CAMBODIA

TECHNICAL ASSISTANCE REPORT ON GOVERNMENT FINANCE STATISTICS MISSION (APRIL 26–JULY 15, 2021)

May 2022

This report on Cambodia was prepared by a staff team of the International Monetary Fund. It is based on the information available at the time it was completed in May 2022.

![International Monetary Fund logo]

TECHNICAL ASSISTANCE REPORT

CAMBODIA

Report on Government Finance Statistics
Mission (April 26 – July 15, 2021)

MAY 2022

PREPARED BY
Irina Dubinina, IMF Statistics Department (STA) expert

![CDOT logo]

BENEFICIARY COUNTRIES
Cambodia, Lao P.D.R., Myanmar, Vietnam, Indonesia, Malaysia, Mongolia, Philippines, and Thailand

PARTNERS
Japan, Bank of Thailand

BENEFICIARY COUNTRIES

Cambodia	Lao P.D.R.	Myanmar	Vietnam
Indonesia	Malaysia	Mongolia	Philippines	Thailand

PARTNERS

BANK OF THAILAND

CONTENTS

Glossary

APD	Asia and Pacific Department of the IMF
BCG	Budgetary central government
CCID	IMF Climate Change Indicators Dashboard
CDOT	IMF Capacity Development Office in Thailand
CPER	Climate Public Expenditure Review
COFOG	Classification of the Functions of Government
DMFAS	Debt Management and Financial Analysis System
FMIS	Financial Management Information System
GDNT	General Department of National Treasury
GDP	General Department of Policy
GFS	Government Finance Statistics
GFSM 2014	*Government Finance Statistics Manual 2014*
IIP	International Investment Position
IMF	International Monetary Fund
JSA	Japan Administered Account for Selected IMF Activities
LG	Local government
LM	Line ministry
MEF	Ministry of Economy and Finance
MFS	Monetary and Financial Statistics
MoE	Ministry of Environment
MOU	Memorandum of Understanding
MoWRAM	Ministry of Water Resources and Meteorology
NBC	National Bank of Cambodia
NFA	Nonfinancial assets
NIS	National Institute of Statistics
NLB	Net lending/net borrowing
NSSF	National Social Security Fund
PAE	Public administrative establishment
PFM	Public Financial Management
PIP_DBMS	Public Investment Project Database Management System
PSDS Guide	*Public Sector Debt Statistics: Guide for Compilers and Users*
STA	Statistics Department of the IMF
TA	Technical Assistance
TOFE	Table of Government Financial Operations
TSA	Treasury Single Account
WB	World Bank

SUMMARY OF MISSION OUTCOMES AND PRIORITY RECOMMENDATIONS

1.   **A follow-up technical assistance (TA) mission to the Ministry of Economy and Finance (MEF) was conducted remotely during 12 days over the period of April 26–July 15, 2021[1].** This activity was part of Cambodia's participation in the Japan-funded Government Finance Statistics (GFS) and Public Sector Debt Statistics (PSDS) Project for selected Asian countries (JSA3)[2]. The mission liaised with Mr. Alexandros Mourmouras, Director of the Capacity Development Office in Thailand (CDOT), Mr. Rifaat Basanti, the IMF Regional JSA3 GFS/PSDS Project Manager, Ms. Delphine Anne Moretti, the IMF Regional Public Financial Management (PFM) Advisor for Southeast Asia, and Mr. Sean Craig, Macroeconomic Advisor – all in the CDOT, and Mr. Yasuhisa Ojima, the IMF's Resident Representative for Cambodia. The mission would like to thank the authorities for their excellent collaboration and support.

