

# Trends in Design and Implementation of Financial Management Information Systems (FMIS)

Cem Dener



Treasury Management Seminar  
Lima, Peru  
15-16 April 2010

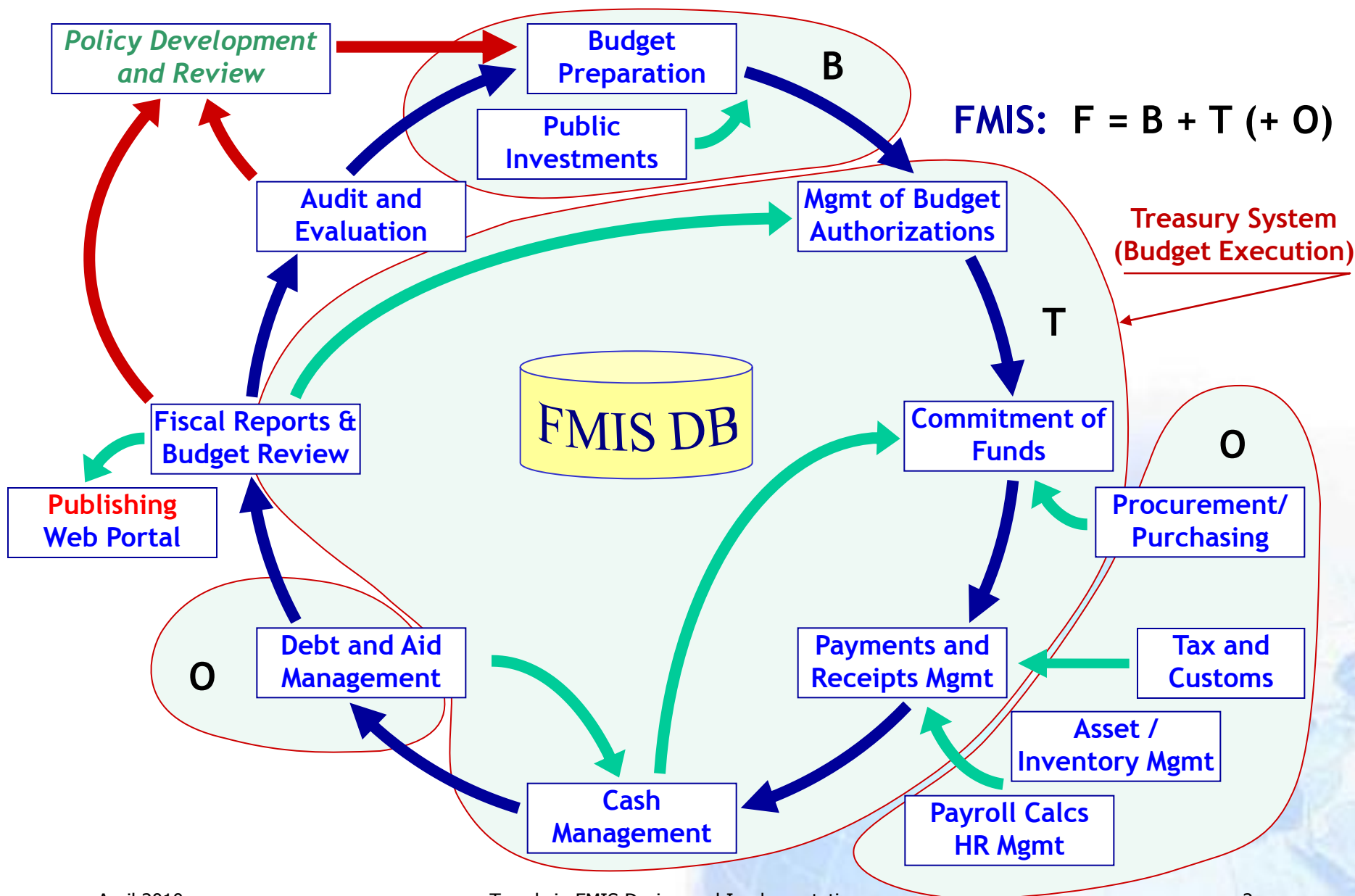


## Presentation

- What is FMIS?
- FMIS Implementation Approach
- Design & Implementation of FMIS Solutions
- Treasury Single Account
- FMIS Technical (ICT) Solutions
- FMIS Timeline
- Treasury/FMIS Projects (1984-2010)
- Monitoring and Knowledge Sharing
- Challenges and Conclusions



# What is FMIS?





## Approach

### 1. Identify PFM reform needs ( What? Why? )

Assess Readiness + Define Strategy

➡ Conceptual Design

Identify “Priorities” and “Sequencing” of PFM Reforms

### 2. Develop necessary solutions ( How? Where? When? )

Functionality + Tech Architecture + Specs

➡ System Design

Identify “FMIS Prerequisites”

### 3. Project management ( Who? )

Implement + Monitor + Evaluate + Coord

➡ FMIS Implementation

Strengthen “Institutional Capacity” for Procurement, FM, ICT



# Integrated FMIS Development Phases

Integrated FMIS Development : years

0 1 2 3 4 5 6 7 8 9 10

## 1. Identify PFM reform needs

Assess existing capacity & practices

Develop PFM Reform Strategy

Advisory support for PFM reforms

**Conceptual Design**

Coordination with donors / other projects

Assistance in PFM capacity building

## 2. Develop necessary solutions

Assess existing ICT skills and resources

Develop ICT/e-Gov Strategy

**System Design**

**Technical Specifications [ ICB docs ]**

Coordination with e-Gov / other ICT prj

Assistance in technical capacity building

## 3. Project management

Project Management Group (PMG)

Administration of Trust Funds (if any)

**Procurement of ICT solutions [ ICB ]**

Establishment of a countrywide network

System implementation, test, acceptance

Monitoring & Evaluation

Capacity building & Change Management

Preparation

Approval

FMIS design + implem  
may take at least 6-7  
years, despite advances  
in technology

Implementation

FMIS take off

Support and  
Maintenance

Flying  
Solo

Warranty

Post  
Warranty



# FMIS Functionality / Implementation Options

## FMIS Functions

- Macroeconomic Forecasting
- Budget Preparation
- **Core Treasury System**
  - ▶ Expenditure Management
  - ▶ Revenue Management
  - ▶ Accounting (General Ledger)
  - ▶ Cash / Fund Management
  - ▶ Commitments / Purchasing
  - ▶ Financial Reports
- Operational Support for SUs
- Internal Debt Management
- External Debt and Aid Mgmt.
- Asset / Inventory Management
- Personnel Database / Payroll
- Support for Auditing
- Web Publishing (Web Portal)
- Decision Support Tools (MIS)

## Common Implementation Options

- LDSW / Existing Models
- LDSW / COTS
- COTS (customized)
  - + Interface w banking system (TSA)
  - + Interface w revenue collection
  - + Interface w banking system (TSA)
  - + Interface w procurement agency
- LDSW for Spending Units (via Web Portal)
- LDSW / Interface with Debt Mgmt System
- Interface with Debt Mgmt System
- LDSW / COTS
- LDSW / COTS
- Custom developed reports
- LDSW
- COTS / LDSW

[ COTS : “customized” Commercial-off-the-Shelf Software

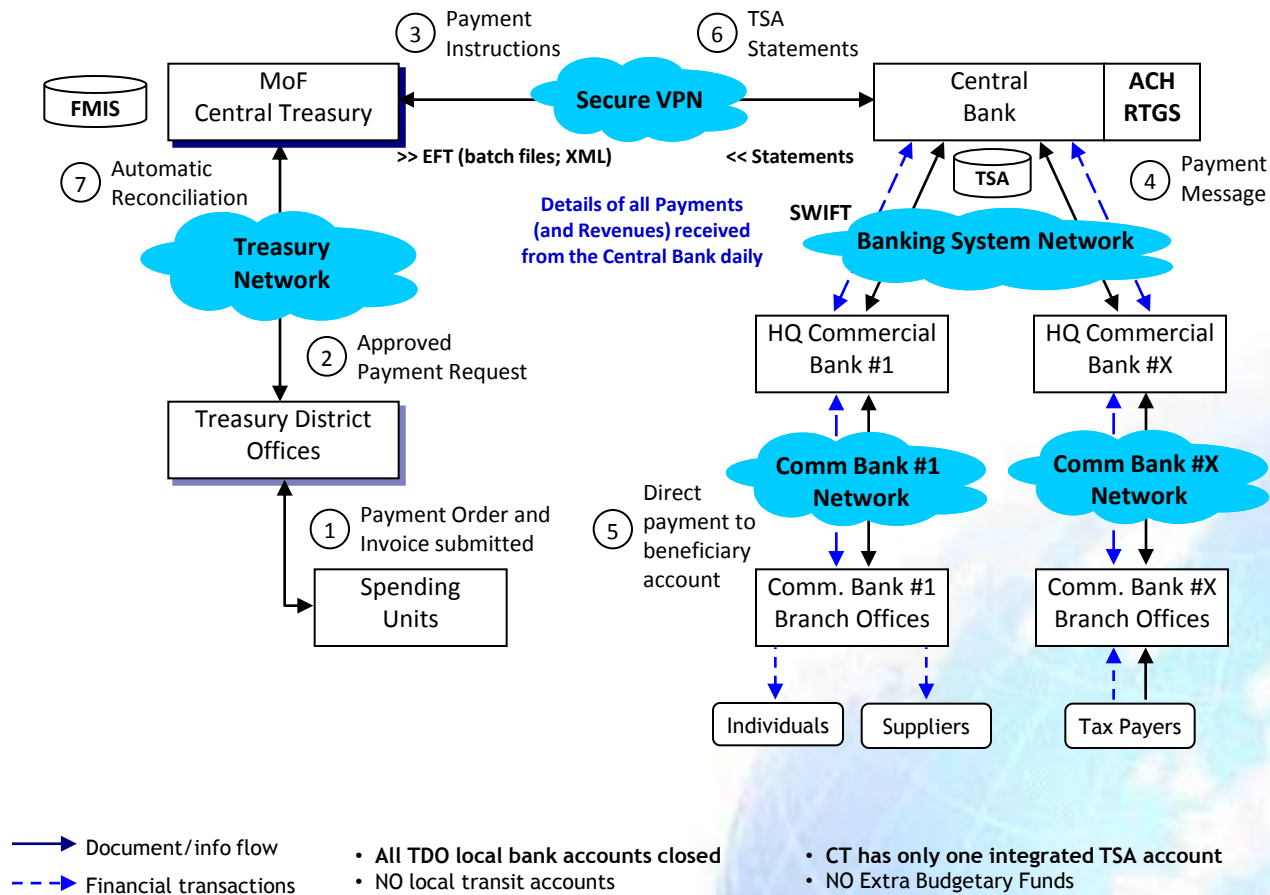
LDSW : Locally Developed Software

TSA : Treasury Single Account ]



