment contract.

#### **Payroll/Contract Register**

The register should show details of the staff payroll computation with the following information:

- Gross pay
- Allowances
- Tax deductions
- Advances/if any
- Other deductions and
- Net pay

GSC procurement section will arrange for technical meeting to review international consultant output within one week after receiving the documents from relevant institution, if it is required by GSC Management. For simple assignment to be considered as routing work, technical meeting is not necessary. Minutes of Meeting is usually produced by Procurement section as additional document to monitor consultant output and for submitting to GSC management for approval.

After getting management approval, Accountant will process promptly payment to the consultant through the procedures for withdrawal the fund from designated and project bank accounts or through Direct Payment Process, whichever applicable. Payroll payments are made to the correct person preferably through direct bank credit or in accordance with the bank information specified in the contract agreement.

## 13. PETTY CASH

### 13.1 OVERVIEW

Petty Cash is used only for minor expenditure (administrative costs) incurred for project purposes. General approved purposes for the use of petty cash that is eligible to finance include:

- Small office supplies and stationery
- Photocopying and printing cartridges
- Small repair and maintenance office equipment
- Small vehicle maintenance
- Small communications expenses internet, email, fax/phone bill (not cell card for staff)
- Office refreshments, coffee, tea, and drinking water
- Travel advances for staff on duty travel
- Car wash (in case in the province), ferry, boat and tollbooth charges
- Handouts, photocopy, printing, travel costs, refreshments for training/workshop will be budgeted under training package and should not exceed the approved amount.
- Petty Meals (Lunch and Dinner) for working group expenses,
- Other miscellaneous small cash expenses

Description/ type of cost	Internal Controls	Supporting document required
<ul style="list-style-type: none"> <li>• Office general expenses on administrative expenses,</li> </ul>	Pre-approval from the implementing department director, and Deputy rector	* Valid receipt from official vendors/suppliers
<ul style="list-style-type: none"> <li>• Office communication expenses postage, internet, email, fax/phone bills but not cell card for staff,</li> </ul>	Pre-approval from the implementing department director, and Deputy director	Valid receipt from official vendors/suppliers
<ul style="list-style-type: none"> <li>• Office refreshments, tea, coffee and drinking water and other consumable materials</li> </ul>	Pre-approval from the implementing department director, and Deputy director	Valid receipt from official vendors/suppliers
<ul style="list-style-type: none"> <li>• Office small maintenance and repairing,</li> </ul>	Pre-approval from the implementing department director, and Deputy director	Valid receipt from official vendors/suppliers
<ul style="list-style-type: none"> <li>• Internal meeting expenses, photocopies, printing cartridge, book binding</li> </ul>	Pre-approval from the implementing department director, and Deputy director	Valid receipt from official vendors/suppliers and minutes of meeting, and list participants
<ul style="list-style-type: none"> <li>• Lunch and Dinner for PFMWG working group expenses,</li> </ul>	Pre-approval from the implementing department director, and Deputy director	Valid receipt from official vendors/suppliers and minutes of meeting, and list participants
<ul style="list-style-type: none"> <li>• PFM working group meeting (stationery and handout)</li> </ul>	Pre-approval from the implementing department director, and Deputy director	Valid receipt from official vendors/suppliers and minutes of meeting, and list participants
<ul style="list-style-type: none"> <li>• Field monitoring and travel expenses including travel costs and DSA</li> </ul>	Pre-approval from the implementing department director, and Deputy director	<ul style="list-style-type: none"> <li>• Expense claim form – signed and authorized</li> <li>• Summary activity report</li> <li>• Mission/nomination letter</li> </ul>

• Media subscription (newspapers, magazine)	Pre-approval from the implementing department director, and Deputy director	Valid receipt from official vendors/suppliers
• Small vehicle maintenance	Pre-approval from the implementing department director, and Deputy director	Valid receipt from official garage
• Office cleaning materials	Pre-approval from the implementing department director, and Deputy director	Valid receipt from official vendors/suppliers

\* Valid receipts meant the receipts which are officially and directly issued by the vendors/ suppliers.

### **Ineligible Expenditures from Petty Cash Funds**

- Recurring costs of each entity such as utility costs (water supply and electricity)
- Project cannot charge a fixed cost, investment costs to Petty Cash Funds

### **Scope of Petty Cash Funds for GSC**

Petty Cash must be managed by the GSC Deputy Secretary General who is in charge of Admin, Finance and Monitoring and Evaluation Section in accordance with procedures specified in Section 13.3 below. The maximum petty cash advance ceiling is US\$ 3,000 or KHR 12,000,000 with a maximum single payment up to US\$ 750 or KHR 3,000,000. The maximum petty cash ceiling for initial advance and a single transaction threshold can be revised, if it's required and approved by GSC management.

Custodians of petty cash advances are the responsibility of Accounting Assistant under a regular monitoring of Finance Controller. When Accounting Assistant is absence, Finance Controller should manage a proper transferring of petty cash advance to other designated staff members of GSC as necessary.

Proper measures are implemented to safeguard petty cash advances and there are no mixing of petty cash advances and personal moneys.

### **Scope of Petty Cash Funds for Implementing Departments**

On approval of the GSC, implementing departments may be authorized to maintain a petty cash float of US\$ 2,000 (KHR 8,000,000) for the purposes of small administrative and operating expenses related only PFM RP activities.

The petty cash float is used for making small payment transactions. The maximum payment for a single transaction is up to US\$ 500 or KHR 2,000,000. Payments above KHR 2,000,000 (staring from KHR 2,000,001) may be made by cheque directly to vendor/supplier through GSC.

Petty Cash is to be used for general office and consumable expenses, generally office support items under Incremental Operation Cost and meeting/field trip under a category of training. Petty cash payments need to be approved by the Director of Department, Deputy Director or Designated Senior Official of the implementing department. The petty cash is maintained by the appointed official at the implementing department. The Petty Cash is to be kept in the locked cash box. When not in use, the cash box will be kept in a locked safe.

To have proper segregation of duties between approval of petty cash payments and the custodianship of petty cash, the implementing department must assign at least three levels of Department's staff involving with petty cash management. First level is cashier who is responsible for custodianship of petty cash and accounting records. A cashier should have

some background in accounting and petty cash expense. Second level is reviewing officer who is responsible for checking in compliance with financial policy and procedure of using Petty Cash funds. The third level is approval officer who is responsible for managing Petty Cash fund and make sure best value of money and money is used for PFM Reform Program purpose. The approval officer should be the director of the implementing department.

Details of petty cash transactions are recorded in the petty cash book. The cashier should count the cash regularly to check that the cash balance matches the petty cashbook. A formal cash count and reconciliation will be performed at the end of each month. The cashier will count the petty cash under an observation of the Director of Department, and record this on the petty cash count sheet. The Cashier will perform a cash reconciliation, to compare the amount of cash from the petty cash count with the petty cash book. Any differences must be investigated and mistakes corrected.

On monthly basis (first week of the following month), the Petty Cash Count Sheet and Petty Cash Book together with copied supporting documents “photocopy of the petty cash records” should be sent to GSC for recording in Peachtree Accounting System.

Petty Cash Voucher and original supporting documents must be kept at Implementing Department for audit purpose. When replenishing Petty Cash fund, GSC Financial Controller will review on the replenishment request and copied supporting documents.

## **13.2 KEY INTERNAL CONTROL**

- When in daily use, the petty cash is to be kept in the locked cash book. When not in use, the cash box will be kept in a locked safe.
- Petty cash always keep in the safe and safeguard by Accounting Assistant/Cashier.
- Financial Controller/implementing Department Director and Accounting Assistant/Cashier can have access to passcode of the safe.
- Standard approved forms must be used for petty cash use and management.
- Petty cash reconciliation with the petty cash account balance at monthly basis.
- Proper segregation of duties between approval of petty cash payments and the custodianship of petty cash
- Petty cash will only be reimbursed for expenses where receipts have been obtained or other acceptable documentation is provided.
- Irregular spot cash counts of the petty cash float must be carried out by Financial Controller or Accountant (for GSC) or by the Director/Deputy Department Director (for Implementing Department).
- Separate petty cash floats must not be mixed. The cash and documentation must be maintained separately.
- Petty cash must be replenished on a monthly basis or when its balance reaches a minimum amount, whatever comes first.
- Cash is a highly desirable asset and is readily transferable, internal control over cash is especially important

## **13.3 PROCEDURES**

### **13.3.1 Setting up a Petty Cash Advance**

- A petty cash advance should be maintained by the Accounting Assistant/authorized official. It is a one-time withdrawal from the project bank account. Petty Cash Accounts can be set up for any implementing departments to facilitate the implementation of reform activities under the project with approval from GSC Secretary General.

- Scope for specific additional Petty Cash Advance can be determined in writing without the need for amending this manual.
- Petty cash expenditures can be replenished frequently as needed. There is no limitation for a number of cash float replenishment as long as within the budget allocation.
- Petty cash's actual expenditures should be supported by evidence of receipts/bill with adequate and sufficient supporting documents.
- A Petty Cash Book is set up to record all entries from PCVs and PVs related to the petty cash transactions. It is maintained by the Accounting Assistant/Cashier who acts as Petty Cash Custodian.

### 13.3.2 Using Petty Cash

After receiving a valid and original receipts or invoices or a request for advance or when the payment on the purchase is on credit comes due, a Petty Cash Voucher (Form A7) should be completed and signed by the Accounting Assistant/Cashier.

The accounting entry for petty cash disbursements is:

Dr.	Expenses by category	xxx	
Cr.	Petty cash		xxx
	<i>(To account for expenses paid by the petty cash fund)</i>		
<i>Or</i>			
Dr.	Advance account	xxx	
Cr.	Petty cash		xxx
	<i>(To pay a cash advance(s) for activity implementation)</i>		

The Voucher, together with the supporting documents, should be forwarded to the GSC Financial Controller for review. The Financial Controller/Authorized officer should check that the supporting documents are eligible for payment and all details in the Voucher are correctly completed for entry in the accounting records, including account codes. The Financial Controller/ Authorized officer should sign the Voucher as evidence of review. The Voucher should be approved by the GSC Deputy Secretary General/Approval Officer.

Upon settlement of claims, the recipient should sign the Voucher as confirmation of cash receipt. The original receipts or invoices should be stamped "PAID" immediately by the Accounting Assistant/Cashier to avoid duplication of payment.

The details will then be entered by the Accounting Assistant/Cashier into the Petty Cash Book (Form A5) to indicate the transaction date and a brief description of the transaction, the voucher reference number, the amount withdrawn and the balance. The details of Petty Cash Vouchers will be entered into the computerized accounting system and stamped "POSTED" by Accounting Assistance.

Operations of Petty cash funds include the use of purchase request form, purchase order, advance request form and expenses form.

### 13.3.3 Procedure for Replenishing Petty Cash

When petty cash funds are depleted the Accounting Assistance /Cashier will prepare a Petty Cash Reconciliation and Replenishment Request (Form A8) for approval from the GSC Secretary General/Implementing Department Director. For authorized implementing department, the approved Petty Cash Reconciliation and Replenishment Request (two original copies, one copy kept at Implementing Department and another one kept at GSC) should be submitted to GSC together with cover letter and copied supporting documents. Petty cash will be replenished within 5 working days after receiving the request.

After receiving the request, the Accountant will prepare a Payment Voucher together with Cash Order or Money Transfer Order or Check in the name of Accounting Assistance/Cashier for the replenishment of petty cash advance to its ceiling and submits them to Financial Controller for review and signature. In case of the Implementing Department request, GSC Financial Controller will review the replenishment request and copied supporting documents for making sure it is eligible expenditures and aligned with the budget allocation per annual approved budget.

In case of petty cash replenishment, Accounting Assistance/ Cashier will cash out from NBC, upon having cash on hand or GSC issue a cheque or transfer money directly to the designated officer. The documents are finally submitted to GSC Secretary General for approval and signature. The accounting entry of withdrawing cash is:

Dr.	Petty cash account	xxx	
Cr.	Designated account		xxx

*(To withdraw cash from the Designated Account for petty cash replenishment)*

The petty cash receipt should be put immediately in the respective petty cash box.

The Accounting Assistant/Cashier will enter details of the transaction into the Petty Cash Control Book in the "Debit" column.

### 13.3.4 Closure of Petty Cash Advance

When a Petty Cash Advance is no longer required, then the Petty Cash Advance must be reconciled, expenditure posted and the balance of funds held repaid into the appropriated bank account.

The Petty Cash Book Balance must be reconciled to the cash funds and Payment Vouchers held.



## 14. ADVANCES

### 14.1 OVERVIEW

Cash advances may be made for the Program's approved activities in the AWPB where it is not practical or efficient for payment to be made for expenses by invoice or contract. Advance is usually used for local/oversea training/ seminar/ workshop and mission to provinces.

Cash advances must be controlled and managed by the Finance Controller with the support from the Accountant/Accounting Assistant to ensure proper acquittal of expenses are incurred within 15 working days after the close of the event for which the advances were given.

### 14.2 KEY INTERNAL CONTROL

Advance requests must be approved before a cash advance is made. Cash advances have to be registered in Advance Control Book or Advance Register (Form A12) and reviewed regularly to monitor advances outstanding in order to enable clearance follow-up actions.

Cash advances must be liquidated with full original documents supporting expenses incurred from advances within 15 working days after completion of the activities. Deviation from this rule should only be allowed by GSC Secretary General, on being provided with sound reasons as to why there should be an exception. Cash advances shall not be given to implementing agencies due to the fact that the previous advances have not yet cleared/liquidated.

### 14.3 PROCEDURES

#### 14.3.1 Payment of Advances

The following procedures apply to advances that are already approved by Program management. The detailed policy and procedure for request, approval and advance for training, workshop, study tour and mission are outlined in Section 16 of this manual.

As a general guide, 100% of the total estimated budget of activities will be given as an advance for travel mission or the training activities excluding estimated budget for service for corporate agreements, which required direct payment from GSC for most of expenses that have high volume of costs. A person who requests for cash advance should complete a Request for Advance (Form A9) or prepares a request letter submitted to the GSC Secretary General who will then pass it to the Accountant through GSC Deputy Secretary General, Head of Admin, Finance and M&E and Financial Controller for preparing the advance payment. Advance can be withdrawn from either a program bank account or petty cash depending on the requested amount as outlined in section 9 and 13, respectively.

Subject to the completeness and correctness of an advance requested and subject to compliance with guidelines set in Section 16, the Accountant will process advance payment within 5 working days after receiving the request. The amount advance will be recorded in the Advance Control Book/Register by the Accountant while the Accounting Assistant will post the advance to the General Ledger using the following journal entry.