2.   **The mission worked with the MEF on further improving the consistency of high frequency fiscal data (GFS/PSDS) to support macro-fiscal surveillance and decision making**. To this end, the mission: (i) assisted in preparing technical guidelines on compiling and disseminating GFS and PSDS based on the *GFS Manual 2014 (GFSM 2014)* framework; (ii) reviewed the results of reconciliation work for general government data in GFS, MFS, and BOP/IIP; (iii) discussed refinements to COFOG to cover expense and net acquisitions of nonfinancial assets and track COVID-related spending; (iv) assisted in compiling the COFOG expenditures on environmental protection for 2018-2020; and (v) followed up on the progress in implementing the 2020 GFS TA mission's recommendations and updated the action plan for further GFS and PSDS developments. Following a request from the MEF, the mission advised on strengthening consistency of fiscal balance/budget balance.

3.   **Due to pandemic-related restrictions and the focus of the authorities on COVID-19 fiscal responses, progress in GFS/PSDS has been limited.** In May 2021, the MEF published consolidated GFS for Budgetary Central Government (BCG) and Local Governments (LGs) for 2015–2020 and 2021Q1 on its website; the intention is to disseminate these data on a quarterly basis. Quarterly PSDS for joint World Bank/IMF PSDS Database are still reported on a semi-annual basis following the date of the national publication, and the dissemination of financial balance sheets is pending. Tracking COVID-19-related fiscal responses should take into account the IMF's Special Series Note on COVID-19[3] and the 2020 GFS TA mission's recommendations with special focus on distinguishing above- and below-the-line transactions. In the absence of realistic expectations of return on equity injections or loan repayment by the debtor, government should record a capital transfer rather than an increase in its financial assets.

---

[1] TIMS dates: April 26–May 7, 2021; Mission ID#21ST273

[2] The IMF's Statistics Department (STA) in collaboration with the IMF's Capacity Development Office in Thailand (CDOT) manages the Japan Administered Account for Selected IMF Activities Project (JSA3).

[3] *COVID-19: How to Record Government Policy Interventions in Fiscal Statistics.* The IMF's Special Series on Statistical Issues in Response to COVID-19. April 18, 2020.

4.   **The MEF in cooperation with the National Bank of Cambodia (NBC) continued work on reconciling the coverage of government deposits based on the 2018 data.** The main issue is the existence of numerous accounts with NBC, other depository corporations and other financial corporations, which are considered as government deposits in monetary and financial statistics (MFS) but not in fiscal reports. Reconciling government deposits needs concerted efforts of the MEF and the NBC statistical and accounting/treasury departments. The mission recommended reviewing the identities of account holders and clarifying their institutional classification with a view to identifying the amount of general government deposits available for fiscal policy implementation.

5.   **The mission assisted the MEF General Department of Policy (GDP) in compiling expenditure on environmental protection for the IMF Climate Change Dashboard.** The data cover BCG expense and acquisitions of nonfinancial assets (NFA) classified under GFS functional classification (COFOG)[4] code 705 *Environmental Protection* and its subcodes for the period 2018–2020 (see Appendix III to the report). Further work is needed to reconcile data coverage and classification of environmental protection expenditure by COFOG 705 prepared by the MEF GDP and climate-related public expenditure included in the Cambodia Climate Public Expenditure Review (CPER) by the MEF CPER team. The expenditure compilation work revealed remaining issues with the GFS functional classification (COFOG) relating to limited availability and detail of source data for the net acquisition of NFA which is part of government expenditure in GFS. Finalizing and implementing the MEF Guideline on Accounting for Non-current Assets and building a new Public Investment Project Database Management System will enhance relevant source data for data for GFS and PSDS.

6.   **The mission provided recommendations on bridging source data for extrabudgetary units with the GFS economic categories.** Special focus was given to distinguishing grants between BCG and the National Social Security Fund (NSSF) and other Public Administrative Establishments (PAEs). In October 2021, the MEF reported updated GFS for 2019, including data for the NSSF and other PAEs, and GFS for 2020 covering BCG and LGs only. The coverage of 2020 GFS will be expanded once source data for the NSSF and other PAEs become available. The mission pointed out that aggregated budget execution data for PAEs needed further detail to ensure a correct mapping to GFS economic classification and recommended using financial reports for PAEs as additional source data for annual GFS. To support fiscal analysis and medium-term projections, the mission recommended compiling extended GFS time series covering GG for 2018 and back to 2015.