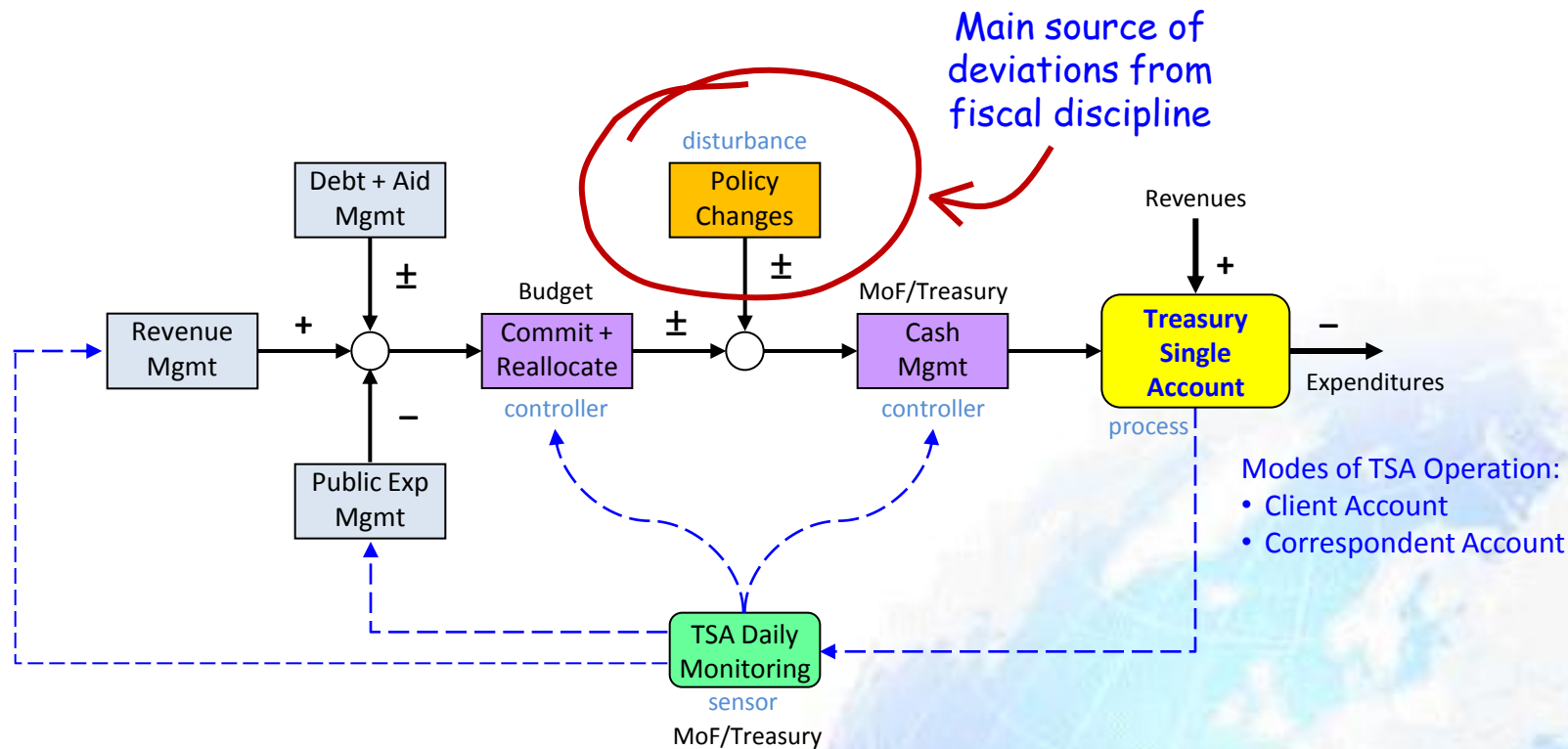


## Centralized TSA Model





## Core Treasury Operations (Stochastic Process)





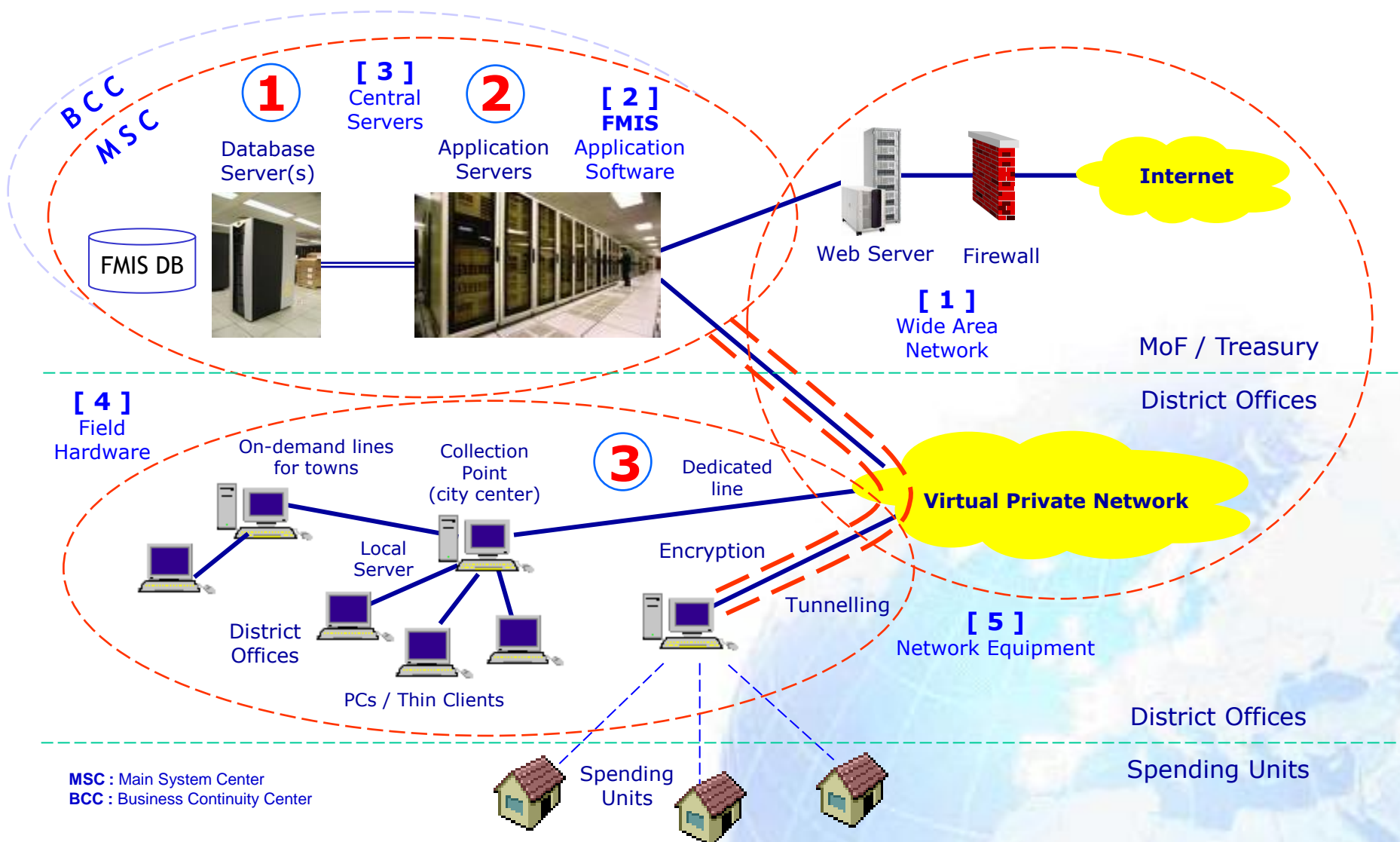


- Modern integrated FMIS systems are designed and implemented as centralized web-based applications, supporting decentralized operations
- Implementation of the FMIS includes the following ICT components:
  - [1] Establishment of countrywide network connections (communications lines) usually as a Government contribution.
  - [2] Development of web-based Application Software (ASW) as a combination of customized COTS package + locally developed software (hybrid solution).
  - [3] Installation of central servers (database & application servers) and data storage units (fiber disk arrays) at the Main System Center & Business Continuity Center.
  - [4] Installation of standard field hardware (domain servers, user workstations and peripherals) in central and field offices.
  - [5] Installation of network equipment, system security and user management tools and engineering support solutions.