Dr.	Program Advance	xxx	
Cr.	Designated Account or Petty Cash		xxx

### 14.3.2 Liquidation of Advances

The applicant must complete Liquidation of Amount Advanced (Form A11) attached with receipts, invoices and related documents as mentioned below, if applicable.

#### Supporting documents for Advance Liquidation

Description	Oversea Training	Oversea Study Tour	Local travel Mission	Local Training/ Workshops
Mission order/ letter of nominee	yes	yes	yes	yes
Domestic travel visa (duly signed and stamp by relevant authorities/ entities)	n/a	n/a	yes	yes
Minutes of field visit, back to office report, results of activities, minutes of workshops/ training	yes	yes	yes	yes
A copy of attendance list			yes (if applicable)	Yes
Hotel receipts/bills	yes	yes		
Air ticket, airport tax receipt, boarding passes and a copy of visa	yes	yes		
Invoices/receipts for transportation	yes	yes	yes (if applicable)	yes (if applicable)
A list of per-diem payments signed by individual	yes	yes	yes	yes
Receipts for meeting/workshop venue rental, refreshment or snack (other receipt of payments)				yes
Other invoices for eligible expenses, if any	yes	yes	yes	yes

In case advance is not cleared within 15 working days, a notification/ reminder will be sent to the head of the entity through official letter or through an e-mail from GSC and requesting to clear within another one week. If applicant failed to comply with advance clearing procedures, a new advance will not be given.

Long outstanding advances need to be followed up closely and if necessary, payroll deduction will be applied up to 70% of the monthly salary from the staff who requested for cash advance until the full advance amount is recovered for overdue exceeding 60 days. This will apply for national and international consultants. However, a separate measure will be applied for the Government entity, in which the case of long outstanding advance will be brought to the attention of the Minister.

The Advance Clearance Form, together with all supporting documents, should be sent to the GSC Accountant for review and recorded on a Journal Voucher including the account code. The GSC Financial Controller will then verify the document and finally the document are submitted to the GSC Deputy Secretary General for review and approval.

If there is a remaining balance after the expenditures from the event, the money shall return to the Accounting Assistant who will prepare a receipt for the unspent amount. Then the money will be deposited in the Program bank account or kept in the petty cash fund, depending on the amount of money.

Dr	Bank Account (unspent moneys, if any)	xxx	
Dr	Expenditure	xxx	
Cr	Program Advances		xxx

If actual eligible expenses are in excess of the advanced amount, a Payment Voucher/Petty Cash Voucher should be prepared to reimburse the expenses upon receiving the approval from the Program management.

Dr	Expenditure	xxx	
Cr	Program Advances		xxx
Cr	Bank Account/Petty Cash Account		xxx

## 15. ASSETS MANAGEMENT

### 15.1 OVERVIEW

Fixed Assets are assets that are intended for use for longer term period in the operation of PFMRP. The RGC at present does not define what constitutes a fixed asset. Therefore, to determine a possible way for program implementation until a new modeling/policy is approved, any purchased with the value exceeding US\$ 500 or KHR 2,000,000 under “Goods Category” and has a useful life of more than twelve months are considered as Fixed Assets. For example, such items include vehicles, computer equipment, furniture, filing cabinets, cameras etc.

GSC shall ensure that all equipment purchased under the PFMRP must be used exclusively for the Program to achieve its goals and purpose. The equipment shall be maintained as the property of PFMRP under the custody of GSC, unless there is further arrangement. After the closure of the project, the fixed asset will be physically counted, verified and updated in the asset register. A formal hand-over letter of fixed assets should be arranged and the transfer the ownership of the fixed assets, which were purchased under PFMRP to the Ministry of Economy and Finance through the General Department of State Property and Non-Tax Revenue. A copy of the formal letter should be sent to the DPs for record, if it’s required.

### 15.2 KEY INTERNAL CONTROL

The levels of control should be adequate to ensure the physical existence and adequacy in the financial records. In line with internal control procedures, clear segregation between the requestor, purchaser, receiver and recorder of assets is in place. When the request for purchase of Goods is approved, the Procurement Officer will procure assets in accordance with procurement manual.

At the end of each quarter, Administrative Officer should submit the Fixed Asset Register after comparing the total amount of asset value to the Head of Amin and Finance for review, and then the register shall be forwarded to the GSC Secretary General for approval. Admin Section is also in charge with Fixed Asset Management including maintenance, physical verification and labeling in order to determine the actual existence and its condition.

GSC shall arrange inventory committee consisting of staff from Administration Section, Finance Section, General Department of State Property and Non-Tax Revenue of MEF, General Secretariat of MEF and others relevant agencies for the arrangement of fixed assets disposal.

Asset and Inventory Register (Form A18) must be maintained by PFMRP in order to establish level of control on the movement and disposal of assets. The register must be updated with all fixed assets additions and disposals.

Purchase of assets under PFMRP shall only be made when there is approved AWPB and procurement plan through the Procurement Procedure set out in Procurement Manual issued by the RGC in Sub-Decree No. 74 ANK.BK dated 22 May 2012.

## 15.3 PROCEDURES

### 15.3.1 Certification of Acceptance or Receiving Report

This is used to signify actual delivery of goods/actual receipt of assets ordered by the project to the suppliers.

The quantity, and condition of goods ordered are being checked to verify that they are in accordance with the specifications of the goods that were agreed upon, and that were stipulated in the contract or Purchase Order (where a purchase order system is in use). The committee who received the goods or items, after checking all the requirements and specifications indicated in the contract should affix his signature in the invoice as evidence of actual receipt.

The committee in charge of fixed assets handover will be led by the Deputy Secretary General who is responsible for administration and finance section, along with the participation from Head of Admin, Finance and M&E/Financial Controller, Representatives from General Department, Specialist, Administration Officer, and technical staff from GSC if any. After ensuring that the goods purchased follow the contract, the procurement staff will prepare the minute of handover and issue the certificate of acceptance.

### 15.3.2 Physical Verification of Assets

The Administrative Officer should submit detailed schedule to GSC Secretary General for physical count of all assets using the following procedures:

- GSC is independently responsible for regular physical checks of all non-expendable property and equipment. The GSC representatives and General Department/LMs (user of equipment) shall be present at the physical check process.
- Physical inspection shall be conducted at least once a year.
- The assigned officers who are in charge of the count will compare the equipment located in each office with the information in the Register. Any equipment which is identified as lost or damaged or transferred during the verification process will be reported.
- If any asset is transferred from one user or location to the other, the Equipment Transfer Form (Form C12) should be prepared and approved.
- Physical Inspection Report should be produced and then signed by the designated officer who performs the check. The report will be submitted to GSC Management for information and approval.
- The report together with the list of representatives who are involved in physical inspection process should be properly documented and retained at GSC/MEF.

### 15.3.3 Loss or Damage of Assets

When equipment is damaged or stolen, Implementing Agencies should report this immediately to the GSC. The custodian or user of the asset shall sign a report, as well the witnesses. It should be properly documented and retained at GSC. Report on Lost or Damage of Equipment (Form C13) should be produced including the following information:

- date and time when equipment was lost or damaged
- name of the General Department/LMs which has custody or control of the asset

- the location of the equipment
- the equipment shall be identified by detail labeling
- a brief description of loss or damage, including type of loss, i.e., fire, vandalism, theft, etc.
- a report from the police shall be obtained, when and where appropriate
- after investigation, in case the asset was stolen on the ground of negligence, the Department of line agency should refund with the same value of the asset purchased or replace it with similar asset

#### 15.3.4 Labeling of Fixed Assets

Fixed assets like computer, cabinets, tables, equipment and other tangible assets should be stamped and tagged with asset stickers indicating type of asset, name of direct users, location of the asset and asset number. The purpose of the tagging system is to establish identification of ownership, determination of location, for asset control and for proper identification of accountabilities.

#### 15.3.5 Disposal of Fixed Assets

All assets that have been acquired under PFMRP remains the property of the PFMRP under the custody of GSC/MEF. In accordance with established rules of the Government such assets are to be inventoried and handed over to the State Property Department within MEF after the end of project implementation.

Since PFMRP is a long-term program, the disposal of assets requires prior approval from the Chairman of PFMRSC. GSC should establish inventory committee consisting of staff from Administration Section, Finance Section, General Department of State Property and Non-Tax Revenue, General Secretariat of MEF and procedure for the arrangement of fixed assets disposal.

Office equipment such as desktop computers, laptop computers, printers and photocopies with the useful life of 5 years or more should be disposed or deleted from fix asset list of the project (handed over to General Departments that are using the equipment).

**Assets Hand-over after the project closing date:** After completion of the project, a proper closure procedure should be ensured to complete as part of the tasks. The project shall carry out the physical counts of fixed assets and update the fixed asset list before assets hand over to become the property of the Ministry/institution. To have proper closure of the project, the project shall follow the guideline of the Royal Government’s Standard Operating Procedures (SOP) of MEF (para. 155, page 41 of SOP). The project assets, which were procured under the grant, will be transferred “as the property” of the Ministry/Institution. GSC shall prepare official transfer letter of asset from the project to become the property of the Ministry/Institution, the letter should address to General Department of State Property and None Tax Revenue. A copy of the transfer letter together with the updated inventory list should be made available to the WB for record.

## 16. POLICY AND PROCEDURE FOR TRAINING AND WORKSHOP

### 16.1 SHORT TERM OVERSEAS TRAINING/WORKSHOPS/SEMINARS/CONFERENCES

This policy aims at providing general guidelines for short term overseas training activities under PFMRP. **Short-term courses are generally for less than three months.** The training course must support the objective of PFMRP. There must be budget availability in the approved Consolidated Annual Work Plan and Budget prior to implementation.

#### 16.1.1 Types of Short Term Overseas Training Courses/Workshops

There are two common types of short term overseas training or workshops including Standardize and Customized Courses/Workshops.

##### **Open Access to Standardized Training Courses/Workshops**

These are courses or workshops that are regularly or specifically prepared and managed by the institutions/universities. Participation fees, if eligible, schedules, contents and other necessary arrangements are standardized, and pre-defined by the providers and applied to all participants regardless of their origins. If it is required to have an agreement to confirm the attendance, it should be signed by GSC Management.

##### **Open Access to Customized Courses/Workshops**

Subject to cost of any specific activities, it is necessary to ensure economy, effectiveness and value for money spent for such training activities. As a general guide, there must be an approved budget, Terms of Reference or Request for Proposal and at least three proposals from accredited universities or institutions should be obtained for qualification and/or price comparison. In general, there is an agreement or contract for customized courses/workshops.

Under specific circumstances, a single source selection method can be used for selection of training providers if there is a solid justification and approval from Program Management.

#### 16.1.2 Selection Policy for Overseas Training Courses/Workshops

Selection of staff for overseas training/workshops must meet the following requirements:

##### **GENERAL**

- The selection process shall be transparent and open to all without regard to gender, disability and other factors unrelated to the need for training.
- The proposed trainees should be in positions and willing to transfer knowledge related to topics concerned to other colleagues upon return. They should meet the necessary prerequisite qualifications and experience to absorb the course.
- Trainees who have attended training courses with a similar content should not be nominated again for the course.
- If the required topics of training are considered technical and complicated and required the selection of specific training institutions or universities, selection of trainers should be taken into consideration during the preparation of the annual procurement plan and budget plan.

## **Program Implementing Agencies/Departments**

- Program implementing agencies/departments shall propose training course or workshop along with participant name and detailed budget to the GSC for review.
- Detailed budgets should be in accordance with the guidelines set out below.
- Topics for the proposed training courses/workshops shall be in line with agreed PFMRP's objectives, support skills development, be directly related to activities of PFMRP and be in response to an identified skill gap/training need.
- A justification of a selected topic and institution or university, if required by the GSC, shall be provided to support the proposal.
- As a general guide, the whole selection process for overseas training/seminars will take at least 15 working days. If it is required to pay for course fees before course commencement, the proposal should be submitted well in advance.

## **General Secretariat of PFMRSC (GSC)**

- If the Consolidated Annual Work Plan and Budget is approved together with a list of training/workshops, there is still requirement to send the detail proposal to the GSC for additional approval.
- GSC will review the training proposal to ensure it is in line with PFMRP Objective within five working days and then the proposal will be forwarded to GSC Secretary General for final approval.
- After the proposal is approved, GSC Finance will make payment for course fee; arrange cash advances for participants, as well other related arrangement.

## **Participants' Cancellation of their Attendance**

- The assigned participants shall immediately notify GSC in writing before incurring any costs if they are unable to attend the training/workshop.
- Apart from urgent or exceptional circumstances, the already assigned participants shall be liable for all costs incurred up to the date they notify the GSC in writing if they choose not to attend the training/workshop.

### **16.1.3 Defined Costs for Short Term Overseas Training Courses/Workshops**

The following costs are usually incurred for all kinds of overseas training/workshops. These costs will be paid by PFMRP.

#### **Training/Workshop Fee**

This is a fee for running course or workshop which is generally paid directly to service providers before the commencement of standardized course/workshop or in accordance with the agreement or contract for customized one.

#### **Oversea Mission Fees**

Referring to Article 11-13 of Sub-Decree No. 216 dated 22 July 2014, oversea mission fees are determined differently based on the following table and with regard to the position level or title held.



No.	Position	Mission Fees/Pax/Day or Night (in KHR)						
		Pocket Money	Per Diem (Meal)			Accommodation (Hotel)		
			Group 1	Group 2	Group 3	Group 1	Group 2	Group 3
1	Category A1	200,000	360,000	400,000	480,000	1,200,000	1,600,000	2,000,000
2	Category A2	200,000	360,000	400,000	480,000	1,200,000	1,400,000	1,600,000
3	Category B	160,000	320,000	360,000	400,000	1,000,000	1,200,000	1,400,000
4	Category C	120,000	280,000	320,000	360,000	800,000	1,000,000	1,200,000
5	Category D	100,000	240,000	280,000	320,000	680,000	880,000	1,080,000
6	Category E	80,000	240,000	280,000	320,000	600,000	800,000	1,000,000

★ **Position by Category**

Category A1: - Deputy Prime Minister

- Senior Minister, Minister of Ministry and Head of Agency or Entity, with rank and privilege equal to this position, who undertakes the mission as the Head of the Delegation.

Category A2: - Senior Minister, Minister of Ministry and Head of Agency or Entity who undertakes the mission as a Member of the Delegation.

- Members of the Royal Government and public servants with rank privilege equal to this position.