7.   **Following a request from the MEF GDP, the mission advised on strengthening consistency of fiscal balance/budget balance.** The budget policy in Cambodia is based on the national framework – Budget Table 1 and the Tableau des operations financières de l'État (TOFE) – covering BCG and Provincial Level of LGs. Therefore, the budget balance is different from the fiscal balance (net lending/borrowing) in the *GFSM 2014*-based Statement of Government Operations. Moreover, the coverage of annual *GFSM 2014*-based GFS goes

---

[4] COFOG was produced by the Organization for Economic Cooperation and Development and was published together with the other three classifications in United Nations, *Classifications of Expenditure according to Purpose*. While the COFOG as used in the *GFSM 2014* fully agrees with the Organization for Economic Cooperation and Development/ United Nations classification, the concept is applied slightly differently in GFS (see paragraph 6.127, the *GFSM 2014*).

beyond the budget coverage and includes all three levels of LGs as well as extrabudgetary units, which provides a better perspective of the overall government's financial performance. The mission referred the MEF GDP to the *Public Expenditure and Financial Accountability Framework (PEFA) 2016* and the IMF *Fiscal Transparency Code*, explained the advantages of the *GFSM 2014*-based framework and proposed a possible structure of the budget table (see Appendix IV to the report).

8.   The mission assisted the MEF GDP in preparing the technical guidelines on compiling and disseminating GFS and PSDS based on the *GFSM 2014* framework. The document is aimed at supporting the GDP capacity building efforts, ensure sustainability of previously achieved results, and provide a useful reference for further GFS/PSDS developments. The mission shared selected international experience on formalizing the GFS/PSDS compilation and dissemination procedures (Australia, European Central Bank, Indonesia, Russia, and Vietnam) and proposed a detailed structure of the GFS/PSDS Guidelines for Cambodia (see Appendix V to the report).

9.   The following priority recommendations carry particular weight to improving GFS and PSDS in Cambodia (Table 1). A detailed Action Plan for further GFS/PSDS developments is included in Section D of this report.

Table 1. Priority Recommendations

Target Date	Priority Recommendation	Responsible Institutions
December 2021	*Complete annual GFS time series for 2018 with data for NSSF and other PAEs, report 2018 and updated 2019 GFS for general government to the IMF.*	**GDP MEF**
January 2022	*Reconcile GG financial balance sheet data between the MEF and the NBC (International Investment Position, MFS), explain the reasons for remaining discrepancies.*	**GDP MEF, NBC**

DETAILED TECHNICAL ASSESSMENT AND RECOMMENDATIONS

A. Reconciling Government Deposits and Other Stock Positions

10.   Reconciliation of government deposits and other financial balance sheet positions is an important element to ensure the overall quality of national statistics. Reconciliation involves four main steps: (1) comparing the amounts of stock positions reported in different data sets and assess whether the balances are the same; (2) if they are not, identify the reasons for the difference; (3) adjust the discrepancies when possible; and (4) prepare a reconciliation note explaining any differences that remain. Regular reconciliation of financial balance sheet positions for general government and public sector is fundamental for the accuracy and consistency of fiscal data, MFS, International Investment Position (IIP), and national accounts to support macroeconomic analysis, including balance sheet analysis, and enhance data-driven decision-making[5].

11.   *Confidential.*

12.   One of the main issues is the existence of numerous accounts in NBC, ODC and OFC considered as government deposits in MFS but not in fiscal reports. Reconciling government deposits needs concerted efforts of the MEF GDP and GDNT as well as the NBC statistical and accounting/treasury departments. It would be important for the GFS Team in coordination with the NBC to investigate on the accounts' holders and confirm their institutional classification within general government sector in order to identify a real amount of government deposits available for fiscal policy implementation. Another issue that might need further examination when reconciling government deposits in fiscal data and MFS is the recording of the GDNT cash transfers to the LMs' accounts in commercial banks.