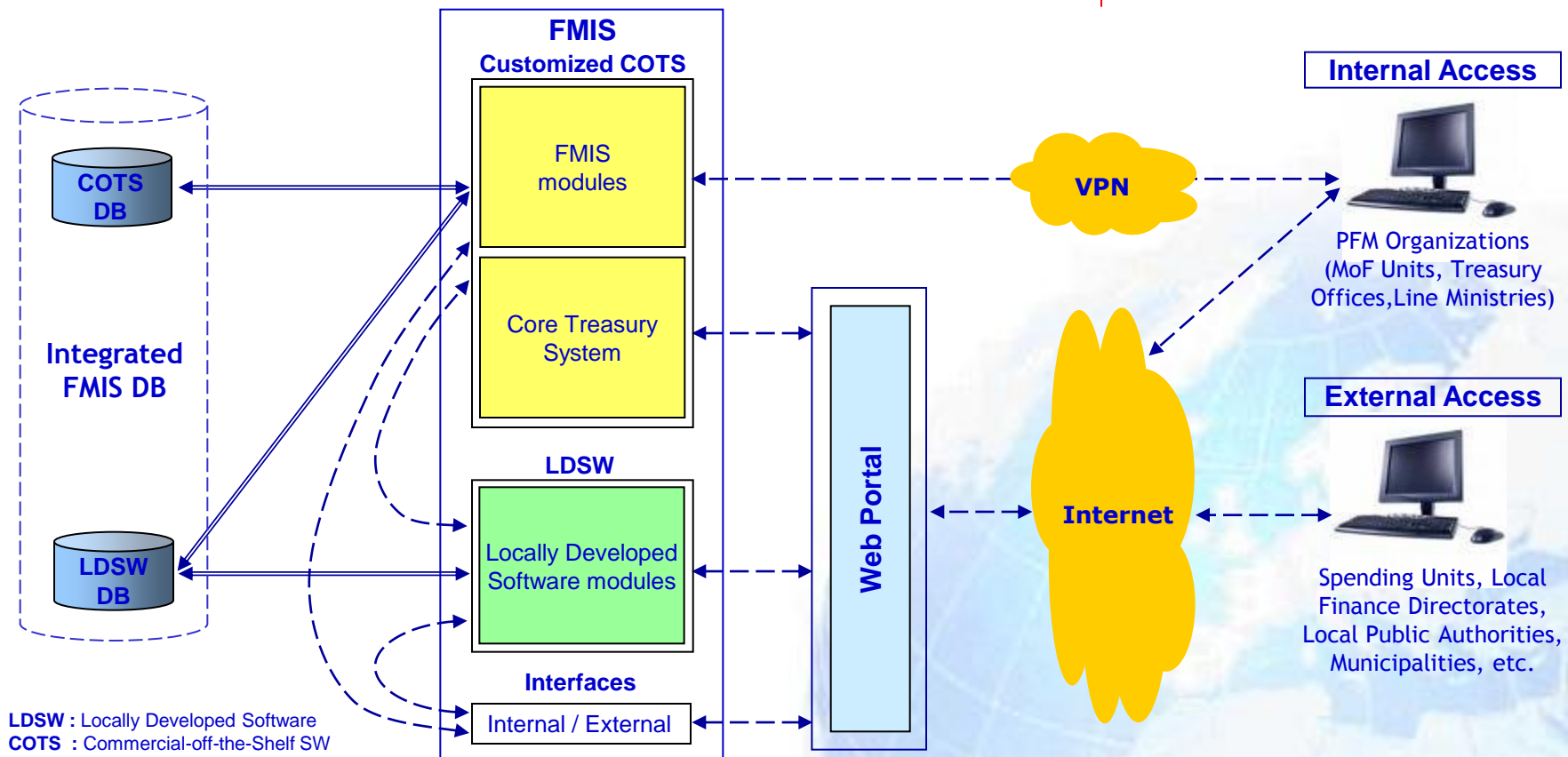
# FMIS Technology Architecture

## A typical 3-tier web-based implementation and [ ICT ] components



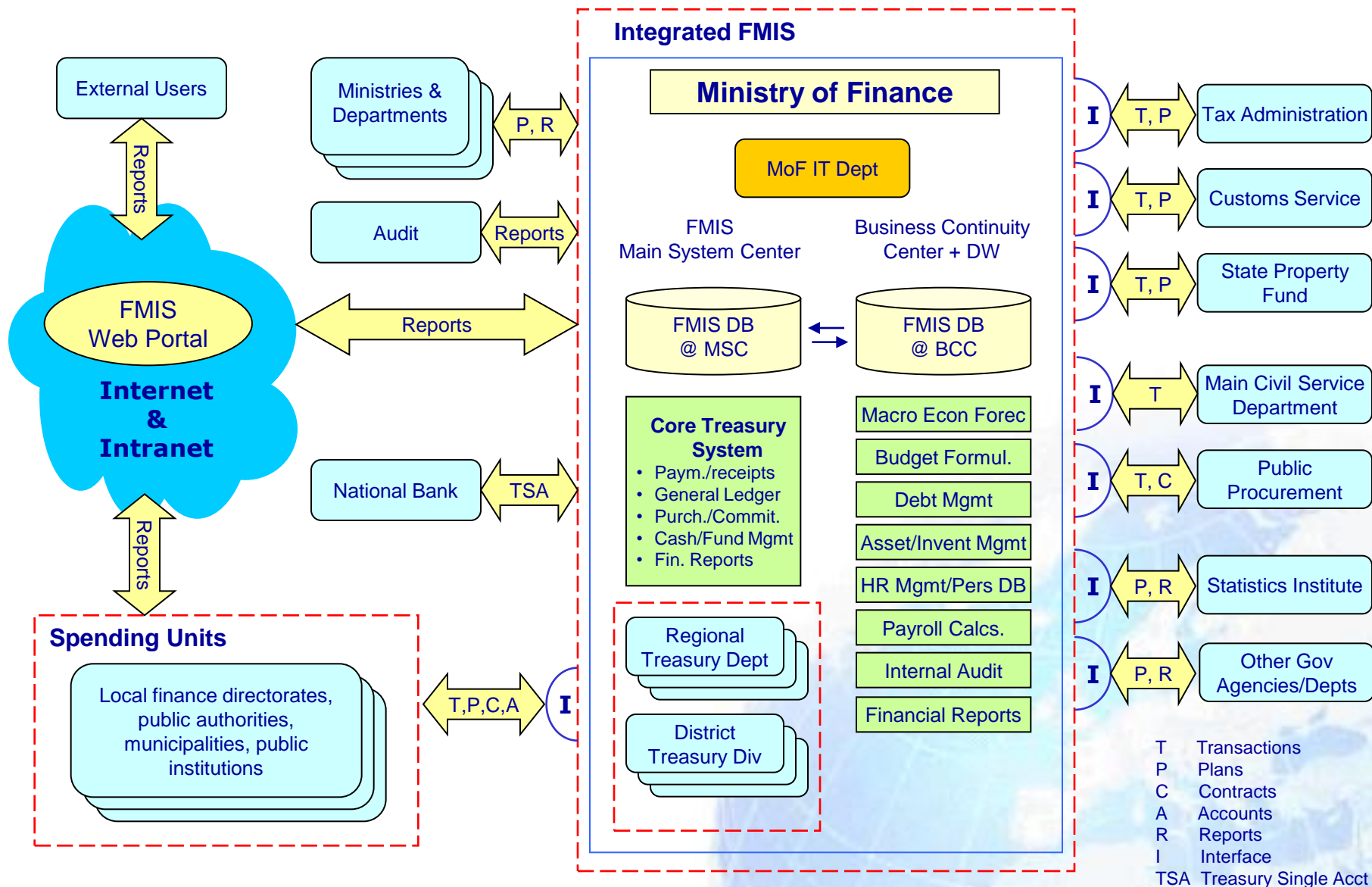


# Web-based FMIS Model



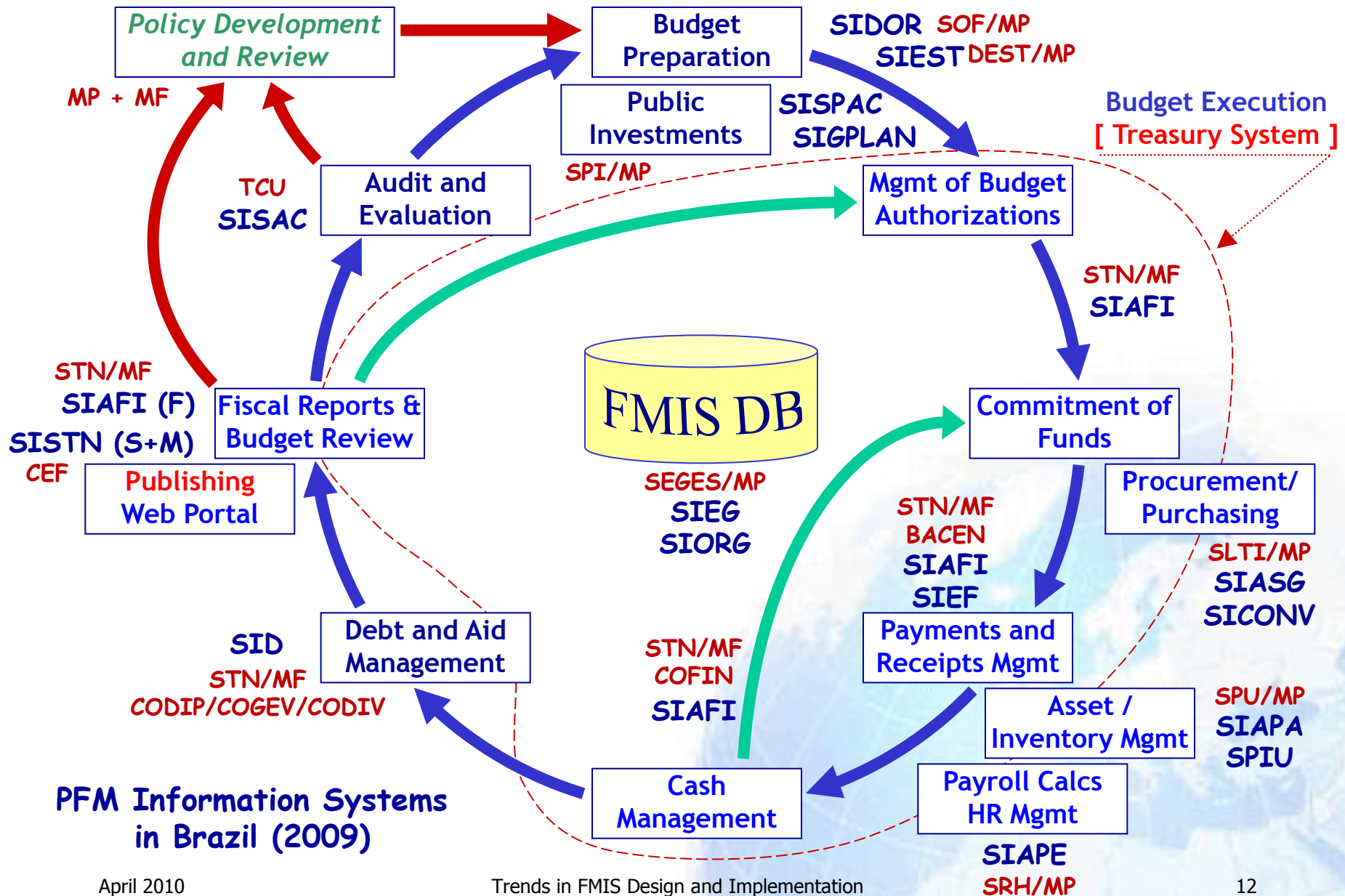


# FMIS Functionality (Ukraine)





# FMIS in Brazil



PFM Information Systems  
in Brazil (2009)



# FMIS Projects (1984-2010)

WB Funded Treasury/FMIS Projects		Closed	Active	Pipeline	Projects
<b>Africa</b>					<b>24</b>
1	Burkina Faso	1	1		2
2	Cape Verde	1			1
3	Congo, Democratic Republic of		1		1
4	Gambia, The	1		1	2
5	Ghana	1			1
6	Kenya	1	1		2
7	Liberia		1		1
8	Madagascar	1	1		2
9	Malawi	2			2
10	Nigeria	1		1	2
11	Sierra Leone	1	1		2
12	Tanzania		1		1
13	Uganda	2	1		3
14	Zambia	1	1		2
<b>East Asia and Pacific</b>					<b>11</b>
1	Cambodia		1	1	2
2	China	1			1
3	Indonesia	1	1		2
4	Lao People's Democratic Republic		1	1	2
5	Mongolia	1	1		2
6	Timor-Leste		1		1
7	Viet Nam		1		1
<b>Europe and Central Asia</b>					<b>14</b>
1	Albania	1	1		2
2	Azerbaijan	1			1
3	Georgia		1		1
4	Hungary	1			1
5	Kazakhstan	1			1
6	Kyrgyz Republic		1		1
7	Moldova		1		1
8	Russian Federation		1		1
9	Slovak Republic	1			1
10	Tajikistan		1		1
11	Türkiye	1			1
12	Ukraine	1	1		2

## WB Funded Treasury/FMIS Projects in 51 Countries

WB Funded Treasury/FMIS Projects		Closed	Active	Pipeline	Projects
<b>Latin America and Caribbean</b>					<b>32</b>
1	Argentina	2			2
2	Bolivia	3			3
3	Brazil	2			2
4	Chile	2	1		3
5	Colombia	2	1		3
6	Ecuador	3			3
7	El Salvador	1		1	2
8	Guatemala	2	1		3
9	Honduras	2		1	3
10	Jamaica	2			2
11	Nicaragua	3		1	4
12	OECS countries		1		1
13	Venezuela, Republica Bolivariana de	1			1
<b>Middle East and North Africa</b>					<b>3</b>
1	Algeria	1			1
2	Yemen, Republic of		1	1	2
<b>South Asia</b>					<b>7</b>
1	Afghanistan	3	1		4
2	Maldives	1			1
3	Pakistan	1	1		2

51 countries

54	29	8	91
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The review of WB funded FMIS projects was initiated by Dorotinsky (SM, ECSP4) in Sep 2009, to revise/update the FMIS Report drafted in 2002 with contributions from Watkins, Rozeira, Arizti, Bellver, Arrobbio, Ossio, Howard and Dener, as well as other interested specialists.