Category B: Under Secretary of State, Secretary General and Deputy Secretary General of the Royal Government, Director General, Delegate of the Royal Government, Governor of the Capital/Provincial Board of Governors, Members of the Capital/Provincial Council and Public Servants with rank and privilege equal to this position.

Category C: Deputy Secretary General, Deputy Director, General Director of Department, Deputy Capital/Provincial Governor, Governor of the Municipal/District/Khan Board of Governors, Members of Municipal/District/Khan Council and Public Servants with rank and privilege equal to this position.

Category D: Deputy Director of Department, Office Chief, Vice Office Chief, Deputy Municipal/ District/Khan Governor, Director for Administration at Capital, Provincial/ District/Khan levels, Member of Commune Council and Public Servants with rank and Privilege equal to this position.

Category E: Public servants and contacted staff at both national and sub-national administration levels.

★ **Group of Countries/Location**

Group 1: Countries in Southeast Asia (except Brunei and Singapore) and South Asia

Group 2: Countries in East Asia, Central Asia, West Asia, East Europe, South Europe, Central America and Caribbean, South America, Africa, Oceania as well as Brunei and Singapore

Group 3: Countries in West Europe, North Europe, North America and South Korea, Japan, Russia, Italy, Spain, Portugal, South Africa, Australia and New Zealand.

★ **Per-diems (Meal Allowance)**

- Per-diem is calculated by multiplying the total number of eligible travel days with a daily per-diem rate and no invoice or receipt is needed. However, the participant cannot claim full per diem, instead the participant shall claim “the actual” to be reduced where any meals are provided by the hotels or training venue as follows:

- Breakfast provided; reduce 20%
  - Lunch provided; reduce 30%
  - Dinner provided; reduce 30%
- For travel and return day, the Per-diem will be provided 50% of the rate regardless the time of travel.

Departure or return	1-day travel	2-days travel
Departure travel days (outward)	50% of per-diem rate	50% of per-diem rate
Return travel days (inward)	50% of per-diem rate	50% of per-diem rate

- For pocket money, full rate will be applied by multiplying the total number of eligible days including outward and return travel, but should not exceed 10 days.

★ **Accommodation**

- Accommodation is provided for staying in foreign country hosting training courses or workshops. The hotel room rate indicated in the table above is the maximum ceiling inclusive of any taxes.
- The hotel bill is based on the actual receipt/bill issued by the Hotel. The hotel rate payment is computed by multiplying the number of days (duration of stay).
- The accommodation days are a number of participating days plus one preparation day. The accommodation allowance for the returning trip is not provided, regardless of how long participants stay before the course commencement or after course completion. It is usually one day less than total eligible per diem days. The participant is allowed to arrive at the designation one day earlier before the event/course/workshop started.
- Staying with friends or relatives is not reimbursable. PFMRP will not provide an accommodation allowance to participants in cases the organizers have included the cost of accommodation in the course fee. In such cases the accommodation should be arranged and paid by organizer.

★ **Overseas Travel Insurance**

Standard travel insurance is reimbursed based on actual valid travel insurance bill up to a maximum of USD120 per trip. The training/workshop participants are responsible for purchasing appropriate travel insurance from registered insurance companies available in Cambodia. A valid and original receipt is required for reimbursement.

★ **Transportation and Others Costs**

- Transportation costs refer to all reasonable costs incurred related to traveling and transportation such as air ticket, airport tax, visa fee, local transportation from hotel to training venues or to field study sites and vice versa.
- Air tickets shall be provided based on the shortest available route and the arrangement can be referred to Article 14 of Sub-Decree 216. GSC procurement staff is responsible for flight arrangements in accordance with service and corporate agreement stated in section 11.2.4.
- All transportation costs are paid based on actual expenses subjected to valid and original expense documents.
- For Cambodian passport holder, the refund of airport tax with \$7 in the Phnom Penh International Airport should be returned to FM Unit or be settled with this trip advance.

★ **Ineligible Expenses**

- PFMRP will not provide any personal expenses such as accompanying spouse and children, telephone expenses, gifts for presenters, costs for transporting personal belongings to a home country and passport fees.
- Any expenses for incidental costs charged in addition to room rate costs during their stay in hotels such as drinks, refreshments, telephone calls, and other services are considered ineligible expenses.

★ **Summary Notes for Overseas Trips**

Expense category	Eligible expenses	Trips check and verification	SOE documentation
1. Air Tickets	Shortest available route	Ensure that the travel itinerary is correct and as agreed upon.	<ul style="list-style-type: none"> <li>• Tickets solely issued by travel agent via the most direct route.</li> <li>• Submit e-ticket receipts,</li> <li>• boarding passes</li> </ul>
2. Hotel/ Accommodation	Within the applicable ceiling rate	Reject additional expenses for personal claim	<ul style="list-style-type: none"> <li>• Original hotel receipts</li> <li>• Stay with relative/friend is not reimbursable</li> <li>• If the accommodation is included in tuition fee, there should be no additional charge</li> </ul>
3. Per Diem/Meal	Calculate to reduce the amount if breakfast, lunch and dinner provided for free.	Calculate to reduce the amount accordingly	Pay slip is not required
4. In/out and Within city transportation	<ul style="list-style-type: none"> <li>• The cost of taxi-cab fares for within city transportation;</li> <li>• airport taxi</li> </ul>	Based on actual receipt	Based on actual receipt
4. Visa	Based on actual receipt	Based on actual receipt	Based on actual receipt
5. Airport tax terminal charge	Based on actual receipt, the refund of airport terminal should be returned to the project	Based on actual receipt, the refund of airport terminal should be returned to the project	Airport tax refunded is subjected for deduction automatically
6. Other incidental cost will not be covered by the project			

**16.1.4 Reporting**

Upon returning, participants are required to:

- Provide a report of the training/workshop/seminar/conference/study tours to their own institution and copy to the GSC which should at least cover (i) key result / lesson learnt; and (ii) conclusion and recommendation.
- Conduct the peer learning by presenting the knowledge and experience gained to other relevant staff
- Apply lessons learnt in their field of expertise.

**16.2 STUDY TOUR**

In view of increasing demand for international study tours, it is important to have appropriate policies and procedures in place in order to be certain that outcomes of the study tours respond to the objectives of PFMRP. The study tour’s budget should be planned and approved in the Consolidated Annual Work Plan and Budget prior to implementation.

### **16.2.1 Selection Policy for Study Tour**

The policies for an international study tour are the same as policies of short-term overseas training/workshops, except the following:

- The Program implementing agencies should propose and consult with the host country that has appropriate experience and skills, for instance, the country having successful reform experience in pressing need of reform.
- General Departments/Agencies in cooperation with GSC have to coordinate with the host country on logistical arrangements and the study tour agenda.
- It is worth noting that not all study tour proposals will be approved as there might be situations where they are not as important as other activities, as well the budget constrain.

### **16.2.2 Defined Costs for Study Tour**

#### **Arrangement Fees**

Some host countries may charge arrangement fees and/or charge for their time spent on organizing and hosting study tours. If it is the case, there should be an agreement on fees and a contract shall be signed between the designated senior person of the host country and the GSC Management.

#### **Per-diems, Accommodation, Transportation, and Ineligible Expenses**

These points can be referred to Section 16.1.3 above.

### **16.2.3 Reporting**

See Section 16.1.4.

## **16.3 SHORT TERM LOCAL TRAINING COURSES**

This policy aims to provide general guidelines for local short-term training activities. The training courses/workshops must support the objectives of PFMRP. Implementing Agency should well plan the activities in their AWPB prior to implementation.

### **16.3.1 Selection Policies for Short Term Local Training Courses**

Selection policies for short-term local training courses are similar to those for short term overseas training courses and can be referred to Section 16.1.2.

### **16.3.2 Defined Costs for Local Training Courses**

#### **Local Training Fee**

This is the fee for running the training course which is generally paid to organizers before the commencement for standardized courses/workshops or in accordance with the agreement or contract for customized ones. Invoices and/or receipts are the source documents for payment process.

#### **Per-diems, Accommodation and Travel Allowances**

Per-diems, Accommodation and Travel Allowances are only provided if the training courses are conducted outside one's home town/ city/ province within Cambodia. However, for some training courses, refreshment can be included in the organizer's fee based on contract agreement even though the training courses are conducted inside one's home town/ city/ province within Cambodia.

The basis for computing per-diems, accommodation and travel allowances for local training courses are similar to those for overseas ones, except the daily rates that can be referred table in Section 16.5.5. The allowances, if applicable, shall be paid up to 100% of the total cost estimation through advance payment procedure as described in the Advance Section of this Manual.

## **16.4 Training and Workshops Conducted by General Departments/IAs**

The policy aims to provide general guidelines for organizing and conducting training/workshop activities of MEF's General Departments, Line Ministries (LMs), Institutions under PFMRP. The budget should be planned in advance and available in the approved Consolidated Annual Work Plan and Budget prior to implementation.

### **16.4.1 Policies for Training and Workshops**

- The Program Implementing Agencies/General Departments shall include training or workshop activities in their annual work plan. The proposed activities should be linked with GDAP and in line with PFMRP's objective.
- If the proposed activities are already approved in the AWPB, prior to the commencement of activities, Implementing Agencies/General Departments shall submit detail plan to GSC Secretary General for approval.
- In case the training/workshop proposals are not part of the approved AWPB or are not in compliance with the costing policy in this manual, it is required additional approval from GSC Secretary General.
- Once the proposal is completely approved, GSC will process advance payment based on the request from Implementing Agencies/General Departments.
- The organizer will then arrange for an invitation letters to be sent out to target participants. Invitation letters should state clearly purpose of the training/workshops, the expected qualifications and experience of participants.

### **16.4.2 Costs Associated with Training/Workshops**

Costs associated with training/workshop usually include venue, trainer fees, refreshments, participants' per-diems, accommodation costs, transportation costs, training materials such as note books, pen, pencils, marker, box file..., photocopies of hand-outs, interpreters, earphones, memory stick (for keeping training/workshop materials) and other related expenses.

#### **Per-diems, Accommodation and Travel Allowances**

Please refer table in Section 16.5.5.

#### **Trainers' and Resource Speakers' Fees**

Trainers and Resource Speakers are MEF's or LMs' officials and/or consultants. They should have high academic qualifications, experiences, specific skills and expertise in particular field related to the event. If trainers or speakers are consultants other than Government officials, Guidelines for the Selection and Employment of Consultants should be followed.

## Training/Workshop Venue

Costs of venue may include room rental, refreshment, lunch and other related costs like LCD, backdrop, earphone, booth, etc. The cost for room rental will not be provided if the training/workshop is to be conducted inside the Ministry/Institution.

**If lunch is arranged and included in the training package, a portion of DSA from the participant will not be deducted.**

A meeting package including all or some of services such as meeting room, refreshments, lunch, dinner, accommodation and other related operating costs, can be used only for management retreat or review workshop for the whole Program when considered necessary. The detailed proposal must be reviewed and approved by the GSC Secretary General.

Training/workshop venue selection will follow the service and corporate agreement stated in section 11.2.4 from available hotels as stated in selection criteria below with assistance of the organizer or otherwise it should be approved by MEF management as exceptional case. After the selection of training/workshop venue, GSC will issue Purchase Order to selected hotel on behalf of organizer.

It is encouraged to hold all training courses/workshops, especially those organized by EFI that are usually long-term ones, inside the Ministry/institution. Under specific circumstances such as meeting room unavailability or where existing meeting rooms are not-fully equipped or have limited facilities; short-term workshops can be held outside the Ministry/Institutions.

If the training/workshop is held at a hotel, the level of hotel selection is dependent on the nature of workshop and participation of senior management of the Ministry/Institution either in Phnom Penh or provinces.

Criteria	Five Star Hotel	Four Star Hotel or Lower	Inside Ministry/Institution
Management participation	Prime Minister, Deputy Prime Minister or Senior Minister	Below senior minister's level	If available

## Refreshments and Lunch

Refreshments and lunch are normally included in the venue rental if the training/workshops are hosted in hotels. However, if the training/workshops are held in the Ministry/Institution, the expenses for refreshments and lunch are paid based on actual receipts but not exceeding KHR 10,000/US\$ 2.5 and KHR 30,000/US\$ 7.5 per person per time for refreshments and lunch, respectively.

## Other Related Costs

GSC has contracted various suppliers annually through service and corporate agreements for the supply of stationary/training materials (note book, pen, pencil, marker, box file, memory stick etc.), interpreter/translator, and photocopy service. GSC will issue Purchase Order to them based on request of the organizer.

In case photocopy service provider and training material supplier are not in the list of corporate agreement, for example training/workshop conduct at the province, the payment will be paid based on actual receipts. In addition, Implementing Department can request the fees for translating technical document (in case the document has not yet been translated) for its own staff within the applicable rate below.

Description	Price
Black and white photocopy	
One-side photocopy	70-90 Riel
Two-side photocopy	100-120 Riel
Color photocopy	
One-side photocopy	1,500-2000 Riel
Two-side photocopy	3,000-4000 Riel
Document binding, if any	
50 pages-100 pages	2,000-3,000 Riel
100 pages-250 pages	3,000-4,000 Riel
Document Translation	
Text: Khmer-English and vice versa	32,000 Riel/page (at least 300 word/page)
Slide: Khmer-English and vice versa	16,000 Riel/page (2 slides/page)
Training Material Package	10,000-20,000 Riel

Should there be any changes in the rates, GSC will notify the implementing agencies in writing. If necessary, for example dissemination workshop and training, which many training materials are needed for distributing to participants, memory stick may be provided to participants for keeping those materials. The request of contain of memory stick should be fit with size of documents and reasonable budget.

### 16.4.3 Payment Method

- Accommodation, per-diems and actual transportation costs shall be reimbursed to participants on the last day of the training/workshop. Payments can be made directly by GSC or in form of advance payment to the organizer, who will then pay to participants and subsequently liquidate the advance by submitting all necessary supporting documents such as attendant list and acknowledgement of money received with signatures of participants.
- Payments for lecture fees can be made directly to consultants or contracted universities/institutions by GSC.
- The cost of venue is paid directly by GSC upon receiving valid invoices certified by the organizer after the completion of the training/workshop.

### 16.4.4 Reporting

Upon completion of the activity, the organizer will report on the results of the training to their agency with a copy to GSC for reference and record.