13.   Additional efforts are needed to reconcile all financial balance sheet positions for general government in fiscal accounts and statistics compiled by the NBC. Among other issues, the MEF in coordination with the NBC should provide for economically meaningful statistical treatment of equity injections, loans, guarantees, and other financial support to banks (for instance, the Agricultural and Rural Development Bank and the SME Bank of Cambodia) and OFC (for instance, the Credit Guarantee Corporation of Cambodia) under the COVID-19-related fiscal intervention package. The mission pointed out that in the absence of realistic expectations of return on equity injections or loan repayment by a financial institution, a capital transfer (expense) should be recorded rather than an increase in government's financial assets.

Recommended Action:

- Reconcile GG financial balance sheet data between the MEF and the NBC (IIP, MFS), explain the reasons for remaining discrepancies, including difference between the

---

[5] Further references to data consistency, reconciliation, and integrity can be found in the IMF *Manual of Fiscal Transparency*, *the Fiscal transparency Handbook,* the IMF *Data Quality Assessment Framework*, and the IMF FAD How-to-note *Fiscal policy, how to check integrity of fiscal data*.

GDNT and Debt Management and Financial Analysis System (DMFAS) data for loans to GG provided by the banking system – **priority recommendation**

B. Tracking Government Expenditure on Environmental Protection

14.   Macro-critical climate-related risks and policy challenges are becoming part of the IMF surveillance agenda and will be addressed in Article IV consultations of member countries. The 2021 *Comprehensive Surveillance Review*[6] provides the strategic direction for the IMF's surveillance work for the coming years. In addition to traditional fiscal, monetary, exchange rate and financial issues, the IMF's policy advice will cover climate change, digital technology, inequality, and global events like the COVID-19 pandemic. Climate change discussion can include the analysis of emission trends and projections based on current policies, a description of the authorities' climate adaptation and mitigation objectives and policies, an assessment of their effectiveness and options to further improvements, as well as a country's contribution to the global mitigation effort.

15.   The new surveillance modalities need to be supported by additional data and tools to be used in macroeconomic analysis and policy-making. In cooperation with other international organizations, the IMF has launched the CCID as a comprehensive aggregator for statistical indicators on climate change, greenhouse gas emissions from economic activity, trade in environmental goods, green finance, government policies, and physical and transition risks. Users of the CCID will be able to assess the linkages between economic and financial activities and government policies on the one hand, and climate change (and environment more broadly) on the other—either on a country-level or cross country basis—by analyzing a standardized set of comparable data.

16.   Climate-related Government Policy Indicators include environmental taxes, expenditure on environmental protection and fossil fuel subsidies. More specifically, the indicators cover: (i) government revenues from environmental taxes on energy, transport, pollution and resource consumption; (ii) government spending on environmental protection, such as pollution abatement, protection of biodiversity and landscapes, and waste management; and (iii) explicit and implicit fossil fuel subsidies that show the impact of government policy decisions on fossil fuel prices paid by consumers compared to an unsubsidized price that accounted for climate change and other externalities. The indicators are generated from fiscal data and model-based estimates for implicit and explicit fossil fuel subsidies. Data on environmental taxes and environmental protection expenditures are available for around 100 countries, with ongoing work to extend the country coverage of this data.