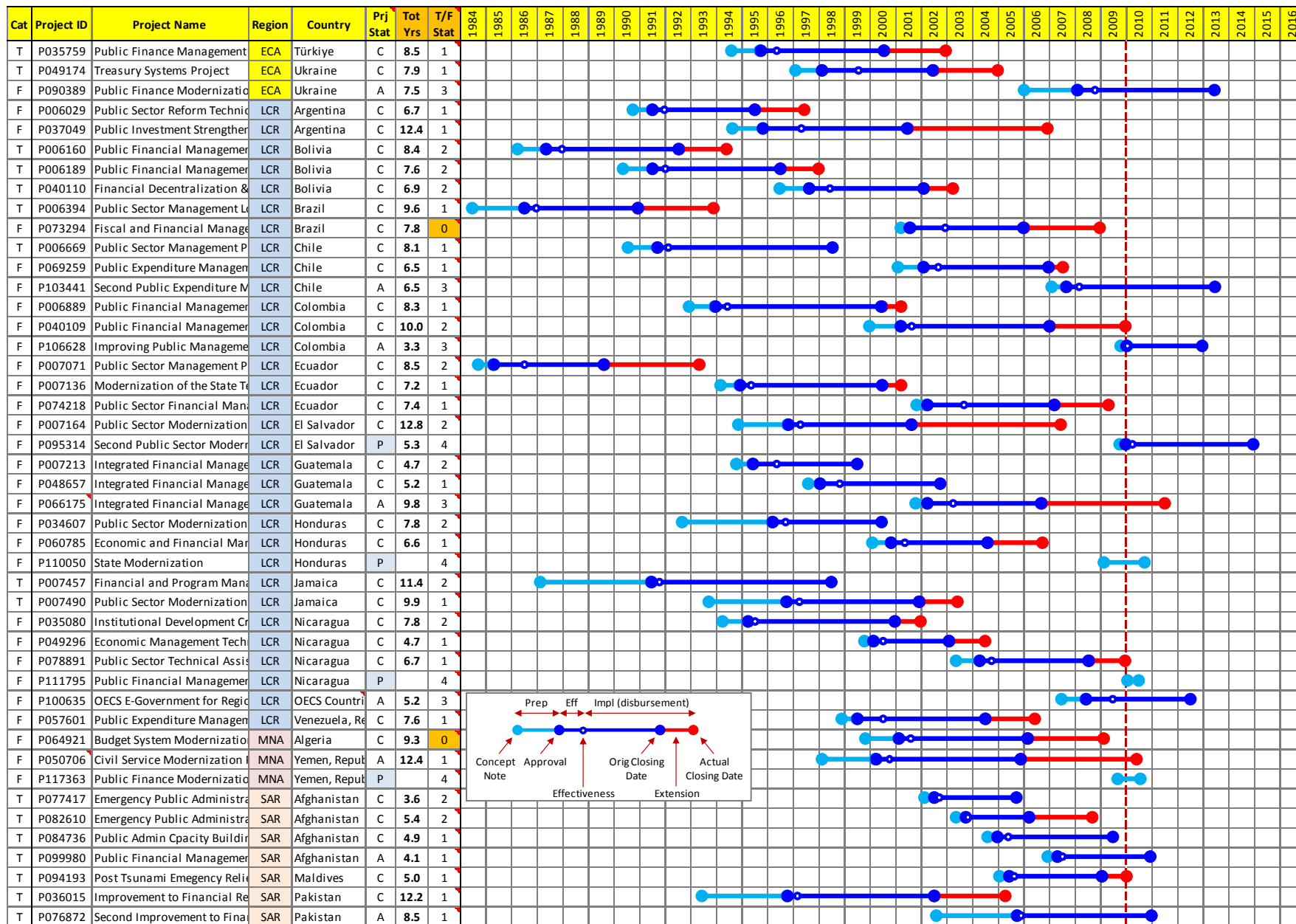






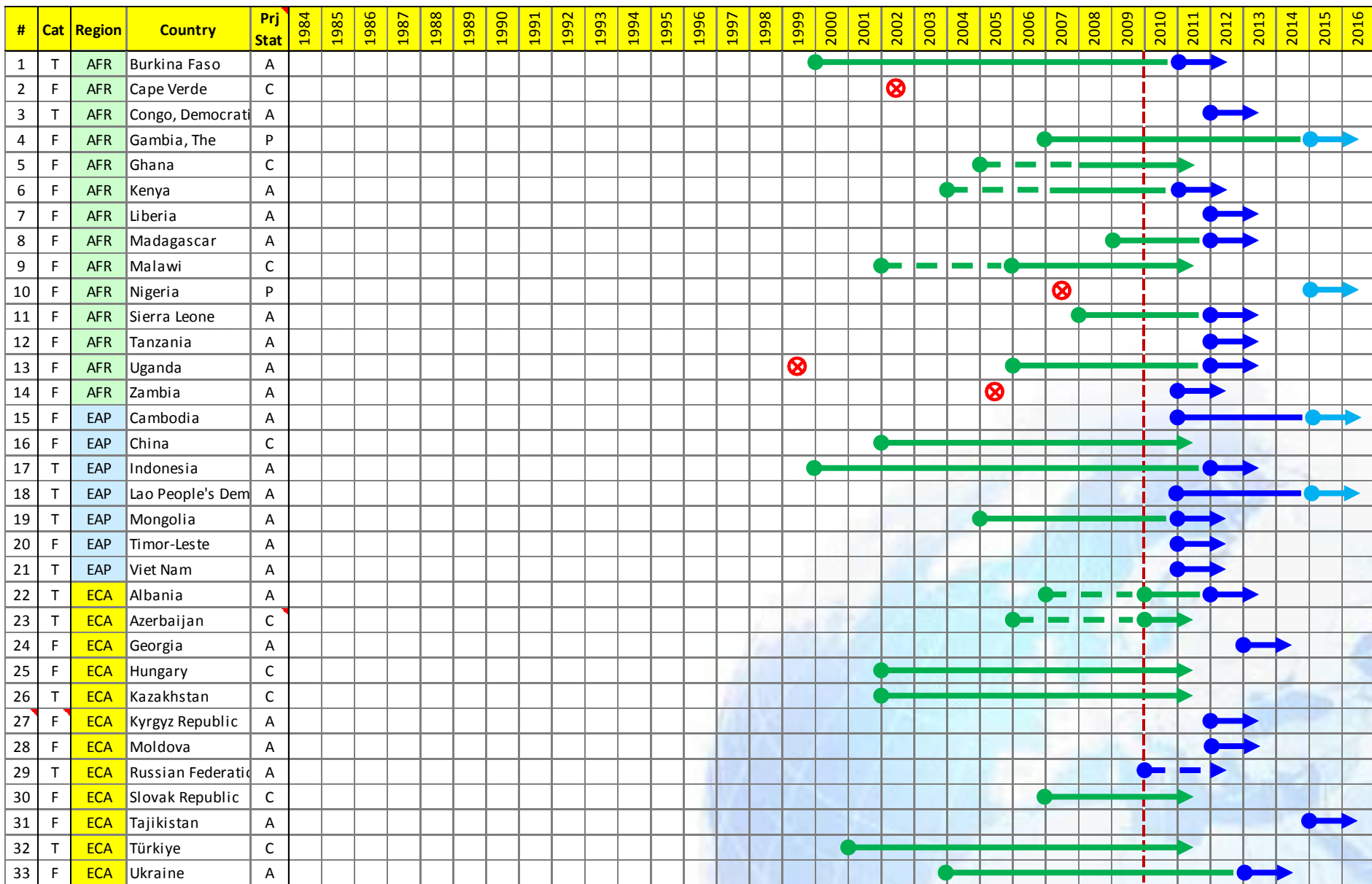


# Timeline of FMIS Projects - II





# FMIS in Operations - I









## Sistema Integrado de Administracion Financiera (SIAF)

[illegible]

T	18	14	AFR	Closed	17
F	33	7	EAP	Active	29
	51	12	ECA	Pipeline	5
		13	LCR		51
		2	MNA		
		3	SAR		

-  T/F Operational (Completed)
-  T/F Expected Go-Live (Active)
-  T/F Planned (Pipeline)
-  T/F Not Implemented

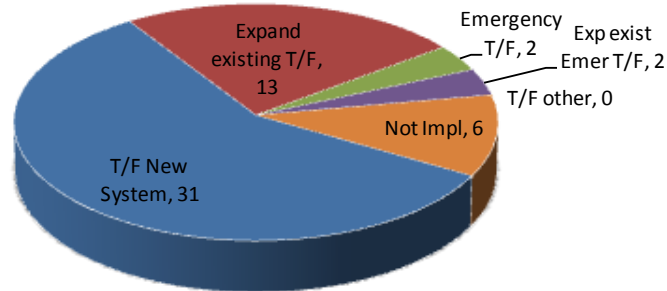
Notes:

- Above timelines denote the operational period of T/F systems developed through Bank funded projects.
- In some countries, several consecutive projects were implemented to expand or upgrade existing T/F.