### 16.4.5 Coordination for Training/Workshop Arrangement

Tasks	Responsibility	
	GSC	IAs
1. Workshop/training proposal preparation		Yes
2. Review proposal and obtain an approval	Yes	
3. Coordinate quotations for venue, if applicable	Yes	(support)
4. Prepare and send invitation letters to participants		Yes
5. Rent earphones, headphones and engage an interpreter	Yes	
6. Resource speaker/trainers engagement	(support)	Yes
7. Preparation and photocopy of materials		Yes
8. Payment for course fee, if applicable	Yes	
9. Payment for accommodation, per-diems and transportation	Yes	(advance request)

Tasks	Responsibility	
	GSC	IAs
10. Payment of fees for resource speakers or trainers	Yes	(make a request)
11. Payment of cost of training/workshop venue	Yes	(certify invoice)
12. Workshop/training supplies (upon request by organizer)	Yes	
13. Refreshment arrangement		Yes

## 16.5 LOCAL MISSION ACTIVITY

The policy aims at providing general guidelines for travel mission activities in the country under PFMRP. This policy will focus on costs and payment methods. The mission activities shall support the objectives of PFMRP. The budget for missions should be included in the approved AWPB prior to implementation.

### 16.5.1 General Policy

The Program Implementing Agencies shall propose travel mission activity with supporting document such as mission order and cost estimation. The proposal should be submitted to GSC at least two weeks before the activity date in order to facilitate approval process, advance process and logistic arrangements.

### 16.5.2 Defined Cost for Local Mission

- Costs associated with local mission include per-diem, accommodation and transportation.
- Per-diem (Meal and Pocket Money) and Accommodation rates under PFMRP are determined at KHR 56,000 and KHR 80,000 respectively regardless of position or title held. The rate is applicable for duty travel outside of one's home town/ city/ province within Cambodia. PFMRP will notify project Implementing Agencies, if there is any change.
- The Program vehicles can be used for missions to provinces with the maximum degree of efficiency. When the Program's vehicles are used, no transportation cost will be paid. If participant chooses their own transportation, travel costs are paid or reimbursed by the amount provided in table in Section 16.5.5. There is no requirement to submit the actual receipts.

### 16.5.3 Payment Method

Accommodation, per-diems and estimated transportation costs are paid up to 100% of the total expected cost to participants as an advance payment. The balance will be paid upon submission of all required documents such as Mission Order, Visa, Acknowledgement of Money Received, report, etc. Procedures for advance clearance are described in the Advance Section of this Manual.

### 16.5.4 Reporting

Upon completion of the activity, the applicant should report results found during the mission and copy to GSC for record.

### 16.5.5 Domestic Travel, DSA and Accommodation Rate

This will be applied for on duty travel missions such as project monitoring activities, attending training workshop/ conference, seminar, meeting, and field visit. The



number of days of DSA and accommodation entitlement for Trainings and Workshops are as follows:

- (a) For participants from outside home province, accommodation is paid for the number of days of training plus one additional night because they came earlier one day before the event.
- (b) Trainers/ facilitators or logistic organizer will be paid one additional DSA rate, if it's required for arrangement.
- (c) No deduction of any portion of DSA from the participants in case meals are provided by the organizer and/or included in participant accommodation.
- (d) Local Transportation could be referred to Appendix D of this manual.
- (e) The table below summarized the Local DSA Rate.

Description	Time at the destination		Remarks
	Morning	Afternoon	
Departure (outward)	KHR 136,000/day or \$34/day (AMP)	Riel 136,000/day or \$34/day (AMP)	Either traveler <b><u>arrives the destination in the morning/ afternoon</u></b> , he/she will receive a full day rate of DSA.
Return (inward)	Riel 56,000/day or \$14/day (MP)	Riel 56,000/day or \$14/day (MP)	Either traveler <b><u>returns in the morning/ afternoon;</u></b> he/she will receive only meal + pocket money.
<b>Note:</b> A Single DSA rate is comprised of KHR 80,000 for accommodation (A), KHR 40,000 for meals (M) and KHR 16,000 for pocket expenses (P).			

## 17. GRANT WITHDRAWALS

### 17.1 Overview

Loan/Credit/Grant Withdrawal (Disbursement) refers to the withdrawal of funds to meet project expenditure. Disbursement of the Loan/Credit/Grant Funds may be by:

- ◆ Reimbursement
- ◆ Advance to Designated Account
- ◆ Direct Payment
- ◆ Special Commitment
- ◆ FACE Form (for UNICEF Financial Support)

The guideline describes the above disbursement methods presents separately in Grant Agreement which may be revised from time to time based on mutual agreement between the RGC and the DPs. At the early commencement of each project under the PFMRP, respective DP may provide training to the project staff and the staff of the FM unit on the policies and procedures on disbursement and financial management.

Since so far there is no harmonized approach for Loan/Credit/Grant Withdrawal, GSC is responsible for preparing and submitting withdrawal applications or other form of grant withdrawal to DPs based on the required format and procedures.

### 17.2 Key Internal Controls

GSC is responsible for ensuring that authorized signatories for the process of fund withdrawal submitted to the DPs well in advance before filing the record of the withdrawal application. Subsequently GSC should ensure these authorized signatures are maintained and up-to-dated as required.

Fund may only be withdrawn from the grant for eligible expenditures within specified limit and timeframe of the project. The withdrawal policies and procedures are generally specified in the loan/credit/grant agreements.

GSC should reconcile disbursement amounts on the statement of loan/credit/grant disbursements for the project account. When an application for withdrawals is used as a method for grant withdrawal, such withdrawal shall be stamped with “received or paid” and the said withdrawal applications shall be updated in the Withdrawal Application Register for monitoring purposes.

### 17.3 Procedures of Fund Withdrawal

#### 17.3.1 Designated Account Initial Advance

To get advance to the designated account, withdrawal application should be prepared in accordance with the following instruction:

- Designated Account for the project must be opened in the NBC or other acceptable financial institutions prior to the request for initial advance.
- The authorized allocation for the advance to the designated account is within the limited specified in disbursement letter. This Advance ceiling can be revised from time to time based on full operational of the project activities that required cash flow need.

- Submit the authorized signatories represented the recipient to sign application for withdrawal and application for special commitment to DPs.
- The maximum amount of the advance (authorized allocation) is specified in the grant agreements. The maximum amount will be used as a basis for subsequent replenishment request to the designated account.
- The Withdrawal Application Form specified in the grant agreements must be prepared by the GSC Finance Controller or Accountant and signed by the authorized signatory.
- DPs would then review the completed forms and process disbursement of the advance to the designated account. When the process is completed and the written advice is received, the funds should be recorded as the following:

Dr.	Designated Account	xxx	
Cr.	Loan/Credit/Grant Account		xxx

### 17.3.2 Designated Account Replenishment

- Frequency of replenishment withdrawal applications should be made on monthly basis or bi-monthly. When the balance of the Designated Account reaches its minimum level or is down to 20% of the advance. The minimum amount for replenishment is at least 20% of the amount advanced.
- Replenishments may be made using full documentation of expenses incurred or the Statement of Expenditure (SOE) method. The grant agreements indicate the types of expenditure for which SOEs may be used and where appropriate, the contract value below which SOEs are to be used for selected activities. Under SOEs method, GSC retains all supporting documents including contracts and procurement documentation, and evidence of payment in GSC Office for examination by independent auditors and DPs if it's required.
- The GSC Finance Controller or Accountant completes a Designated Account Withdrawal Application attached with the following documents to be approved by GSC Secretary General:
  - Summary Sheets and or SOEs
  - Bank Statements
  - Designated Account Reconciliation Statement
  - Withdrawal Application Tracking Form
  - Other supporting documents
- DPs would then review withdrawal application and adequate supporting documents and release the fund to the Project's Designated Account. When the process is completed and the credit advice is received, the funds should be recorded as the following:

Dr.	Designated Account	xxx	
Cr.	Loan/Credit/Grant Account		xxx

### 17.3.3 Reimbursement of Expenses Incurred

- Reimbursement is to claim for eligible expenditures pre-financed by the Government or other sources of fund.
- Reimbursement claimed under SOEs is for payments against contracts for the supply of goods and services that are subjected to post review by the DPs.
- Reimbursement claimed under SS is for payments against contracts for the supply of goods and services that are subjected to prior review by the DPs.
- The below documents should be prepared by the Finance Controller or Accountant and approved by GSC Secretary General:

- Withdrawal application form
- Summary Sheets and or SOEs
- Attached to the above form with supporting documents such as Contract Agreement, Invoices/Receipt or Payment, Physical Progress Reports, etc.
- DPs will review for sufficient and adequate supporting documents, and once the application have been released, the funds will be credited into the project bank account opened at the National Bank of Cambodia. When the credit advice is received, the receipt of the funds should be recorded in the General Ledger and the WA Register should be updated.

Dr.	Expenditure Account	xxx	
Cr.	Loan/Credit/Grant Account		xxx

#### 17.3.4 Direct Payment to Supplier and Contractor

- GSC will request direct payment to supplier/consultant/contractor directly from Loan/Credit/Grant funds when the request for payment exceeds 20% over the outstanding balance of the designated account of the project. This outstanding DA balance can be determined at the time of claim. If the DA balance is insufficient it would be wise for such payment be made by direct payment.
- The following documents should be prepared by the Finance Controller or Accountant and approved by GSC Secretary General:
  - Withdrawal application form
  - Summary Sheets and or SOEs
  - Attached to the above form with supporting documents such as Contract Agreement, Invoices, Progress Reports, Evidence of Shipment, delivery note, certificate of acceptance, etc.
  - Performance such as bank guarantee in the case of advance payments if required under the terms of the contract
- When the payment is completed by the DPs and directly made to the Supplier/ Contractor's bank account, the release of the funds should be recorded in the General Ledger and the WA Register should be updated.

Dr.	Expenditure Account	xxx	
Cr.	Loan/Credit/Grant Account		xxx

#### 17.3.5 Recovery of Designated Account Advance

The treatment of recovery of designated account advance may differ between DPs and is usually provided more detail in disbursement handbook.

As per World Bank Disbursement guideline, it will apply recovery designated Account and it is usually:

- when the undisbursed balance of the Grant is equal to twice the amount of the designated account advance; and/or
- when the project is still six months away to the closing date

For ADB projects, advances are gradually reduced and it is usually:

- within 1 years before Loan/Grant closing date; and/or
- when the undisbursed balance, excluding outstanding commitments, is equal to twice the amount of advance whichever comes first.

DPs deducts the amount of expenditures incurred from the outstanding balance of advances until the Designated Account reaches zero balance.

## 17.4 PROCEDURES OF FUND WITHDRAWAL UNDER EU BUDGET SUPPORT

### 17.4.1 What is Budget Support?

Budget support is an aid modality, financing a development plan through a transfer of resources to the partner government national treasuries. The fund transfers are managed by the recipients following budgetary procedures.

Under the Financing Agreement between the European Union and the Kingdom of Cambodia dated 20 June 2016, PFMRP would receive budget support in the amount of EUR 21 Million for the on-going implementation of PFMRP-Stage 3 (2017-2020) with the following objective.

- The **overall objective** of the EU support to PFMRP is to enhance domestic revenue mobilization as well as the effective use of resources and alignment of expenditure with national priorities to improve Government's service delivery and spur economic growth.
- The **specific objective** of this Sector Reform Contract (SRC) are to support the implementation of PFMRP Stage 3 and its enabling environment, through improvement of (i) institutional capacity to implement reform, (ii) national statistics, (iii) budget comprehensiveness and transparency, (iv) policy-based budgeting, (v) predictability and control in budget execution, (vi) accounting, recording and reporting, (vii) external scrutiny and audit of the budget, and (viii) public accountability.

### 17.4.2 Disbursement Condition of EU Budget Support

Though the management of EU Budget Support is the ownership of RGC, the fund is only released when agreed conditions are met. The chosen performance targets and indicators to be used for disbursements will apply for the duration of the program. However, in duly justified circumstances, MEF may submit a request to the EU for the targets and indicators to be changed. The changes agreed to the targets and indicators may be authorized by exchange of letters between the two parties.

In case of a significant deterioration of fundamental values, budget support disbursements maybe formally suspended, temporarily suspended, reduced or cancelled, in accordance with the relevant provisions of the financing agreement.

- (a) The general conditions for disbursement of all tranches (eligibility criteria) are:**
- Satisfactory progress in the implementation of the PFMRP (CAP3) and continued credibility and relevance of that or any successor strategy
  - Implementation of a credible stability-oriented macroeconomic policy
  - Satisfactory progress with regard to the public availability of timely, comprehensive and sound budgetary information
- (b) The specific conditions for disbursement that may be used for variable tranches are:**
- Improved quality of national statistics
  - Improved financial management information systems
  - Enhanced adequacy and transparency of fiscal transfers to sub-national administrations
  - Enhancement of budget transparency
  - Increased result orientation in the budget
  - Strengthened effectiveness of internal audit
  - Strengthened mobilization of domestic revenue
  - Increased transparency of public procurement

### 17.4.3 The Release of EU Budget Support

- On the basis of disbursement condition stipulated in the Financing Agreement, the Ministry of Economy and Finance, with the support from GSC, will send a formal request to European Commission for the disbursement of each tranche specified in the Financing Agreement which is split into fixed and variable tranches.

#### (a) Fixed Tranches

- ⇒ No indicators of performance. Fixed Tranche is disbursed if eligibility criteria are met
- ⇒ Disbursements amount are agreed during formulation of budget support
- ⇒ Fixed Tranche usually amounts up to 50%

#### (b) Variable Tranches

- ⇒ Eligibility criteria still apply to Variable Tranche
- ⇒ Variable tranche is assessed and disbursed according to Sector Reform performance
- ⇒ Indicators of performance are agreed and incorporated in the Performance Assessment Framework (PAF)
- ⇒ Variable Tranche disbursement involves attributing a score for each selected indicator, and then aggregating these scores in some manner to determine the variable tranche disbursement
- ⇒ Clearly define appropriate timeliness for reporting and disbursement of variable tranches. Disbursement will take 2-3 months to be processed.
- ⇒ Paramount to identify Sources of verification and align it to national reporting.

- The request must include: (i) a full analysis and justification for payment of the funds, with the required supporting documents attached; (ii) a financial information form, duly signed, to facilitate the corresponding payment.
- The budgetary support will be disbursed based on annual tranches. The budget support will be untargeted. The crediting of euro transfers disbursed into riel in the national treasury account, followed a notification of Bank Information for transfer by the PFMRP, will be undertaken at the appropriate exchange rates.
- Upon the receipt of each tranche, PFMRP will issue a letter to confirm the funds with a copy of credit advice slip and an official exchange rate for EU record.
- Based on estimated budget in AWPB, GSC will process for the release of fund from GDNT through GDICDM who will review the six-month budget as a basis for providing initial advance to the PFMRP Project Bank Account.
- GSC is then required to submit liquidation of all expenses incurred through the replenishment request to GDICDM, similar to the WB/ADB procedure for the Designated Account Replenishment.
- All expenditures are subjected to annual audit by Independent Audit Firm recruited by GDICDM for all external assisted projected.