17.   The mission assisted the MEF GDP in compiling government expenditure on environmental protection for the CCID. Environmental Protection is one of the 10 divisions for the Classification of the Functions of Government (COFOG). The data compiled during the mission cover BCG expense and acquisitions of NFA for 2018-2020 under COFOG code 705 *Environmental Protection* and its subcodes (see Appendix III to the report). The GDP informed

---

[6] The IMF *Comprehensive Surveillance Review* web site: https://www.imf.org/en/Topics/Comprehensive-Surveillance-Review

the mission that only two LMs were reporting Government Expenditures on Environmental Protection (COFOG 705) and relevant expenditure groups: the Ministry of Environment (MoE) and the Ministry of Water Resources and Meteorology (MoWRAM). The FMIS contains data on current expense split by COFOG 705 subcodes. The data on the MoE and MoWRAM capital expenditure is based on the TOFE implementation report by ministries (which does not include the split by COFOG 705 subcodes) and limited data on externally financed capital projects.

18.   The largest part of environmental protection expenditure falls under COFOG 7056 *Environmental protection not elsewhere classified*. Additional checks on the content of the MoE and MoWRAM programs related to environmental protection and their mapping to COFOG could improve the expenditure allocation from COFOG 7056 to the more typically seen COFOG codes 7051 *Waste management*, 7052 *Waste water management*, 7053 *Pollution abatement*, and 7054 *Protection of biodiversity and landscape*. Further work is needed to reconcile data coverage and classification of environmental protection expenditure under COFOG 705 prepared by the MEF GDP and climate-related public expenditure included in the Cambodia Climate Public Expenditure Review (CPER) by the MEF CPER team.

19.   The environmental expenditure compilation work revealed remaining issues with COFOG. The most important issue relates to limited availability and detail of source data for the net acquisition (i.e., acquisitions minus disposals) of NFA, which is part of government expenditure in GFS. Currently, the MEF is developing a new Guideline on Accounting for Non-current Assets. BCG, PAEs, and LGs are supposed to use the new Guidelines in their accounting. In addition, the MEF is building a new Public Investment Project Database Management System (PIP_DBMS), which will accumulate data on public investment projects at all levels of the government's implementing and executing agencies. Finalizing and implementing the Guideline on Accounting for Non-current Assets and building the PIP_DBMS will enhance relevant source data for GFS and PSDS.

Recommended Actions:

• *Consider improving the coverage and classification of expenditure on environmental protection by cross-checking with the CPER Review database;*

• *Compile Table 7 (Expenditure by Functions of Government) covering expense and net acquisitions of NFAs and report to the IMF as part of annual GFS submission.*

C. Strengthening Consistency of Fiscal Balance/Budget Balance

20.   Budget execution reports, fiscal statistics, and government financial statements or accounts constitute three main categories of fiscal reports. Fiscal reporting is one of four pillars included in the IMF *Fiscal Transparency Code* (2014) and covers the following dimensions: (i) coverage, in terms of institutions, stocks, and flows; (ii) frequency and timeliness; (iii) quality, in terms of the international comparability and internal and historical consistency of fiscal reports; and (iv) integrity of reported information, in terms of the degree of external validation and the comparability of budget and outturn data.

21.   Effective fiscal management and accountability require consistency and comparability of ex ante and ex post fiscal information. According to the IMF *Fiscal Transparency Handbook* (2018), this means that budget execution reports, fiscal statistics, and financial statements should be prepared and presented on the same basis as fiscal forecasts and budget. The differences among various fiscal documents may exist but should be explained and reconciled through bridging/derivation tables that present the main adjustments needed to move from one summary measure of fiscal performance to another. The reconciliations and explanations should be provided for a core set of fiscal aggregates—namely, revenue, expenditure, the fiscal balance, and public debt.