- Dashed lines denote the transition to full scale operations.

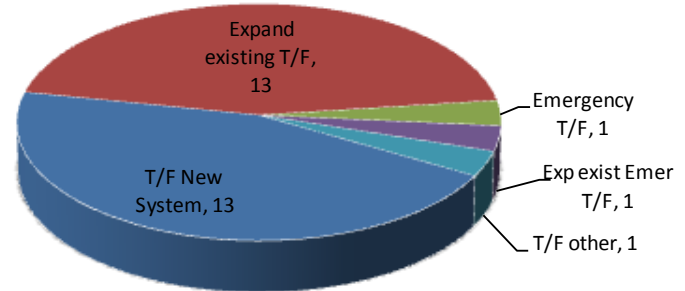


## Type of FMIS Projects

Type of Completed Treasury/FMIS ( 54 prj )



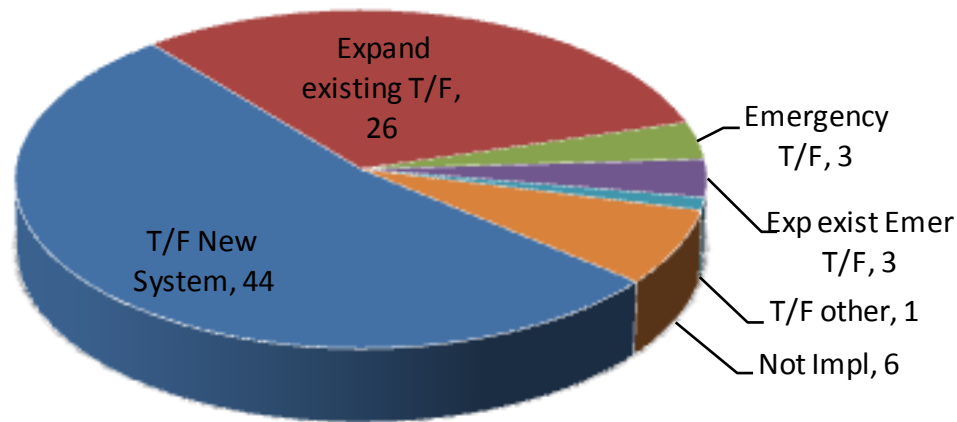
Type of Active Treasury/FMIS ( 29 prj )



LCR : 13 new ( 5 T + 8 F )



Type of Comp+Active Treasury/FMIS ( 83 prj )

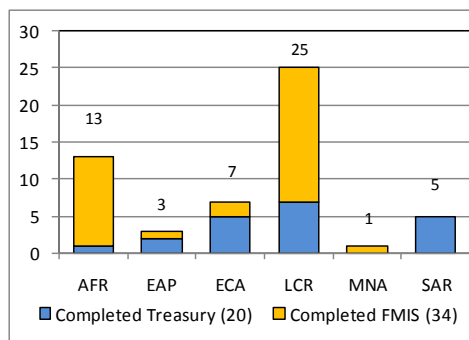
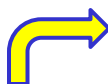
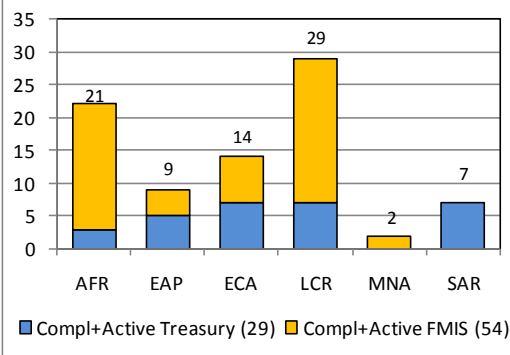




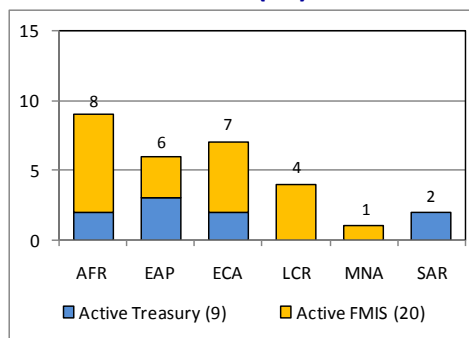
# FMIS Projects (1984-2010)

## Status of FMIS Projects

### Completed + Active (83)



### Completed (54)



### Active (29)

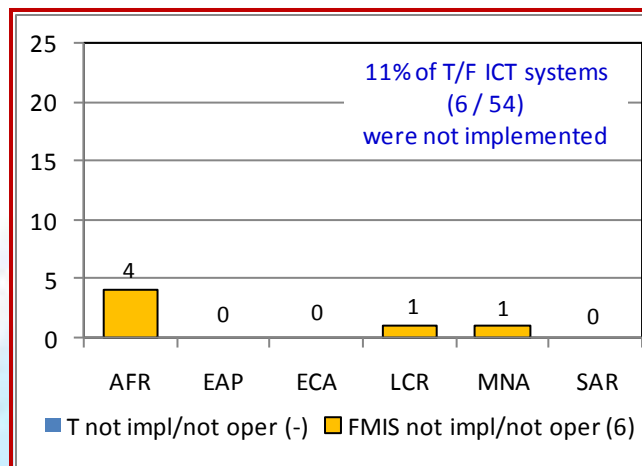
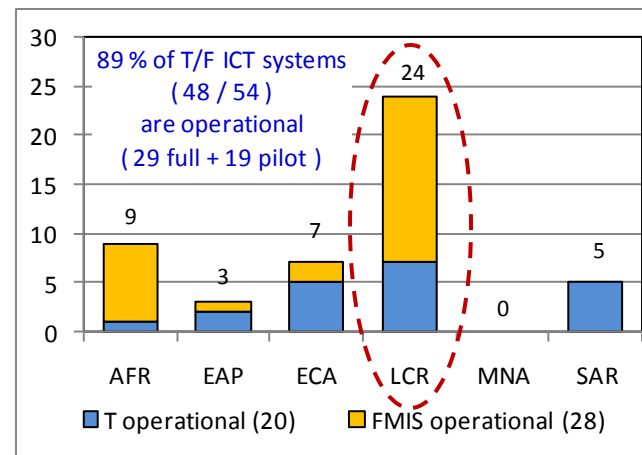
Operational