## 18. FINANCIAL MANAGEMENT REPORTS

### 18.1 OVERVIEW

Financial management reports provide important information to the Program Management and the DPs on the progress of the Program implementation and the financial position of the Program. The GSC is responsible for consolidating all Program's financial transactions and other financial information from other General Departments and LMs in order to produce financial reports for the whole Program. The Program's financial reports shall be prepared monthly, quarterly and annually.

All stakeholders use the financial management reports and annual financial statements to monitor the financial performance of the program and to identify issues which require attention and management action. The annual audited financial statements also provide assurance that the financial resources of the project are being properly used for the intended project purposes and are being properly managed in compliance with project's agreements.

### 18.2 FINANCIAL MANAGEMENT REPORTS

#### 18.2.1 Monthly Financial Management Reports

At the end of each month, Accounting Assistant/Accountant can extract financial information from the computerized accounting system and subsidiary ledgers/records to produce the financial reports for GSC Management as the following.

- Designated account reconciliation
- Balance Sheet
- Statement of Sources and Uses of Fund by Disbursement Category
- Statement of Sources and Uses of Fund by Project Component

Monthly financial reports (Monthly Management Account) should be prepared and completed no later than 15 days after the end of each month. Financial reports classified using expenditure by categories, by components and by line departments under the grant agreements under development partner should be submitted to the GSC Secretary General for approval and advice.

Other reports may also be required to monitor compliance with the financial policies and procedures of the project. As an example, these may include Advance Control Book, Payment Register and Withdrawal Register.

#### 18.2.2 Quarterly Financial Management Reports

Quarterly Financial Report should provide useful information to the grant recipient and can be also available for DPs. It usually shows narrative and financial information to establish whether:

- Funds disbursed to projects are being used for the purposes intended;
- Project implementation is on track; and
- Budgeted costs will not be exceeded. If there is over/ under spent by 10%, variances explanation will be required.
- Quarterly Financial Report will be presented at management meeting and sharing to all pertinent General Departments/ Units on regular basis

- The report will be disclosed in the project website since it is not a confidential document

Quarterly Financial Report (Form B1-B5) is a quarterly Financial Management Report to be submitted each quarter to the Chairman of the Reform Steering Committee and to the DPs if it's required. The IFRs include:

- Executive Summary of the Program Progress
- Project Balance Sheet
  - Statement of Sources and Uses of Funds by Disbursement Category
  - Use of Fund by Project Component
- Procurement Monitoring Report
  - Procurement Monitoring Report – Goods
  - Procurement Monitoring Report – Consultant Services
  - Procurement Monitoring Report – Training and Workshops
  - Procurement Tracking Form for Goods and Consultant Services

GSC is required to submit Quarterly Financial Report each quarter of the financial year within 45 days after the end of the quarter. Samples of all the above reports are shown in Annex B of the manual.

### **18.3 ANNUAL FINANCIAL STATEMENTS**

The Program Management with the support from Head of Admin, Finance and M&E, the Finance Controller and Accountant are responsible for preparing Program Annual Financial Statement. The content and format is as the same as Quarterly Financial Report, except that the annual financial statements are cover for the whole financial year. This report is usually prepared once a year as required by the external auditor.



## 19. AUDIT

The project implementation, financial accounts and statements are subject to review and evaluate internally by GSC and MEF Management, the internal auditors of MEF, Development Partners, and external auditors.

### 19.1 INTERNAL AUDIT

As part of the financial arrangement and internal control system, the MEF General Department of Internal Audit is tasked to periodically audit the implementation and compliance with financial and operational policies and system of all General Departments and offices involved in the project implementation. This will include checks of internal controls and verifying a sample of key expenditures. Internal audits are expected to be conducted one time per year. The finance unit of GSC will be responsible to:

- Provide full co-operation to the internal auditors, including providing any documents or information requested
- Discuss any issues and findings with the internal auditors
- Implement any agreed recommendations as a matter of priority

Internal audit is a key element of the organizational internal control system, which is independent, objective assurance and consulting activity designed to add value and improve an organization's operations. It also helps Program's management with an assurance as to whether internal controls are in place and are working as intended.

As part of the financial arrangement, GSC management should ensure that the program is internally audited on a regular basis by engaging General Department of Internal Audit (GDIA) of MEF to review the Program's operations at least one time per year.

After the review, the GDIA will provide findings/recommendations to improve internal control effectiveness and the use of project assets. The internal audit findings/recommendation and reports will be submitted to the Chairman of PFMRSC and will be made available to DPs if it's required annually after completion of the audit.

The internal audit report can be shared with the National Audit Authority (NAA) and external auditors of the project as part of the Government procedures.

The internal auditors should work closely with the project management team to support and ensure that project's operations are carried out in accordance with the relevant agreements, transparent, fair, cost efficient and effective. The internal auditor should report to the head of the PFMRP and GSC Management.

### 19.2 EXTERNAL AUDIT

#### Introduction

An annual audit of the program will be conducted by an independent auditor selected by MEF through General Department of International Cooperation and Debt Management. The audit will be performed in accordance with international standards on auditing and based on the terms of reference outlined in contract agreement.

## **Audit contract**

The MEF will arrange a central “bundled” audit contract, with an audit firm to audit external assisted projects. The cost of the audit for the PFMRP project will be separately identified in the audit contract. The auditor will prepare individual invoices for the PFMRP audit; these will be paid from the project funds.

## **Preparation**

The finance unit should prepare well for the audit, including these steps:

- Liaise with the auditor to arrange for a schedule to conduct the audit, so that the audit report can be completed by the deadline
- Prepare draft annual financial statements before the audit starts
- Obtain the list of information required by the auditor (sometimes called the “clients assistance schedule”) and prepare all the information before the audit starts
- Ensure that all finance staff are aware of the audit and will be available during the audit
- Inform other project staff about the dates of the audit
- Prepare a room for the audit team to conduct their work

## **During the audit**

The finance unit will then support the audit to be performed efficiently including these steps:

- Hold an entrance meeting with the audit team. From PFMRP, GSC Secretary General or his Deputy Secretary General, Head of Admin, Finance and M&E, Finance Controller and Finance team should be invited to attend.
- The finance unit will support the audit by providing any information requested, responding to any queries, and explaining processes to the external audit team.
- Any files and documents given to the auditors must be recorded in the document log book and checked back in when returned.
- Eligible expenditures shall be reviewed by auditor and discuss with the project in case there is ineligible expenditure uncovered by the auditor.
- After conducting the audit field work, the auditor will be invited to present and discuss any preliminary findings with the Head of Admin, Finance and M&E and Finance Controller
- After preparing the draft audit report, an exit meeting will be held between the auditor and the PFMRP team (including GSC Secretary General or Deputy Secretary General, and finance team) to review and discuss the audit findings
- The PFMRP team will write a management response to the audit findings and recommendations; these will be included in the final audit report.

## **Audit report**

The auditor will issue the final audit report, with:

- an opinion covering the audited annual financial statements, statements of expenditure (SOEs), management of designated (bank) account
- a management letter with audit findings, recommendations and management responses

## **Post-audit**

After the audit has been completed, the following steps will take place:

- Any recommendations or follow-up actions should be implemented as a matter of priority.
- The status of the audit recommendations shall be included in the quarterly report.

## 20. ADMINISTRATION SECTION

### 20.1 REPAIRS AND MAINTENANCE

- Most of non-expendable equipment such as computer equipment procured under PFMRP has a 1-year warranty and maintenance service contract for parts and services from suppliers. However, when the warranty and maintenance service contract expires, the Program will continue to such extend maintenance service contract through a competitive bidding process from interested bidders.
- The cost of the maintenance service contract shall be charged from the “Incremental Operating Costs” category.
- If some parts required for the repairs/maintenance are not covered in the maintenance service contract, suppliers should submit quotation to GSC/MEF. GSC/MEF will review quotation, and approve if the cost is considered reasonable in line with market prices.
- Some non-expendable equipment is procured through competitive bidding process, and the successful supplier is the only dealer in Cambodia who imports the particular products. Spare parts and maintenance services cannot be obtained from other suppliers. In these cases, the supplier will be invited automatically GSC/MEF to make sure the Program obtains a reasonable market price from that supplier.
- Where non-expendable equipment is not covered by maintenance service contract, the cost of repairs should be considered based on at least three quotations comparison for spare part replacement. However, unavoidable costs such as the service for review and repair shall be paid to supplier upon agreement by the Program (for example before the supplier can report on the recommended spare part replacement, there is the service for review/check). The service cost shall be reasonable and to be paid to supplier even if the Program does not agree with quotation on recommended spare part replacement.

### 20.2 OPERATION OF VEHICLES

There are a number of vehicles for PFMRP to facilitate staff traveling to provinces and for office use. It is the responsibility GSC Administration Unit to ensure that they are being used properly and are well maintained. The following needs to be considered when using vehicles.

- It must be used for official PFMRP purposes. It is used for office administrative, missions to provinces of General Department, and other authorized activities. Vehicles should be maintained in good working condition to ensure the maximum degree of efficiency and safety.  
Vehicles shall be driven by authorized person(s) holding a valid driving license. It is recommended that driver and passengers wear seats belts. Drivers must not consume alcoholic beverages or other intoxicants before operating a vehicle. They should not drive if they are taking any medication that may impair their ability to drive. In summary, they must comply with the Law on Traffic of Cambodia.
- Vehicles (purchased under the PFMMMP) assigned to General Departments for the implementation of reform will be under their management responsibility. Maintenance, driver, gasoline and insurance will be borne by respective GDs. The IT Department will receive incremental operating cost for the operation and management of vehicles. Maintenance, driver, gasoline and insurance expenses are paid by GSC.
- To use of the vehicle, users in the implementing departments or general departments can submit a request to GSC. Request can be made in the form of a letter, an e-mail, or phone call to GSC a minimum of three days prior to mission. Users are encouraged to plan their travel as early as possible so that appropriate arrangement for vehicles can be made; however, it is understood that there may be urgent matter and users may require immediate access to vehicles and thus up to 4 vehicles are always ready on standby.”

Since GSC's vehicles are used for daily operation to support 12 GDs of MEF and 40 Line Ministries, hence for the General Departments with the assigned vehicle(s) from PFMRP are encouraged to optimal use the vehicle for the purpose of reform activities including monitoring work and traveling mission to the provinces.

- The request from those General Departments to use GSC's vehicle is strictly review and approval is granted on exceptional case as long as there is a clear justification on the assigned vehicles cannot be used, for example under repair and maintenance.

### 20.2.1 Vehicle Log Book and Vehicle Fuel

- A Vehicle Log Book (Form C1) must be kept with the vehicle at all times. It is the responsibility of the person authorized to drive the vehicle to record the daily use. The Vehicle Log Book is reviewed by Administrative Officer and approved by an Authorized Officer on monthly basis.
- A vehicle log book shall be maintained in each project's vehicle and the driver should maintain by recording the kilometers of travel every day, names of passenger and destination. This will be applied consistency to all vehicles regardless of position/title of the user.
- The personal use of the vehicle will be reimbursed to the PFMRP project based on the distance of the kilometers used multiplied by \$0.2 (for example, a traveler travelled with a range of total 20km has to reimburse the project 20 km x \$0.2/km).
- The Administrative Officer shall keep the coupons and will supply them to the drivers when requested. The officer in charge will record the coupons as part of monitoring purpose so that she/he can later verify the suppliers' invoice. However, where a coupon is not available for use in the provinces, the reimbursement of fuel costs can be made to those who travel to the provinces upon submitting the request for approval from Program Management.
- A sample of vehicle coupon can be found in Form C2.

### 20.2.2 Vehicle History Record

Information on average fuel consumption and costs of repairs, maintenance and service of all vehicles shall be recorded. A Vehicle History Record (Form C3) should be prepared and maintained for each vehicle.

### 20.2.3 Vehicle Maintenance

Vehicles shall be fully maintained and serviced (**Please note that 03 quotations are exempted, if the vehicle maintenance at the manufacture garage**). The suppliers should be selected to provide service repairs and maintenance for vehicles, when necessary. However, the reimbursement of repair costs can be made to those who travel to provinces when repairs and maintenance need to be conducted during the travel with prior notification to Program Management.

When such vehicle will need to be repaired (maintenance works) outside of Phnom Penh for a mission and was not able to bring to the garage in Phnom Penh, the evidence/ a photo taken can be used as an evidence to claim for reimbursement.

## 20.2.4 Accident Reports

An accident report with a photograph should be produced when there is an accident while traveling. A Vehicle Accident Sheet should be completed and given to the Administration Officer of GSC. GSC should report the accident to the Chairman of Reform Steering Committee, if considered necessary. Drivers should be aware of the procedures to be followed and to obtain information for reporting as stated in the report. The Accident Report form can be found in Form C4.

## 20.2.5 Vehicle Insurance

All vehicles purchased should be insured. The insurance should cover passenger accident, third party damage, and liability damage and liability loss. In this regards, GSC should arrange for vehicle insurance service provider through bidding process, using national shopping without advertise if the cost estimation is below \$25,000. Vehicle insurance will be charged from Incremental Operating Cost Category.

## 20.3 PERSONNEL MANAGEMENT

### 20.3.1 Program Staff

#### **Types of Staff**

The Project's staff members will be composed of both Government civil servant and consulting staff (contracted personnel). GSC contracting staff is treated as consultants with the clear duration of assignment; hence the selection procedures set out in the Procurement Manual should be followed. The Terms of Reference or Job Description shall be attached with the contract which stipulates the provisions of service. Other terms and conditions for GSC contracting staff are stated in the Administration section of the Manual.

#### **Probation Period**

All new contracting staff has a 3-month probation period. Contracting staff performance will be reviewed after the probation period ends. Their performance will be evaluated by their supervisor/manager and a decision will be made whether to continue or terminate the service. A report will be produced and sent to the GSC Manager for approval if the contractor's service performance is satisfactory. Where the contractor's service performance is unsatisfactory, a report should be submitted to the Chairman of Reform Steering Committee for contract termination.

#### **Hours of Work**

Staff members working for the Program are expected to work eight hours per day, Monday through Friday. Office hours are generally from 07:30 am to 12:00 pm in the morning and from 02:00 pm to 05:30 pm in the afternoon. In case, staff needs to work in addition to these hours they are not entitled to receive over-time pay.