22.   In order to promote greater transparency and accountability, some countries fully align the reporting standards across budgets, accounts, and statistics. For instance, in Australia the Final Budget Outcome is prepared on the same basis as the budget and provides a direct comparison of the outcome to the budgeted amounts, both for the flows (revenues and expenditures) and for the stocks (net debt and net financial worth), with all major deviations explained. It also provides a direct comparison with the financial statements of the general government sector, as well as the nonfinancial and financial public corporation sectors. All fiscal information is based on common reporting standards, largely in line with the *GFSM 2014*.[7]

23.   Net lending/net borrowing (NLB) is the basic indicator of the fiscal balance derived directly from the *GFSM 2014* framework. It can be measured from "above-the-line" as revenue minus expenditure (with expenditure comprising expense plus the net investment in NFA) or alternatively from "below-the-line" as the difference between transactions in financial assets and liabilities. Another fiscal indicator – the *overall fiscal balance* – reflects the NLB after adjustments for transactions that are deemed to be for public policy purposes. Notably, all proceeds under privatization are included as financial items, while policy lending is treated as an expense rather than a transaction in financial assets.[8]

24.   The budget policy in Cambodia is based on the national framework – Budget Table 1 and TOFE covering BCG and Provincial Level of LGs. The MEF publishes the TOFE-to-GFS derivation table for BCG and explanations on the advantages of *GFSM 2014*-based fiscal formats on its official website. The main differences between the TOFE and the *GFSM 2014*-based GFS relate to the treatment of capital revenue, grants, gains/losses on currency exchange, government lending, and loan repayment. Moreover, the coverage of annual *GFSM 2014*-based GFS goes beyond the budget coverage and includes all three levels of LGs as well as extrabudgetary units, which provides a better perspective of the overall government's financial performance. The mission noted that the Article IV consultations with Cambodia are based on the *GFSM 2014* format for General Government Operations.

25.   The 2021 national PEFA performance assessment for Cambodia includes public finance transparency evaluation. The comprehensiveness of fiscal information available to

---

[7] See Box 2.34 in the IMF *Fiscal Transparency Handbook* (2018).

[8] Tables 4A.1 and 4A.2 of the *GFSM 2014* present different fiscal indicators that can be derived from GFS directly or using additional data.

the public is assessed through the indicator *PI-9. Public access to fiscal information*. This indicator for Cambodia is scored D because public access to fiscal information in accordance with the PEFA-specified timeframes is available only for 2 basic elements (from 5 defined by PEFA) and 1 additional element (from 4 defined by PEFA). A higher score would require that at least 4 basic elements are available, including the publication of the annual draft budget law, the availability of the annual budget execution report within six months of the fiscal year's end, and publication of the audit report on budget settlement law. The findings of the 2021 PEFA assessment will assist the MEF in updating consolidated action plans for PFM reforms.

26.   The ongoing PFM reforms provide a good opportunity to consider gradual shifting to the *GFSM 2014*-based presentation throughout the budget cycle. A new budget presentation could facilitate international surveillance, enhance the integrity of fiscal reports, provide for a systemic evaluation of the current policy impact on a long-term fiscal sustainability, and improve fiscal transparency. The mission proposed a possible format for the *GFSM 2014*-based budget presentation (see Appendix IV to the report).

Recommended Actions:

- *Update explanations on the advantages of using GFS in fiscal analysis and the TOFE/GFS derivation table (by adding transactions in financial assets) on the MEF website;*

- *Prepare the first draft of technical guidelines on compiling and disseminating the GFSM 2014–based GFS and Quarterly PSDS.*

D. Action Plan to Improve GFS/PSDS Compilation and Dissemination

N	Indicative Target Date	Recommendation	Responsible Institutions
Outcome: Data are compiled and disseminated using the coverage and scope of the latest manual/guide			
1.	December 2021	Conclude on the possibility of using cash-based IPSAS reports for 20172019 as source data for compiling GFS Statement II (Statement of Sources and Uses of Cash)	GDP MEF
2.	December 2021	Report the coordinated list of general government and public sector units to STA as part of annual GFS metadata	GDP MEF
3.	December 2021	Complete annual GFS time series for 2018 with data for NSSF and other PAEs, report 2018 and updated 2019 GFS for general government to the IMF – ***priority recommendation***	GDP MEF
4.	December 2021	Discuss the draft MoU (including the ToR for the GFS Technical Working Group on Consistency in the System of Macroeconomic Statistical Accounts) with the NIS and the NBC, prepare and approve the final version	GDP MEF, NBC, NIS
5.	December 2021	Improve GFS for LGs to ensure an accurate split between Compensation of employees (GFS code 21), Use of goods	GDP, GDNT, and