89%



11%

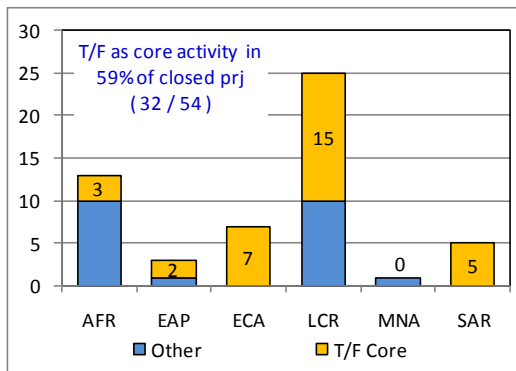
Not Impl.



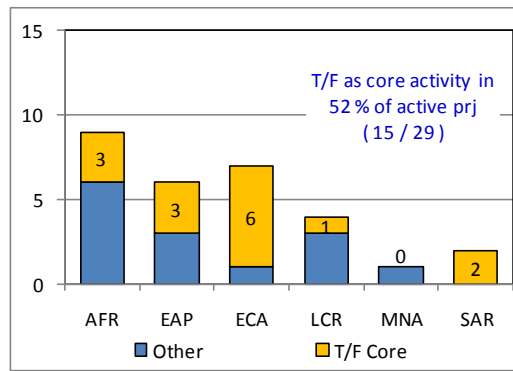


# FMIS Projects (1984-2010)

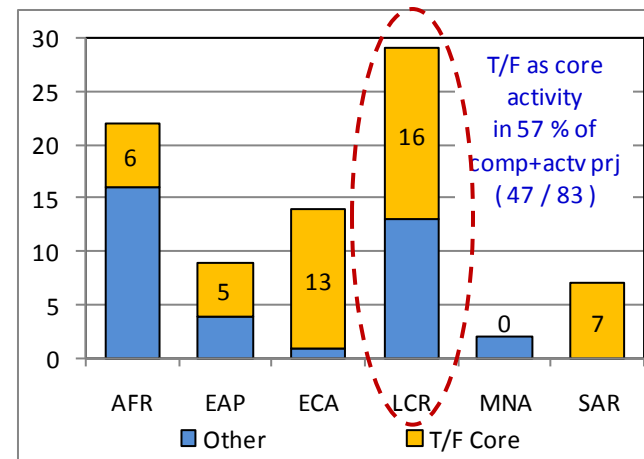
## Weight of Treasury/FMIS Activities in Projects



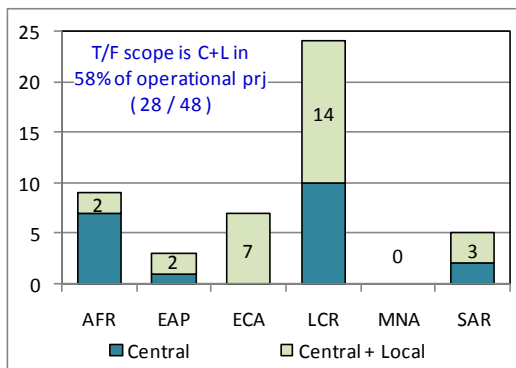
Completed (54)



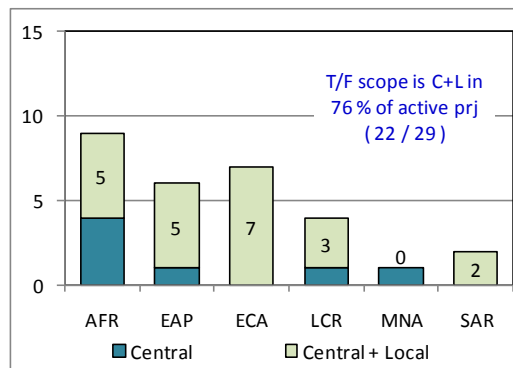
Active (29)



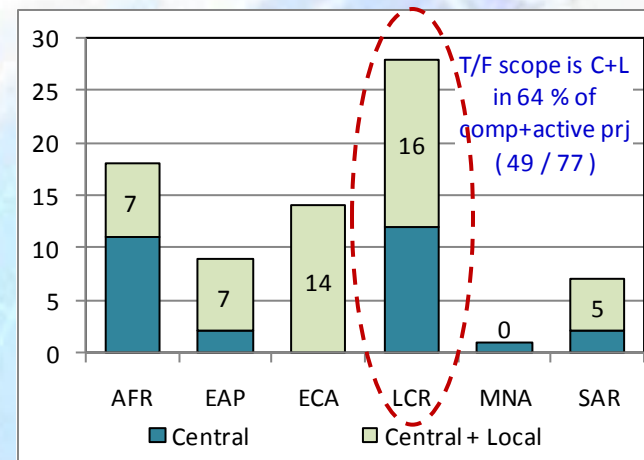
## Scope of Treasury/FMIS Projects



Operational (48)



Active (29)

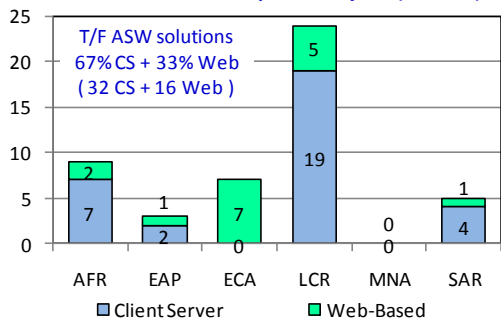




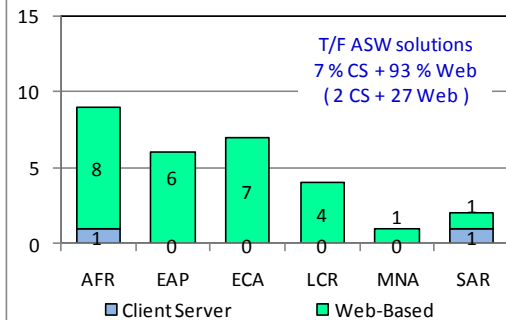
# FMIS Projects (1984-2010)

## Treasury/FMIS Application Software Solutions

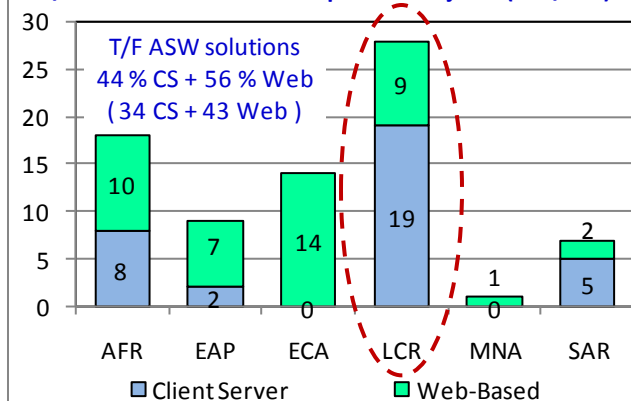
T/F ASW Solutions in Completed Projects ( 48 / 54 )



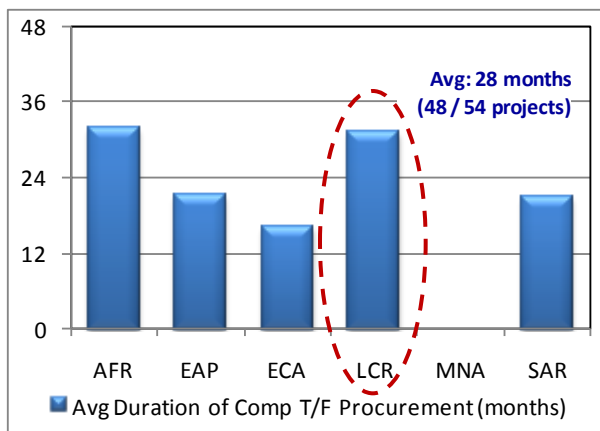
T/F ASW Solutions in Active Projects ( 29 )



T/F ASW Solutions in Comp+Actv Projects ( 77 / 83 )



## Duration of T/F Procurement



T/F Application Software Solutions (Completed)

Region	# C	COTS	Other	LDSW	?
AFR	9	9	3		
EAP	3	2		1	
ECA	7	4		3	
LAC	24	1	1	23	
MNA	0				
SAR	5	5			
Totals	48	21	4	27	0