#### **Leave and Holiday**

Contracting staff shall have the leave and holiday entitlements of the Government, in accordance with the labor law.

#### **Termination of Contract**

Contract termination procedures are set out in the service contract. In case of dismissal for improper performance, the contract may be terminated upon written notice. Upon termination of contract; there are no additional payment entitlements. Prior to departure, staff should return all GSC equipment and property to GSC.

The termination of the contract for consultant (both national and international) should be consulted with the World Bank prior to release the person based on the ground of dismissal.

### 20.3.2 Performance Reviews

- The purpose of the performance reviews for contracting staff is to review and evaluate their performance against their job descriptions or Terms of Reference during the period. The performance evaluation are for:
  - assessing the staff's performance during the review period;
  - ensuring that each of the contracting staff are fully qualified to fulfill his or her duties during the Program implementation;
  - identifying the needs for further training, if necessary;
  - encouraging any staff who are outstanding or taking appropriate corrective actions, to suspend or dismiss any contracting staff who are performing poorly;
  - review the financial package, if necessary.
- Performance review will be made when every output is delivered and an invoice submitted for all consultancy services. A final performance review at the final stage of contract completion will also be completed. The evaluation forms can be found in Form C5. The review shall be certified by Department/LMs which is the focal point and responsible for services provided by consultant. The report should be forwarded to GSC/MEF for final approval and for payment.
- For contracting staff, the performance review shall be made at the end of contract. The contracting staff performance evaluation form in be found on Form C5.
- The Procurement Review Committee procedures stated in the procurement manual of Standard Operating Procedures shall be followed for every contract extension for contracting staff and consulting services. The review will cover the performance of last contract and review of the new financial package.

## 20.4 FINANCIAL RECORDS MANAGEMENT

The finance unit will maintain a professional set of filing systems. The features of such a system include:

- All files will be clearly labeled
- Files will be kept in a logical order
- Documents within each file will be kept in a logical order (e.g. numerical order for vouchers, chronological order for correspondence)
- Files will contain complete information
- Confidentiality must be respected
- Files must be kept securely

The filing system should support the finance unit to carry out their work efficiently, and allow internal and external auditors and the World Bank to conduct audits and reviews. A well-organized filing system, together with the accounting software, will provide an “audit trail”, so that financial information in reports can be easily traced back to source documents.

Documents to be kept in the finance filing system include (among others):

- Vouchers (including payment vouchers, petty cash vouchers, receipt vouchers, journal vouchers) and supporting documents
- Bank statements and reconciliations
- Correspondence with the NBC and World Bank
- Printouts of registers and reconciliations
- Copies of contracts

- Annual budgets
- Financial reports (IFRs and management accounts)
- Withdrawal applications and SOEs
- Annual accounts and audit reports
- Reference documents

#### **20.4.1 Document Security**

All finance files will be kept in the finance office, or in a secure archive store-room. Files for the current year will be kept in the finance office. Files for the previous year will be kept in the finance office at least until the annual audit has been completed. Any sensitive or highly confidential files will be kept in locked cabinets. Finance will maintain a log-book for finance files. Any files borrowed from the finance office or the archive room must be signed out and signed back in again when returned.

#### **20.4.2 Document Retention**

The financial record and files for the whole lifetime of the project will be kept in the depository for 10 years after the closing date of the project (SOP/FMM).

### **20.5 PROCUREMENT RECORDS MANAGEMENT**

The Procurement Officer is responsible for compiling pre and post contract files of all procurement exercises and all other original supporting documents. These files are a matter of public record and may be the subject of audit by independent auditors and the World Bank and must be retained by GSC of MEF for ten years after the Project closing date.

#### **20.5.1 Pre-Contract File**

The pre-contract file must contain a copy of the procurement notice as published in the newspaper, a copy of bidding documents or request for proposal issued to firms and copies of the no objections issued by the Procurement Review Committee and the World Bank, when required.

The pre-contract file will contain copies of all amendments issued to the bidding documents, the minutes of bid opening and the evaluation report accompanied with all the clarification requests issued and received, minutes from the Procurement Review Committee's review and any subsequent no objection issued by the World Bank. The file must also contain the Summary of Evaluation as published by the Program. Attached to the file should be a copy of all of the bids received including the winning bid including copies of bid securities when required (the originals must be returned to the bidders).

Copies of any complaints received and their response must also be included in the pre-contract file.

#### **20.5.2 Post-Contract File**

The post-contract file must contain a copy of the procurement notice as published in the newspaper, a copy of the bidding documents or a request for proposal issued to firms, a copy of the contract and copies of all contractual correspondence including consultants' reports, shipping documents, invoices contract amendments, insurance certificates, taking over and warranty certificates.

### 20.5.3 Filing System

The filing system is a very important part of administration and care should be taken to handle documents appropriately. Confidential and sensitive documents (i.e. regarding personnel matters, salaries, original legal document etc.,) should be locked in filing cabinets. It is important to establish a standard filing system so that documents can be easily located. Occasionally, documents should be cross-referenced (filed in more than one subject or topic) so that they are easily found later.

## 20.6 OFFICE SUPPLIES AND STATIONERY MANAGEMENT

- Office supplies and stationery for office administration of PFMRP is under the custody of GSC/MEF. The suppliers are contracted annually to provide office supplies and stationery through a competitive bidding process. Office supplies and stationery are not only used at GSC and the IT Department, but also for training/workshops requested by Department/LMs when required.
- The Administration of GSC shall be responsible for safeguarding of the stocks of office supplies. These will comprise mostly stationery and other office supplies and should be kept in a locked cupboard to which access is restricted to the officer responsible for safekeeping.
- An Inventory Control Book (Form C6) should be kept to record all stock movements, detailing the following for each item:
  - Stock in: Date of purchase, number of items purchased and Payment Voucher Number.
  - Stock out: Date of distribution, number of Items distributed, Name of recipient and Stock Issue Voucher Number.
  - Balance of Stock
- When stocks are requested, a Stock Issue Voucher (Form C7) should be prepared and signed by both office responsible for safekeeping and the recipient of the stock items to confirm the date and quantity of the stock issue.
- At the end of each quarter, the balance for each item in the Inventory Control Book should be agreed to a physical count of the items in stock, conducted by a person independent of the custody or recording of stocks. The date of the count, the results and the name of the counter should be recorded in the Inventory Control Book and this should be approved on a quarterly by management.
- If huge amounts of stationery are delivered from the store and distributed to Department/LMs, a Distribution Report (Form C8) should be prepared.



## APPENDIX A: ACCOUNTING FORMS

Form No.	Description	When to Use	Remarks
Form A1	Cash Book (CB)	All entries from PVs and CRVs related to the replenishment of DA and from AJV related to advance will be posted to the CB after they have been approved.	It is printed out as attachment for monthly reconciliation
Form A2	Payment Voucher (PV)	When making payments from Designated Account and Project Bank Account	It must be attached with source document such as Contract, Receipt, Invoice, Report etc.
Form A3	Cash Receipt Voucher (CRV)	Use to recognized fund received from RGC, WORLD BANK through replenishment, and balance refunded from Training, Workshop, Mission	For recording the amounts received through the bank account transaction
Form A4	Journal Voucher (JV)	Use to record non-cash transaction such as fund received from WORLD BANK through Direct Payment, advance liquidation, adjustment entry,	Supporting documents are based on the type of operation.
Form A5	Petty Cash Book (PCB)	All entries from PCVs and PVs related to the replenishment of petty cash funds are posted in the PCB after they have been approved.	It is also used as a basis for petty cash replenishment and cash count sheet.
Form A6	Petty Cash Count Sheet	Cash count sheet is intended to record the actual cash in the safe box. Any difference must be clearly explained. It is an important part of internal control system.	At month end, the bookkeeper should count the cash in front of the Finance Controller or accountant who acts as an observer.
Form A7	Petty Cash Voucher (PCV)	For making payment including reimbursement from petty cash account, usually for transaction related payment less than or equal US\$ 250.	It is prepared and controlled by bookkeeper.
Form A8	Petty Cash Reconciliation and Replenishment Request	Balance in petty cash fund almost reaches the minimum amount of US\$200 or 20% of total advance ceiling . This request need approval from GSC Secretary General.	It must attached with the supporting document of Petty Cash Book and all PCV payment that have been credited.
Form A9	Request for Advance	Cash advanced for conduct training/workshop / study tours /oversea trainings and mission to the provinces of GDs of MEF and staffs of GSC.	Controlled and managed by the project accountant to ensure proper acquittal of expense and liquated within a period of 15 working days after the close of the event.
Form A10	Advance Ledger Journal Voucher (AJV)	When advance request is approved by PFM management, Accountant will arrange cash advance for participants using AJV.	AJV is prepared along with Money Transfer Order/Cash Order/Cheque
Form A11	Liquidation of Amount Advance	Use for clearance of all amounts advanced by the applicant	Supporting documents are required for advance liquidation
Form A12	Advance Register	It is a summary of all advances made and intended to assist the Finance Controller and Accountant to monitor the advance mounts	It is also updated when the amount advanced is liquidated.

Form A13	Contract Register (CR)	The Contract Register is intended to assist the Finance Controller and Accountant to monitor the progress of contracts.	It is prepared by Accountant and Procurement Officer for internal control purpose
Form A14	Contract Progress Payment Certificate (CPPC)	CPPC is intended to record and verify the progress of service, civil works and supply of goods	It is prepared by the consultant or project staff responsible for the contract
Form A15	Disbursement/Withdrawal Tracking Form	To follow up and the process of withdrawal application period from GSC to MEF Management and to WORLD BANKs.	It is a management portfolio of process the disbursement and the delay of implementation of project activities.
Form A16	Withdrawal Application Register	When an application is made to WORLD BANK for withdrawals in any form, update such withdrawal as received or paid.	The updated status should be aligned with the information in client connection
Form A17	Security Register (SR)	All contract security amounts should be recorded in the SR, which is maintained for all kinds of security items.	Liquidation of security is needed to be updated.
Form A18	Asset and Inventory Register (AIR)	When any item, over the value of US\$ 200 and the useful life is over one year, detail should be entered into the Asset Register from PV.	Finance section is responsible for updating AIR and Admin section is responsible for labeling physical count of fixed asset.



**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីតែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**Cash Book (CB)**

Bank Name: \_\_\_\_\_  
 Account No.: \_\_\_\_\_

Date 1	DV/PV No. 2	Description 3	Check No. 4	GL Code 5	Debit 6	Credit 7	Balance 8
		Balance brought forward					
		Balance carried forward					



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**សក្ខីប័ត្រចំណាយ**

**Payment Voucher (PV)**

សក្ខីប័ត្រលេខ : PV 00001

កាលបរិច្ឆេទ/Date : .....

Check No. : .....

ទូទាត់ជូន : .....

លេខ No.	បរិយាយ Description	សមាសភាគ Component	ប្រភេទ Category	លេខគណនី A/C Code	ទឹកប្រាក់ Amount	
					ឥណទាន Dr.	ឥណទាន Cr.
<b>សរុប) Total)</b>						
<i>យោង:</i>						
<i>Ref.</i>						

<b>អនុម័តដោយ</b>	<b>បញ្ជាក់ដោយ</b>	<b>ពិនិត្យដោយ</b>	<b>រៀបចំដោយ</b>
.....	.....	.....	.....
<b>អគ្គលេខាធិការ</b>	<b>ប្រធានផ្នែករដ្ឋបាល ហិរញ្ញវត្ថុ និង ត្រួតពិនិត្យនិងវាយតម្លៃ</b>	<b>មន្ត្រីត្រួតពិនិត្យហិរញ្ញវត្ថុ</b>	<b>គណនេយ្យករ</b>



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**សក្ខីប័ត្រទទួលប្រាក់**  
**Cash Receipt Voucher (CRV)**

ទទួលមកពី: ..... សក្ខីប័ត្រលេខ : CRV00001  
 ចំនួនទឹកប្រាក់ជាអក្សរ: ..... កាលបរិច្ឆេទ : .....

លេខ No.	បរិយាយ Description	លេខគណនី A/C Code	ទឹកប្រាក់ Amount	
			ឥណទាន Dr.	ឥណទាន Cr.
<b>សរុប )Total)</b>				
យោង: Ref.				

<b>អនុម័តដោយ</b>	<b>បញ្ជាក់ដោយ</b>	<b>ពិនិត្យដោយ</b>	<b>ផ្សេងដោយ</b>
.....	.....	.....	.....
<b>អគ្គលេខាធិការរង</b>	<b>ប្រធានផ្នែករដ្ឋបាលនិងហិរញ្ញវត្ថុ និង ត្រួតពិនិត្យនិងវាយតម្លៃ</b>	<b>មន្ត្រីត្រួតពិនិត្យហិរញ្ញវត្ថុ</b>	<b>គណនេយ្យករ</b>





**ក្រសួងសេដ្ឋកិច្ច និងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**Petty Cash Book (PCB)**

Date	Ref No.	Description	Petty Cash Balance	Petty Cash		Debit Ledger			
				Debit	Credit	Account No.	Account No.	Account No.	Account No.
		Balance brought forward							
		Balance carried forward							

អនុម័តដោយ

បញ្ជាក់ដោយ

ពិនិត្យដោយ

រៀបចំដោយ

.....  
 អគ្គលេខាធិការ

.....  
 ប្រធានផ្នែករដ្ឋបាលនិងហិរញ្ញវត្ថុ និង  
 ត្រួតពិនិត្យនិងវាយតម្លៃ

.....  
 មន្ត្រីត្រួតពិនិត្យហិរញ្ញវត្ថុ

.....  
 ជំនួយការគណនេយ្យ



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

*Form A6*

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**របាយការណ៍រាប់សាច់ប្រាក់**  
**Petty Cash Count Sheet**

No.: \_\_\_\_\_

Date: \_\_\_\_\_

ក្រដាសប្រាក់ Note	បរិមាណ Quantity	ចំនួន Amount
ប្រាក់ដុល្លារអាមេរិក US Dollars		
1	_____	_____
2	_____	_____
5	_____	_____
10	_____	_____
20	_____	_____
50	_____	_____
100	_____	_____
ចំនួនដុល្លារសរុប Total US\$		_____
Cambodian Riel - US\$ Equivalent		_____
<b>Total</b>		_____

**អនុម័តដោយ**

**បញ្ជាក់ដោយ**

**ពិនិត្យដោយ**

**រៀបចំដោយ**

.....  
**អគ្គលេខាធិការរង**

.....  
**ប្រធានផ្នែករដ្ឋបាលនិងហិរញ្ញវត្ថុ និង  
គ្រូពិនិត្យនិងវាយតម្លៃ**

.....  
**មន្ត្រីគ្រូពិនិត្យហិរញ្ញវត្ថុ**

.....  
**ជំនួយការគណនេយ្យ**







**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**Petty Cash Reconciliation and Replenishment Request**

No.: .....