N	Indicative Target Date	Recommendation	Responsible Institutions
		and services (GFS code 22), and Acquisitions of nonfinancial assets (GFS code 31)	GDSNAF MEF,
6.	January 2022	Reconcile GG financial balance sheet data between the MEF and the NBC (IIP, MFS), explain the reasons for remaining discrepancies, including difference between the GDNT and DMFAS data for loans to GG provided by the banking system– *priority recommendation*	GDP MEF, NBC
7.	February 2022	Reconcile GG data on transactions between MEF and NBC (BOP), explain the reasons for remaining differences	GDP MEF, NBC
8.	February 2022	Publish the 2015–2018 consolidated balance sheet (Table 6) for budgetary central government and local governments as part of GFS on the MEF website and report it to the IMF	GDP MEF
9.	April 2022	Compile the 2019 consolidated balance sheet (Table 6) for budgetary central government and local governments	GDP MEF
10.	May 2022	Reconcile GG data on transactions between MEF and NIS (Production account, Income Accounts, Saving) explain the reasons for remaining differences.	GDP MEF, NIS
Outcome: Data are compiled and disseminated using the classification of the latest manual/guide			
11.	December 2021	Use available financial reports of PAEs (in addition to their budget execution tables) as source data for 2020 annual GFS	GDP MEF
12.	December 2021	Review GFS Table 2 (Expense) for budgetary central government generated from FMIS, make necessary corrections of mapping CoA to GFS in FMIS	GDP and FMIS Team MEF
13.	December 2021	Review GFS Table 2 (Expense) for local governments generated from FMIS, make necessary corrections of mapping CoA to GFS in FMIS	GDP and FMIS Team MEF
14.	January 2022	Prepare the first draft of technical guidelines on compiling and disseminating the *GFSM 2014*–based GFS and Quarterly PSDS	GDP MEF
15.	February 2022	Consider improving the coverage and classification of expenditure on environmental protection by cross-checking with the CPER Review database	GDP MEF
16.	March 2022	Generate and review GFS Table 3 (Transactions in Assets and Liabilities) for budgetary central government from FMIS, make necessary corrections of mapping CoA to GFS in FMIS	GDP, GDICDM, and GDNT
17.	March 2022	Generate and review GFS Table 3 (Transactions in Assets and Liabilities) for local governments from FMIS, make necessary corrections of mapping CoA to GFS in FMIS	GDP and GDNT, MEF
18.	June 2022	Compile Table 7 (Expenditure by Functions of Government) covering expense and net acquisitions of NFAs and report to the IMF as part of annual GFS submission	GDP, MEF

N	Indicative Target Date	Recommendation	Responsible Institutions
Outcome: Higher frequency data has been compiled and disseminated internally and/or to the public			
19.	December 2021	Update explanations on the advantages of using GFS in fiscal analysis and the TOFE/GFS derivation table (by adding transactions in financial assets) on the MEF website	GDP MEF
20.	April 2022	Report to the Joint World Bank–IMF PSDS database on a quarterly basis	GDP and GDICDM, MEF
21.	April 2022	Improve data coverage of quarterly PSDS to include accounts payable and report to the Joint World Bank–IMF PSDS database	GDP and GDICDM, MEF
22.	May 2022	Review available source data for SOEs and conclude on the possibility of compiling GFS on public sector	GDP and GDSPNTR, MEF

Appendix I. Officials Met During the Mission

Name	Institution
H.E. Cheang Vanarith	Director General, GDP
Dr. Chhau Somethea	Deputy Director General of the GDP
Sok Khorn	Director, Statistics and Economic Analysis Department, GDP
Yorn Sambath	Deputy Director, Statistics and Economic Analysis Department, GDP, MEF
Khut Chankanika	Young Economist Professional, GDP, MEF
Prak Tha Achharawadei	Young Economist Professional, GDP, MEF

Appendix II. Implementation of the Previous Mission's Recommendations

Confidential.