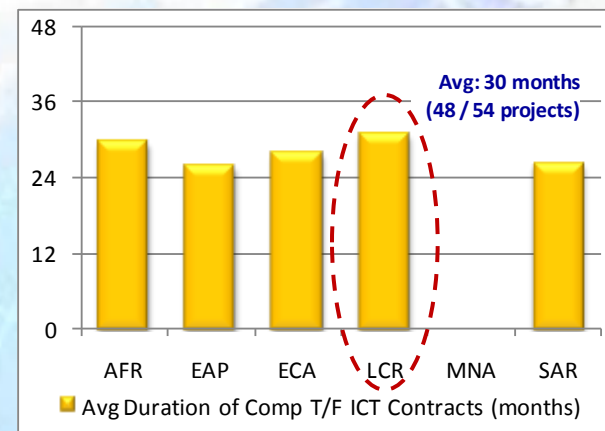
T/F Application Software Solutions (Active)

Region	# A	COTS	Other	LDSW	?
AFR	9	8	1		1
EAP	6	5			1
ECA	7	4			3
LAC	4	2	1	2	
MNA	1			1	
SAR	2	2			
Totals	29	21	2	3	5

T/F Application Software Solutions (Comp+Active)

Region	# C+A	COTS	Other	LDSW	?
AFR	18	17	4	-	1
EAP	9	7	-	1	1
ECA	14	8	-	3	3
LAC	28	3	2	25	-
MNA	1		-	1	-
SAR	7	7	-	-	-
Totals	77	42	6	30	5

## Duration of T/F Contracts







# FMIS Projects (1984-2010)

## Cost of FMIS Projects

### Completed Treasury/FMIS projects ( 54 )

**Completed  
until  
Dec 2009**

	Estimated (\$ m)	Actual (\$ m)	%	
Project cost	1,353	1,366	1%	loan + other
WB funding	1,064	1,015	74%	funded by the WB
Total ICT spending		614	45%	spent on ICT
Total T/F ICT systems		312	23%	for T/F in 48 projects



### Active Treasury/FMIS projects ( 29 )

**Mostly  
Approved  
after 2002**

	Estimated (\$ m)	Actual (\$ m)	%	
Project cost	1,822	1,984	9%	loan + other
WB funding	998	391	55%	WB disbursement to date
Total ICT spending	1,110		56%	est spending on ICT
Total T/F ICT system	578		29%	est spending on T/F



### Completed+Active Treasury/FMIS projects ( 83 )

	Estimated (\$ m)	Actual (\$ m)	%	
Project cost	3,175	3,350	6%	loan + other
WB funding	2,062	1,406	42%	est WB funding
Total ICT spending		1,725	51%	act+est spending on ICT
Total T/F ICT systems		890	27%	act+est spending on T/F





# FMIS Projects (1984-2010)

## Regional Distribution of FMIS Project Costs

### Total vs ICT Cost of Completed Treasury/FMIS projects ( 54 )

Region	# Prj	Prj Total (\$ m)	ICT Cost (\$ m)	T/F ICT (\$ m)	% Tot	Cost (\$m)/Prj	# C	T/F Core
AFR	13	409.2	156.8	52.6	13%	5.8	9	3
EAP	3	105.8	66.7	16.3	15%	5.4	3	2
ECA	7	160.8	125.4	70.0	44%	10.0	7	7
LCR	25	589.0	215.9	131.3	22%	5.5	24	15
MNA	1	7.0	1.8	0.0	0%	0.0	0	0
SAR	5	93.9	47.9	41.6	44%	8.3	5	5
Totals	54	<b>1,365.6</b>	<b>614.4</b>	<b>311.8</b>		<b>6.5</b>	48	32

Completed  
until  
Dec 2009

### Estimated/Actual Total vs ICT Cost of Active Treasury/FMIS projects ( 29 )

Region	# Prj	Prj Total (\$ m)	ICT Cost (\$ m)	T/F ICT (\$ m)	% Tot	Cost (\$m)/Prj	# A	T/F Core
AFR	9	658.1	130.6	77.1	12%	8.6	9	3
EAP	6	244.5	145.3	109.9	45%	18.3	6	3
ECA	6	136.3	99.4	96.8	71%	16.1	6	5
ECA: RF TDP	1	663.0	576.0	221.6	33%		1	1
LCR	4	112.0	77.9	32.1	29%	8.0	4	1
MNA	1	44.0	19.0	12.6	29%	12.6	1	0
SAR	2	126.4	62.2	28.4	22%	14.2	2	2
Totals	29	<b>1,984.3</b>	<b>1,110.4</b>	<b>578.4</b>		<b>12.7</b>	29	15

Mostly  
Approved  
after 2002

### Total vs ICT Cost of Completed+Active Treasury/FMIS projects ( 83 )


Region	# Prj	Prj Total (\$ m)	ICT Cost (\$ m)	T/F ICT (\$ m)	% Tot	Cost (\$m)/Prj	# C+A	T/F Core
AFR	22	1,067.3	287.4	129.7	12%	7.2	18	6
EAP	9	350.3	212.0	126.2	36%	14.0	9	5
ECA	13	297.0	224.7	166.8	56%	13.9	13	12
ECA: RF TDP	1	663.0	576.0	221.6	33%		1	1
LCR	29	701.0	293.8	163.4	23%	5.8	28	16
MNA	2	51.0	20.8	12.6	25%	12.6	1	0
SAR	7	220.3	110.1	70.0	32%	10.0	7	7
Totals	83	<b>3,349.9</b>	<b>1,724.8</b>	<b>890.2</b>		<b>8.8</b>	77	47




### FMIS Projects (1984-2010) - Initial Observations

- Appears to be four distinct regional T/F design & impl approaches:
  1. LAC : Start centrally, expand gradually; first T, then F; mainly LDSW
  2. ECA : Countrywide; first T, then F; hybrid COTS+LDSW; ICT specialist in TTs
  3. AFR, MNA : Mainly for central gov; mostly F; based on COTS
  4. EAP, SAR : Countrywide; mostly T; based on COTS

T/F Design and Implementation - Regional Approach



Region	# Cnty	# Prj	T/F	Scope	ASW	T/F Core	T/F #PP	ICT in TT
LAC	13	29	T >> F	C >> C+L	LDSW	Mixed	> 3	TT+Cons
ECA	12	14	T >> F	C+L	COTS+LDSW	Yes	<=3	TT
AFR	14	22	F	C	COTS	No	> 3	Cons
MNA	2	2	F	C	COTS	No	> 3	Cons
EAP	7	9	T	C+L	COTS	Mixed	<=3	TT+Cons
SAR	3	7	T	C+L	COTS	Yes	<=3	Cons
	51	83						



- 89% of completed T/F operational (29 full + 19 pilot impl)
- LCR is the most experienced region in design & implementation of FMIS

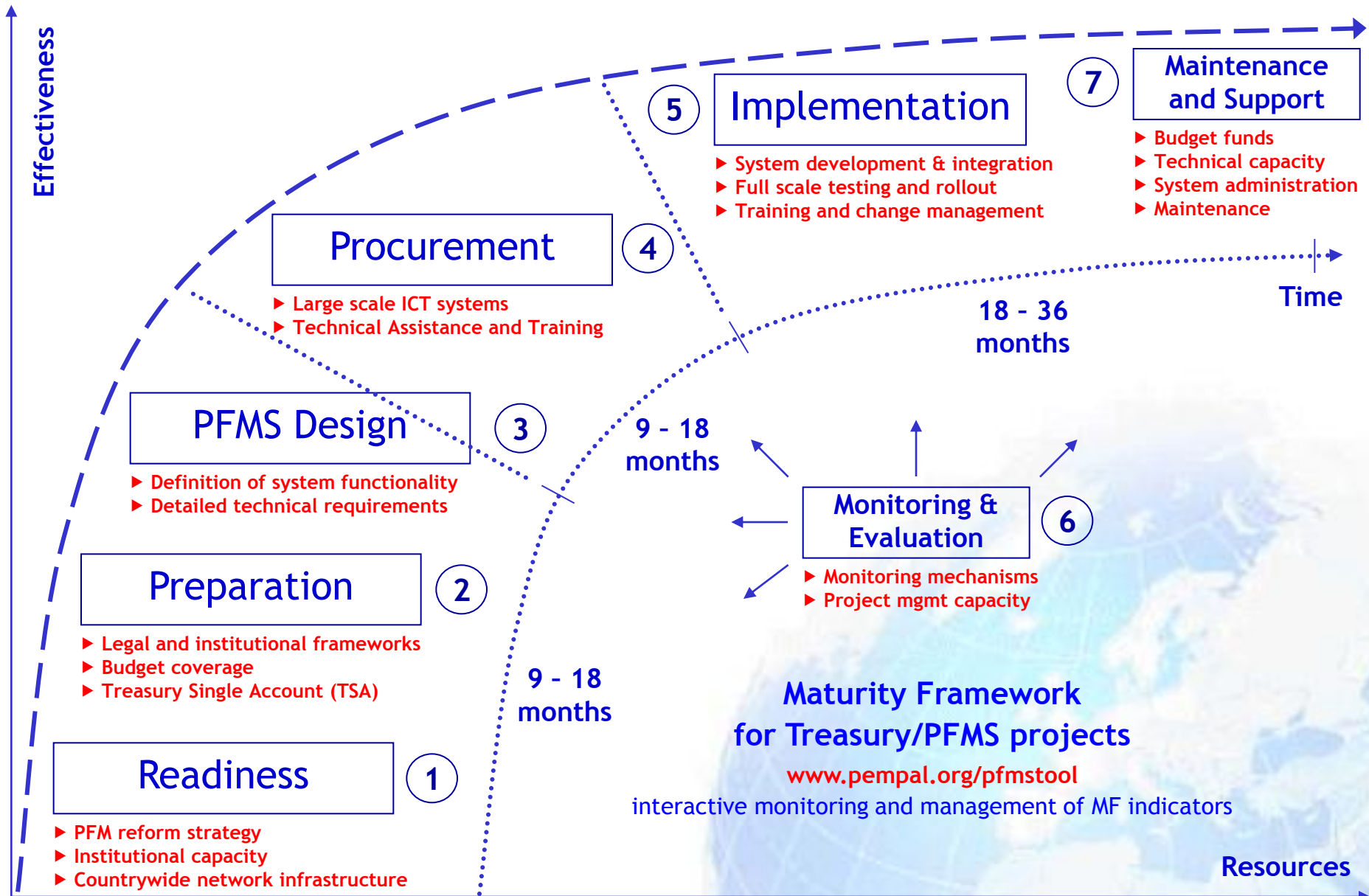


### Maturity Framework for Treasury/PFMS projects

- ▶ A Community of Practice for Treasury Managers was established in June 2006 as part of the **Public Expenditure Management-Peer Assisted Learning (PEM-PAL)** program ( [www.pempal.org](http://www.pempal.org) )
- ▶ The Treasury / FMIS Maturity Framework (MF) was developed during the "**PEM-PAL Workshop for Treasury Officials**" in Ljubljana, Slovenia (June 2006) and updated twice so far (next update planned in May 2010).
- ▶ The Maturity Framework was designed to enhance learning and knowledge sharing among Heads of Treasury and related key officials in public expenditure management from **16 ECA countries**.
- ▶ The Bank prepared a web site to publish the results and to facilitate interactive monitoring and management of proposed indicators ( [www.pempal.org/pfmstool](http://www.pempal.org/pfmstool) currently being transferred to Ljubljana).