No.	Description	Amount (USD)
1	Petty Cash Balance as at ..... (Attached with Petty Cash Book)	
2	Claimed as per Petty Cash Book for Replenishment	
3	Difference if any	
4	Total Petty Cash Advance	
5	Reason for amount difference	

**អនុម័តដោយ**

**បញ្ជាក់ដោយ**

**ពិនិត្យដោយ**

**រៀបចំដោយ**

.....  
**អគ្គលេខាធិការ**

.....  
**ប្រធានផ្នែករដ្ឋបាលនិងហិរញ្ញវត្ថុ និង  
ត្រួតពិនិត្យនិងវាយតម្លៃ**

.....  
**មន្ត្រីត្រួតពិនិត្យហិរញ្ញវត្ថុ**

.....  
**ជំនួយការគណនេយ្យ**



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**REQUEST FOR ADVANCE**

Name : \_\_\_\_\_  
Entity : \_\_\_\_\_  
Ref. : \_\_\_\_\_  
Period : \_\_\_\_\_

ACTIVITIES TO BE IMPLEMENTED	EXPECTED OUTPUTS, IF APPLICABLE

BUDGET DESCRIPTION	AMOUNT (US\$)
1. _____	
2. _____	
3. _____	
TOTAL AMOUNT REQUESTED	

Remarks, if any:

<b>អនុម័តដោយ</b>	<b>បញ្ជាក់ដោយ</b>	<b>ពិនិត្យដោយ</b>	<b>ឡើងដោយ</b>
.....	.....	.....	.....
<b>អគ្គលេខាធិការ</b>	<b>ប្រធានផ្នែករដ្ឋបាលនិងហិរញ្ញវត្ថុ និង ត្រួតពិនិត្យនិងវាយតម្លៃ</b>	<b>មន្ត្រីត្រួតពិនិត្យហិរញ្ញវត្ថុ</b>	<b>អង្គការអនុវត្តគម្រោង</b>



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**សក្ខីប័ត្រចុះបញ្ជីបុរេប្រទាន**

**Advance Ledger Journal Voucher (AJV)**

បុណ្យប្រទានជូន : .....

លេខ No.	បរិយាយ Description	លេខគណនី A/C Code	ទឹកប្រាក់ Amount	
			ឥណទាន Dr.	ឥណទាន Cr.
<b>សរុប) Total)</b>				
<i>យោង:</i>				
<i>Ref.</i>				

<b>អនុម័តដោយ</b>	<b>បញ្ជាក់ដោយ</b>	<b>ពិនិត្យដោយ</b>	<b>ផ្សេងដោយ</b>
.....	.....	.....	.....
<b>អគ្គលេខាធិការ</b>	<b>ប្រធានផ្នែករដ្ឋបាលនិងហិរញ្ញវត្ថុ និង ត្រួតពិនិត្យនិងវាយតម្លៃ</b>	<b>មន្ត្រីត្រួតពិនិត្យហិរញ្ញវត្ថុ</b>	<b>គណនេយ្យករ</b>



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**Liquidation of Amount Advanced**

Source: Impress/Petty Cash

Date: \_\_\_\_\_

Description of Activity: \_\_\_\_\_

Activity Date: \_\_\_\_\_

Ref.	Date	Description	Amount
Total Expenditure			
Amount Advanced			
Amount Liquidated (Reimbursed/Refunded)			
<b>Approval Section</b>			
Approved by: GSC Secretary General			
Certified by: Head of Amin and Finance			
Verified by: Financial Controller			
Checked by: Accountant			
Reported by Applicant:			





**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

## Contract Register

Contractor/Supplier: \_\_\_\_\_

Address: \_\_\_\_\_

Contract No. and Contract Date: \_\_\_\_\_ Contract Amount<sup>1</sup>: \_\_\_\_\_

Contract Start Date: \_\_\_\_\_ Contract Completion Date: \_\_\_\_\_

General Ledger Account No.: \_\_\_\_\_

Reference		Description	Invoice <sup>2</sup> Amount	Progress Payments			Advanced <sup>3</sup> on Payment	Retention on Contract	Posted on GL Y/N
Date	No.			Date	Amount <sup>4</sup>	Balance			
<b>Total</b>									

<sup>1</sup> Excluding contingencies  
<sup>2</sup> Payment request per contractor before deduction for advances and retention  
<sup>3</sup> Deductions for retentions and advances on progress payment  
<sup>4</sup> Net payments to contractor



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

### Contract Payment Certificate

1. Contract Reference No.: \_\_\_\_\_
2. Description of Contract: \_\_\_\_\_
3. Contractor Name and Address: \_\_\_\_\_
4. Description on invoice: \_\_\_\_\_
5. Invoice Amount: \_\_\_\_\_

Description	Total	DP's Portion	RGC Portion
Invoice amount			
Less: payment of mobilization advance (--- %)			
Subtotal			
Less: retention (--- %)			
Less: other deductions (--- %)			
Invoice total			
Previous invoices on contract			
Total payments			
Total contract amount <sup>1</sup>			
Contract balance			

6. Statement

I verify that the invoice attached to this document, and detailed above, is justifiable and the amounts noted above are due. The civil works/goods/services described in the contract have been provided and the progress payment requested by the contractor is due at this time under the terms of the contract.

\_\_\_\_\_  
Consultant/Project Staff  
Date: .....

\_\_\_\_\_  
Finance Controller  
Date: .....





**KINGDOM OF CAMBODIA  
NATION RELIGION KING**

Ministry of \_\_\_\_\_  
 Loan No. \_\_\_\_\_  
 Project \_\_\_\_\_

**Withdrawal Application Register**

WA		Description	Corresponding Category			Total Amount	Advice		Amount Disbursed (US\$)			Different	Remarks
Date	No.		Initial Advance	Cat. No.	Cat. No.		Cat. No.	Ref. Date	Ref. No.	Imprest/ Designated Fund	Direct Payment		
<b>Total:</b>													
<b>Allocation:</b>													
<b>Outstanding Balance:</b>													





## APPENDIX B: SAMPLE OF FINANCIAL REPORTS

<b>Form No.</b>	<b>Description</b>	<b>When Use</b>
Form B1	Quarterly Financial Report	The report shall be produced within 45 days after the end of each quarter for management purpose and for DP's information.
Form B2	Project Balance Sheet	The report shall be produced for monthly and quarterly financial report.
Form B3	Statement of Sources and Uses of Funds by Disbursement	The report shall be produced for monthly and quarterly financial report.
Form B4	Use of funds by Project Components	The report shall be produced for monthly and quarterly financial report.
Form B5	Contract Expenditure Report (goods, consultants, training & FMIS)	The spreadsheet will be updated as the annex of quarterly financial report.

**Kingdom of Cambodia  
Nation Religion King**

---

Ministry of Economy and Finance  
Public Financial Management Modernization Project (PFMRP)  
Grant No.: .....

**Quarterly Financial Report  
1-Executive Summary of Progress Report  
As of .....**

1. **Project Overview**
  
2. **Progress Activities**

*Component 1.:*

*Component 2.:*

*Component 3:*

*Component 4:*

3. **Variance Analysis by Category Items**

No.	Expenditure by Category	Period			
		Budget (USD)	Actual (USD)	Variance (USD)	Different (%)
1	Goods-FMIS				
2	Consultant Service				
3	Training & Workshop				
4	Incremental Operating Cost				
Total					

Phnom Penh, .....

\_\_\_\_\_  
Signature

**Agency: Ministry of Economy and Finance**

Project Name: Public Financial Management Modernization Project (PFMRP)

Grant No.: .....

**PROJECT BALANCE SHEET**

As at .....

	<b>This Quarter (USD)</b>	<b>Previous Quarter (USD)</b>	
<b>ASSETS</b>			
<b>Current Assets</b>			
Petty Cash	xxx	xxx	
Designed Account	xxx	xxx	
Advance Payment	xxx	xxx	
Cash Advance	xxx	xxx	
<b>Total Current Assets</b>	<b>xxx</b>	<b>xxx</b>	
<b>Project Expenditure</b>			
Civil Works	xxx	xxx	
Goods	xxx	xxx	
Consultant's Services	xxx	xxx	
Training/Workshops	xxx	xxx	
Incremental Operating Cost	xxx	xxx	
<b>Total Project Expenditure</b>	<b>xxx</b>	<b>xxx</b>	
<b>Total Assets</b>	<b>xxx</b>	<b>xxx</b>	
<b>FINANCING</b>			
Received from DP-Replenishment	xxx	xxx	
Received from DP-Direct Payment	xxx	xxx	
Received from RGC	xxx	xxx	
<b>Total Financing</b>	<b>xxx</b>	<b>xxx</b>	
<b>Approved by,</b>	<b>Verified by,</b>	<b>Checked by,</b>	<b>Prepared by,</b>
<b>Secretary General</b>	<b>Deputy Secretary General</b>	<b>Head of Admin, Finance and M &amp; E</b>	<b>Financial Controller</b>

Agency: Ministry of Economy and Finance  
 Project Name: Public Financial Management Modernization Project (PFMRP)  
 Grant No.: .....

**Statement of Sources and Uses of funds by Disbursement Category**  
 As of .....

Description	Actual			Budget			Variance			Life of Project
	Current QTR	Year to Date	Cumulative to Date	Current QTR	Year to Date	Cumulative to Date	Current QTR	Year to Date	Cumulative to Date	
<b>Opening Balance</b>										
Petty Cash										
Designed Account										
Advance payment										
Cash advance										
<b>A. Total Opening</b>										
<b>Fund Received</b>										
Received from MDTF – replenishment										
Received from MDTF-Direct Payment										
<b>B. Total Fund Received</b>										
<b>Expenditure by Category</b>										
Goods (General)										
Goods (FMIS)										
Consultant’s services										
Training/workshop										
Incremental Operating Costs										
Supplement Allowance/POC										
<b>C. Total Use of Fund</b>										
<b>Closing BL(A+B-C)</b>										
<b>Represented by</b>										
Petty Cash										
Designed Account										
Advance payment										
<b>Total Closing Balance</b>										



Agency: Ministry of Economy and Finance

Project Name: Public Financial Management Modernization Project (PFMRP)

Grant No.: .....

**Use of funds by Project Components**  
As of .....

Expenditure by component	Actual			Budget			Variance			Allocation for life of project
	current	Year to date	Cumulative to date	Current	Year to date	Cumulative to date	Current	Year to date	Cumulative to date	
<b>Component 1: Policy Group</b>										
- General Department of Economic Policy & Public Finance										
<b>Component 2: Revenue Management</b>										
- General Department of Taxation										
- General Department of Custom and Excise										
- General Department of State Property and Non-tax Revenue										
- General Department of Financial Industry										
<b>Component 3: Budget Formulation</b>										
- General Department of Budget										
- General Department of Sub-National Administration and Finance										
- General Department of International Cooperation and Debt Mgt.										
<b>Component 4: Budget Execution</b>										
- General department of procurement										
- General department of national treasury										
- National Accounting Council										
<b>Component 5: General Support and Capacity Building</b>										
- General Secretariat of MEF										
- FMIS Working Group										
- Legal Affair Council										
- General Secretariat of PFMRSC (GSC)										
- General Department of Internal Audit (GDIA)										
- General Inspectorate										
<b>Component 6: Line Ministries/Institution</b>										
<b>Total Expenditure</b>										

Agency: Ministry of Economy and Finance  
 Project Name: Public Financial Management Modernization Project (PFMRP)  
 Grant No.: .....

**Contract Expenditure Report goods/ FMIS**  
 As of .....

Contract Reference				Contract Description	Supplier	Contract value		Amount Paid		Balance to be paid	Remark	
Contract No.	Date Sign	Date Start	Date End			Currency	Amount	This period	Cumulative		Date	Ref.
<b>Total</b>												

Agency: Ministry of Economy and Finance  
 Project Name: Public Financial Management Modernization Project (PFMRP)  
 Grant No.:.....

**Contract Expenditure Report Consultants**  
 As of .....

No.	Contract Reference				Contract Description	Supplier	IAs	Contract value		Amount Paid		Balance to be paid	Remark	
	Contract No.	Date Sign	Date Start	Date End				Currency	Amount	This period	Cumulative		Date	Ref.
<b><u>I. International Consultant</u></b>														
<b>Total International Consultant (I)</b>														
<b><u>II. National Consultant</u></b>														
<b>Total National Consultant (II)</b>														
<b>Total Contract payment for Consultant Services (I +II)</b>														

Agency: Ministry of Economy and Finance  
 Project Name: Public Financial Management Modernization Project (PFMRP)  
 Grant No.:.....

**Contract Expenditure Report Training and Workshop**

As of .....

No.	Activity Description	Objective	Location	IAs	From Date	To Date	Training Days	Participants		Amount Paid	Remark	
								Male	Female		Date	Ref.
<b>I). International training &amp; workshop</b>												
<b>Total International training and workshop (I)</b>												
<b>II). Local Mission</b>												
<b>Total local Mission (II)</b>												
<b>III). Local Training, Workshop and Retreat</b>												
<b>Total Training, workshop and Retreat(III)</b>												
<b>IV). Meeting and Discussion</b>												
<b>Total Training, workshop and Retreat(IV)</b>												
<b>Total Payment for training and workshop (I+II+III+IV)</b>												

## APPENDIX C: ADMINISTRATION FORMS

Form C1	Vehicle Log Book
Form C2	Sample of Vehicle Coupon
Form C3	Vehicle History Record
Form C4	Vehicle Accident Report
Form C5	Consultant Performance Evaluation (by Output) Consultant Performance Evaluation (contract completion) Contracting Staff Performance Evaluation
Form C6	Inventory Control Book
Form C7	Stock Issue Voucher
Form C8	Goods Distribution Report
Form C9	Purchase Request Form
Form C10	Analysis of Quote Received
Form C11	Salary Schedule
Form C12	Non-Expendable Property and Equipment Transfer Form
Form C13	Report on Lost or Damage of Equipment





**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

Coupon No.: \_\_\_\_\_  
Date: \_\_\_\_/\_\_\_\_/\_\_\_\_

**Coupon**

To: .....