Appendix III. Environmental Protection Expenditure for 2018–2020

Cambodia   **522**

In Mln KHR / Fiscal year ends December 31

	Environmental Protection Expenditures (COFOG)			
	Budgetary Central Government	**2018**	**2019**	**2020**
705	**Environmental Protection**	136 116,1	130 530,4	124 944,8
7051	Waste management	22,2	26,5	30,9
7052	Waste water management	388,3	203,7	19,1
7053	Pollution abatement	134,2	98,8	63,4
7054	Protection of biodiversity and landscape	17 107,3	23 573,9	30 040,5
7055	R & D Environmental protection	3 536,3	2 485,0	1 433,6
7056	Environmental protection not elsewhere classified	114 927,7	104 142,5	93 357,3

Appendix IV. Proposals for the *GFSM 2014*-based Budget Presentation

GFSM 2014-based Budget Presentation

Billion RKH

Aggregates/Balancing Items	FY 2021		FY 2022		Changes from FY 2021	
	Amount	%	Amount	%	Amount	%
1.Revenue						
Taxes						
Social contributions						
Grants						
Other revenue						
2. Expenditure						
Compensation of employees						
Use of goods and services						
Interest						
Grants						
Social benefits						
Other current expense						
Investment in nonfinancial assets *						
3. Net lending (+) / Net borrowing (-) (1-2)						
4. Net Financing operations (4.1-4.2 = 3)						
4.1. Net acquisition of financial assets						
Domestic debtors						
External debtors						
4.2. Net incurrence of liabilities						
Domestic debtors						
External debtors						

* Acquisition less disposal of non-financial assets

Appendix V. Detailed Structure of the GFS/PSDS Guidelines for Cambodia (First Draft)

1. **Introduction**

   A. General Overview of GFS/PSDS

   B. Advantages of using GFS/PSDS Framework

   C. Main Users of GFS/PSDS

   D. Purpose of the GFS/PSDS Guidelines

2. **Institutional Arrangements for GFS/PSDS**

   A. Legal Framework for GFS/PSDS Compilation and Dissemination

   B. Responsibilities of MEF General Departments

   C. Inter-agency Working Group

3. **Standard Reporting Requirements for GFS/PSDS**

   A. Institutional Coverage

   B. Standard Quarterly Reports

   C. Standard Annual Reports

4. **General Government and Public Sector in Cambodia**

   A. General Government Sector and its Sub-sectors

   B. Public Sector and its Sub-sectors

5. **Data Sources for GFS/PSDS**

   A. TOFE

   B. Trial Balances

   C. Budget Execution Tables (PAEs)

   D. Financial Reports (PAEs and SOEs)

   E. PIM Database

   F. FMIS and DMFAS

6. **Compilation Instruments**

   A. Classification Assistant

   B. Bridge Tables

   C. GFS Tables Generated from FMIS and DMFAS

7. *Practical Issues for Consolidation*

A. General Rules for Consolidation

B. Consolidation at the Central Government Level

C. Consolidation at the Local Government Level

8. *Monthly Reporting*

A. Institutional and Data Coverage

B. Reporting Format

C. Dissemination

9. *Quarterly Reporting*

A. Institutional and Data Coverage

B. Reporting Format

C. Dissemination

10. *Annual Reporting*

A. Institutional and Data Coverage

B. Reporting Format

C. Dissemination

11. *Relationship to Other Fiscal Data*

A. Budget Law

B. TOFE

C. Cash IPSAS

D. Debt Bulletin

C. IMF Article IV Fiscal Table

12. *Relationship to Other Macroeconomic Datasets*

A. Monetary and Financial Statistics

B. Balance of Payments and IIP

C. National Accounts