# Treasury/FMIS Maturity Framework





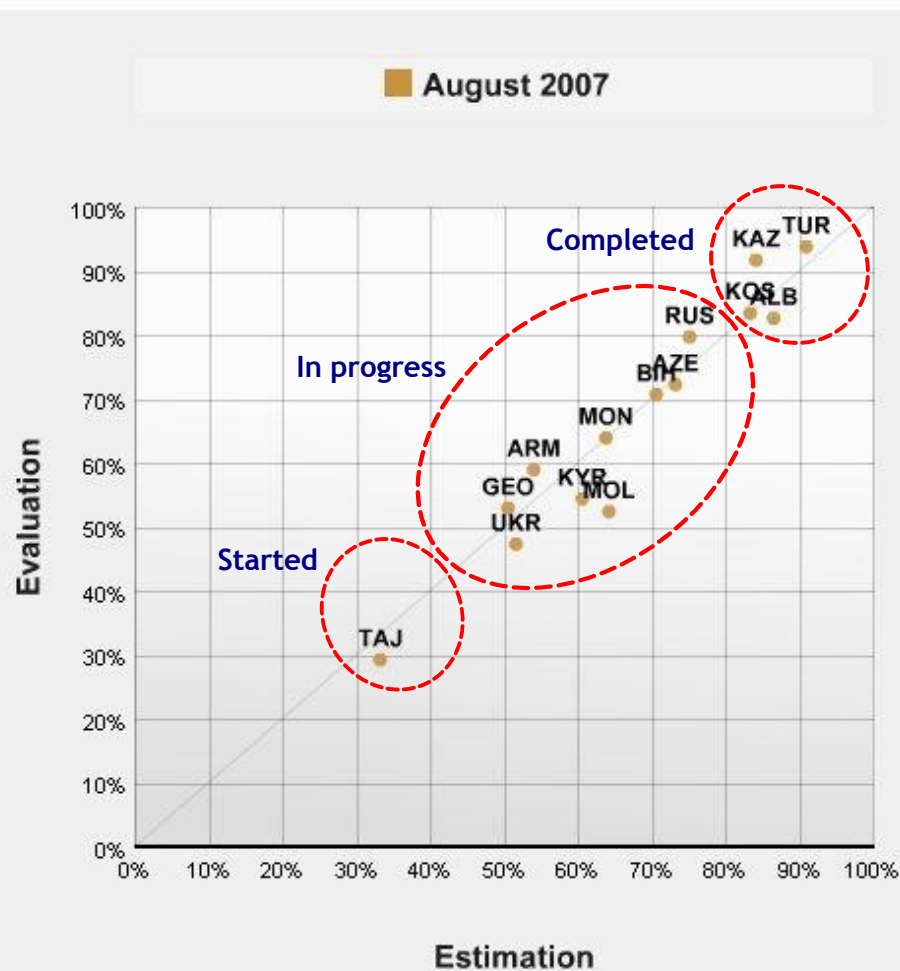
# ECA Treasury/PFMS Development Status

August 2007

[My PEMPAL](#) | [Logout](#)

Overview Indicators Estimates Evaluation Compare Update

## ECA - Treasury / PFMS Implementation







PEMPAL - Windows Internet Explorer

http://www.pempal.org/

WB: People Directory provider

File Edit View Favorites Tools Help

PEMPAL

PEMPAL Europe and Central Asia Region

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Public Expenditure Management  
Peer Assisted Learning

EVENTS | BLOG | FORUM | NEWSLETTER | WHAT PEERS ARE DOING?

ENG | RUS | SRB

SEARCH

COMMUNITIES of PRACTICE

- Budget
- Internal Audit
- Treasury

PLENARY MEETINGS

PUBLICATIONS

USEFUL LINKS

- Center of Excellence in Finance
- IMF PFM BLOG
- Treasury Maturity Framework Tool

Introduction

Welcome to the Public Expenditure Management Peer Assisted Learning Network, which we call PEM PAL.

The PEM PAL creates a network of public expenditure management professionals in various governments in the Europe and Central Asia (ECA) region. These professionals can benchmark their PEM systems against one another and pursue opportunities for 'peer' learning, increasingly understood to enhance knowledge transfer.

PEM PAL has three Communities of Practice: Budget, Internal Audit, and Treasury Community of Practice.

BUDGET COMMUNITY OF PRACTICE

INTERNAL AUDIT COMMUNITY OF PRACTICE

TREASURY COMMUNITY OF PRACTICE

CLICK IF YOU WISH TO: [LOGIN](#)

LATEST NEWS

Friday, December 11, 2009  
PEMPAL requires new staff >>

Thursday, June 18, 2009  
Report on Regional Internal Audit Training and Certification >>

Wednesday, May 27, 2009  
Public Expenditure Framework Assessment (PEFA) Work Group (WG) Report >>

Tuesday, March 17, 2009  
PEFA Work Group Video Conference >>

FORTHCOMING EVENTS

Chisinau, Moldova, May 18 - 20, 2010  
The Ministry of Finance of the Republic of Moldova will host PEMPAL Treasury Community of Practice (TCOP) >>

PAST EVENTS

Center of Excellence in

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# Open-Source in Public Sector

[www.softwarepublico.gov.br](http://www.softwarepublico.gov.br)

The screenshot shows the 'Portal do Software Público Brasileiro' in a Windows Internet Explorer browser. The address bar displays 'http://www.softwarepublico.gov.br/'. The page features a yellow header with the Brazilian flag and the text 'Brasil República Federativa do Brasil'. Below the header, there's a blue banner with the site's name. A navigation bar includes links like 'Destaques do Governo', 'Português(Mudar)', 'PAD AC', and a login field. The main content area has a 'Menu' on the left with links to 'Artigos', 'Bem Vindo', 'Cadastre-se', 'Contato', and 'Disponibilizar um Software Público'. The 'Notícias' section on the right mentions 'IV Encontro (13/04/10) As atividades'. A 'Comunidades' link is also visible.

[www.osor.eu](http://www.osor.eu)

The screenshot shows the 'OSOR.eu - Open Source Observatory and Repository' website in a Windows Internet Explorer browser. The address bar displays 'http://www.osor.eu/'. The page has a blue header with the OSOR.EU logo and a decorative banner featuring bees. A navigation bar includes links like 'Home', 'Forge', 'Projects', 'News', 'Case Studies', 'EUPL', 'Communities', 'IDABC Studies', 'Events', and 'Conference'. The main content area has a 'You are here: Home' breadcrumb. The 'About OSOR.EU' section lists links like 'Welcome', 'Partners & Forges', 'Competence Centres Europe', 'FAQ', and 'Virtual Forges'. The 'OSOR.eu - Open Source Observatory and Repository' section describes the platform as a place for exchanging information and FLOSS-based code. The 'Register Your Project' section mentions that OSOR currently hosts 152 projects and has 2192 projects in its federated national forges.



### Challenges

- ▶ Government ownership and adequate budget support
- ▶ Stability of PFM rules and regulations (frequent legal/policy changes)
- ▶ Recruitment and sustainability of ICT specialists in public sector
- ▶ Existence of a reliable countrywide network infrastructure
- ▶ Realistic ICT cost estimates to reduce procurement risks
- ▶ Web based applications & **open systems** to reduce cost & duration of implementation
- ▶ Proper requirements for Records Management, Information/System Security and Digital Signature in design
- ▶ Coordination with e-Gov activities (interoperability & resource sharing)
- ▶ Strengthening project management, monitoring and evaluation skills



## Conclusions

- **Commitment and support:** High level commitment and proper budgetary support is essential for successful implementation and sustainability of FMIS.
- **From Treasury to Integrated FMIS:** Within the last decade, emphasis has been given to the development of integrated FMIS solutions after the initial Treasury development projects, benefiting from the developments in secure web-based PFM systems and open-source applications.
- **Capacity building:** Implementation of integrated FMIS solutions requires capacity building, proper training and professional technical assistance.
- **FMIS vs e-Government:** Integrated FMIS technical solutions need to be designed and implemented as a part of e-Government strategy/program.
- **Financial Management Information System:** Integrated FMIS is not only a tool to improve operational efficiency and accountability, but also a key decision support mechanism for public financial managers.



**Gracias**