Please supply the following as indicated:

Gasoline	:.....litres	Riel/\$.....
Diesel	:.....litres	Riel/\$.....
Engine Oil	:..... litres	Riel/\$.....
Brake Fluid	:..... can(s)	Riel/\$.....
Grease	:.....	Riel/\$.....

For Vehicle No.:.....

Authorized Officer

Proprietor

Name: .....

.....

Signature: .....

.....







**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**Vehicle Accident Report**

Date of the accident: \_\_\_\_\_ Time of the accident: \_\_\_\_\_

Vehicle identification: \_\_\_\_\_

Year of make: \_\_\_\_\_ Unit value: \_\_\_\_\_ Mileage: \_\_\_\_\_

Injuries sustained by staff: \_\_\_\_\_

Injuries sustained by third party: \_\_\_\_\_

Name staff involved in the accident: \_\_\_\_\_

Position: \_\_\_\_\_

Road condition at time of accident: \_\_\_\_\_

Visibility: \_\_\_\_\_ Speed at time of the Accident: \_\_\_\_\_

What is the speed limit in your duty station? \_\_\_\_\_

Estimated damages to vehicle: \_\_\_\_\_

Sketch of accident site: Attached: \_\_\_\_\_ Not attached: \_\_\_\_\_

Vehicle history record: Attached: \_\_\_\_\_ Not attached: \_\_\_\_\_

Signed by staff involved in vehicle accident or person preparing report

Date:

\_\_\_\_\_



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**

**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**CONSULTANT PERFORMANCE EVALUATION**  
**(OUTPUT BY OUTPUT)**

Department/LM: .....  
 Consultant Name (firm): .....  
 Title/Assignment: .....  
 Contract No: ..... Contact date: .....  
 For the period: ..... Invoice Number: ..... Date:.....

**Comments by Department/LM**

Functional Responsibilities assigned	Performance Assessment				
	Poor	Partial	Adequate	Good	Excellent

Outputs Required	Performance Assessment				
	Poor	Partial	Adequate	Good	Excellent

Capacity Developments and sustainability contributed to PFMRF	Performance Assessment				
	Poor	Partial	Adequate	Good	Excellent

Acceptance on report/output and payment to invoice	Yes: <input type="checkbox"/>	No: <input type="checkbox"/>
--	-------------------------------	------------------------------

Overall Comments	
------------------	--

Signed by Department/LM: .....

Supplementary Comments by Liaison Officer of Steering Committee Secretariat  Signed: .....	Approved by Program Coordinator  Signed: .....
--	--

- Enclose:
- Consultant Invoice
  - Report/Output



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**

**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**CONSULTANT PERFORMANCE EVALUATION**  
**(CONTRACT COMPLETION)**

Department/LM: .....  
 Consultant Name (firm): .....  
 Title/Assignment: .....  
 Contract No: ..... Contact date: .....  
 For the period: ..... Final Invoice Number: ..... Date:.....

**Assessment by Department/LM**

Responsibilities assigned	Performance (See separate guidance on grading)				
	Not Satisfactory	Partial	Satisfactory	Good	Excellent
(To be listed in TOR and extracted here)					

Justification/evidence for an unsatisfactory assessment.....

Outputs Required	Performance (See separate guidance on grading)				
	Not Satisfactory	Partial	Satisfactory	Good	Excellent
(To be listed in TOR and extracted here)					

Justification/evidence for an unsatisfactory assessment.....

Capacity Developments and sustainability contributed to	Performance (See separate guidance on grading)				
	Not Satisfactory	Partial	Satisfactory	Good	Excellent
(To be listed in TOR and extracted here)					

Justification/evidence for an unsatisfactory assessment.....

(Continued)

**Comments by Head of Department/LM**

Overall performance	
How the outputs from the assignment will be used	
Lessons learned from recruitment and deployment of this consultant	
Future use of this consultant.	

Signature:.....

Head of Department/LM:.....

Supplementary Comments by Specialist of General Secretariat of Steering Committee of Public Financial Management Reform	Approved by Program Coordinator
Signed.....	Signed: .....

Enclose:

- Final Consultant's Invoice
- Report/Output



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**PERFORMANCE EVALUATION REPORT**  
**(FOR CONTRACTED STAFF)**

Consultant Name : ..... Title/Assignment : .....  
Contract Ref. : .....  
For the period : .....

**Comments by GSC Manager**

Functional Responsibilities Assigned (Specified in the TOR)	Performance Assessment				
	Poor	Partial	Adequate	Good	Excellent

Additional Skills	Performance Assessment				
	Poor	Partial	Adequate	Good	Excellent
Capacity developments and sustainability contributed to MEF/SCS					
Inter-personal skill and behavior					
Communication skill					
Team work					
Ability to solve problems					

**Overall Comments**  
Strength: .....  
Areas to be improved: .....

Judgment	Poor:	<input type="checkbox"/>	Partial:	<input type="checkbox"/>
	Adequate:	<input type="checkbox"/>	Good:	<input type="checkbox"/>
	Excellent:	<input type="checkbox"/>		<input type="checkbox"/>
Acceptance on performance and proposal for contract extension	Yes:	<input type="checkbox"/>	No:	<input type="checkbox"/>

**Evaluated by GSC Manager**  
Signature:..... /Date:.....

**Seen and Approved by**  
Secretary General of General Secretariat of  
Steering Committee of Public Financial Management Reform  
Signature:...../Date:.....











**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**សំណើសុំទិញឬដាក់ទុន**  
**(Purchase Request Form)**

**គោលបំណងក្នុងការស្នើសុំ:**

Description: \_\_\_\_\_

ល.រ	បរិយាយ	Specification	ប្រភេទ	លេខគណនី	បរិមាណ	តំលៃឯកតា	តំលៃប៉ាន់ស្មាន
						<b>តំលៃប៉ាន់ស្មានសរុប</b>	<b>0.00</b>

អ្នកស្នើសុំ	អ្នកត្រួតពិនិត្យ	អ្នកអនុម័ត	អ្នកទិញ
ឈ្មោះនិងហត្ថលេខា..... កាលបរិច្ឆេទ.....	ឈ្មោះ និងហត្ថលេខា..... កាលបរិច្ឆេទ.....	ឈ្មោះនិងហត្ថលេខា..... កាលបរិច្ឆេទ.....	ឈ្មោះនិងហត្ថលេខា..... កាលបរិច្ឆេទ.....



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

**Analysis of Quotes Received**  
**ការវិភាគនៃប័ណ្ណស្រង់តំលៃដែលបានទទួល**

Description: .....

QA No.: .....

Reference: .....

Date: .....

No.	Technical Specification	Qty	Physical Unit	Name of Supplier					
				Unit Price	Total Price	Unit Price	Total Price	Unit Price	Total Price

Basis of Selection of a Supplier

(មូលដ្ឋាននៃការជ្រើសរើសអ្នកផ្គត់ផ្គង់):

**អនុម័តដោយ,**

**បញ្ជាក់ដោយ,**

**រៀបចំដោយ,**

.....

.....

.....

**អគ្គលេខាធិការរង**

**ប្រធានផ្នែករដ្ឋបាល ហិរញ្ញវត្ថុ និង  
គ្រួសារនិពន្ធនិងវាយតម្លៃ**

**មន្ត្រីលទ្ធកម្ម**



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

No. \_\_\_\_\_

**Salary Schedule**  
**Salary and Tax on Salary (National Consultant and Staff)**  
**for the Month of ..... Year .....**

No. (ល.រ)	Name (ឈ្មោះ)	Position (តួនាទី)	Contract Start (កាលបរិច្ឆេទចាប់ផ្តើម)	Contract End (កាលបរិច្ឆេទបញ្ចប់)	Gross Salary (បៀវត្សសរុប)	Tax Rate (អត្រាពន្ធ)	Tax Amount (ប្រាក់ពន្ធត្រូវបង់)	Net Salary (ទឹកប្រាក់ត្រូវបើក)	Remarks (សម្គាល់)
1									
2									
3									
4									
5									
6									
<b>Total</b>									

**អនុម័តដោយ**

**មញ្ជាក់ដោយ**

**ពិនិត្យដោយ**

**រៀបចំដោយ**

.....  
**អគ្គលេខាធិការ**

.....  
**ប្រធានផ្នែករដ្ឋបាល ហិរញ្ញវត្ថុ និង  
គ្រួសារពិភពលោកនិងវាយតម្លៃ**

.....  
**មន្ត្រីគ្រួសារពិភពលោកនិងវាយតម្លៃ**

.....  
**ជំនួយការគណនេយ្យ**



**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

**ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ**  
**កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ**

No. \_\_\_\_\_

### Non-Expendable Property and Equipment Transfer Form

No.	ID Code	Description of Item	Specification	Transfer from Current Users			To New Users		
				Location	User's Name	Signature and date	Location	User's Name	Signature and date

**Verified by:**

Signature

Name

Date

-----  
-----  
-----

**Approved by:**

Signature

Name

Date

-----  
-----  
-----

**Updated Register by:**

Signature

Name

Date

-----  
-----  
-----



ព្រះរាជាណាចក្រកម្ពុជា

ជាតិ សាសនា ព្រះមហាក្សត្រ

ក្រសួងសេដ្ឋកិច្ចនិងហិរញ្ញវត្ថុ

កម្មវិធីកែទម្រង់ការគ្រប់គ្រងហិរញ្ញវត្ថុសាធារណៈ

No. \_\_\_\_\_

### Report on Lost or Damage of Equipment

**Report on Equipment:** Lost: \_\_\_\_\_ (Check applicable category)  
Stolen: : \_\_\_\_\_  
Damaged: \_\_\_\_\_ Other, please specify

**Name of Staff Reporting Incident:**.....

Title : .....

Department/Unit: .....

Date of Incident: .....

Approximate Time of Incident : .....

Type of Equipment Lost, Stolen or Damaged: .....

**Equipment Description:**

Serial No : .....

Inventory No : .....

**Describe the circumstances behind the incident. If equipment was damaged, describe the extent of the damage:**

Police Report : Attached:..... Not Attached :.....

Signed by Staff Reporting Incident :.....

Date :.....

.

## APPENDIX D: LOCAL MISSION RATE

No	Location	Rountrip	Meal & Pocket	Hotel Accomm.
		Transportation	(Per day/pax)	(Per night/pax)
1	Battambang ↔ Phnom Penh	110,000 Riel	56,000 Riel	80,000 Riel
2	Banteay Meanchey ↔ Phnom Penh	130,000 Riel	56,000 Riel	80,000 Riel
3	Kandal ↔ Phnom Penh	32,000 Riel	56,000 Riel	Riel
4	Kompot ↔ Phnom Penh	80,000 Riel	56,000 Riel	80,000 Riel
5	Kep ↔ Phnom Penh	80,000 Riel	56,000 Riel	80,000 Riel
6	Kratie ↔ Phnom Penh	135,000 Riel	56,000 Riel	80,000 Riel
7	Koh Kong ↔ Phnom Penh	125,000 Riel	56,000 Riel	80,000 Riel
8	Kompong Cham ↔ Phnom Penh	70,000 Riel	56,000 Riel	80,000 Riel
9	Kompong Chhnang ↔ Phnom Penh	55,000 Riel	56,000 Riel	80,000 Riel
10	Kompong Speu ↔ Phnom Penh	40,000 Riel	56,000 Riel	80,000 Riel
11	Kompong Thom ↔ Phnom Penh	90,000 Riel	56,000 Riel	80,000 Riel
12	Mondulkiri ↔ Phnom Penh	170,000 Riel	56,000 Riel	80,000 Riel
13	Odor Meanchey ↔ Phnom Penh	200,000 Riel	56,000 Riel	80,000 Riel
14	Pailin ↔ Phnom Penh	176,000 Riel	56,000 Riel	80,000 Riel
15	Phnom Penh ↔ Phnom Penh	Riel	Riel	Riel
16	Preah Vihea ↔ Phnom Penh	160,000 Riel	56,000 Riel	80,000 Riel
17	Prey Veng ↔ Phnom Penh	72,000 Riel	56,000 Riel	80,000 Riel
18	Pursat ↔ Phnom Penh	80,000 Riel	56,000 Riel	80,000 Riel
19	Rattanakiri ↔ Phnom Penh	230,000 Riel	56,000 Riel	80,000 Riel
20	Siem Reap ↔ Phnom Penh	110,000 Riel	56,000 Riel	80,000 Riel
21	Preah Sihanouk ↔ Phnom Penh	100,000 Riel	56,000 Riel	80,000 Riel
22	Stung Treng ↔ Phnom Penh	200,000 Riel	56,000 Riel	80,000 Riel
23	Svay Rieng ↔ Phnom Penh	80,000 Riel	56,000 Riel	80,000 Riel
24	Takeo ↔ Phnom Penh	50,000 Riel	56,000 Riel	80,000 Riel
25	Tbong Khmum ↔ Phnom Penh	85,000 Riel	56,000 Riel	80,000 Riel

**Note:**

- (1) (\*) The Program does not provide accommodation expenses for those who are from Kandal province to Phnom Penh and vice versa.
- (2) Per-diem and accommodation rates are subjected for changes.
- (3) Not require receipts for per diem, accommodation and transportation cost.
- (4) Round trip transportation from Province to Province can be referred to table below.
- (5) According to the provision of the Sub-degree 216, any fraudulent practices and misuse of the DSA procedures will be let to administrative penalties and disciplinary actions under the Cambodian Civil Service Law.

## APPENDIX E: REFERENCE

This simplified financial management manual is developed in conjunction with the grant agreement, the country finance system and procedures applicable for this project, the International Development Association's policy and procedures, Grant Agreement, Aide Memoirs, MEF's Standard Operating Procedures, the Financial Management Manual and Procurement Manuals (Volumes 1&2), updated in May 2012. The reference documents to formulate this FM Manual for the PFMMP project, they include:

**Kingdom of Cambodia Standard Operating Procedures for Externally Financed Projects**

Prepared by the Ministry of Economy and Finance, contains guidelines and best practices to facilitate day to day management of externally funded projects that come under the overview of the MEF.

**Kingdom of Cambodia Financial Management Manual for Externally Financed Projects**

Prepared by the Ministry of Economy and Finance, for the purpose of assisting and giving guidance for the efficient and effective financial management of externally assisted projects.

**Kingdom of Cambodia Procurement Guidelines for Externally Financed Projects**

Contains guidelines and best practices to facilitate the procurement for externally funded projects.

**Government Anukrets (Sub-decrees)**

Regulations adopted by the Prime Minister and countersigned by the interested Minister.