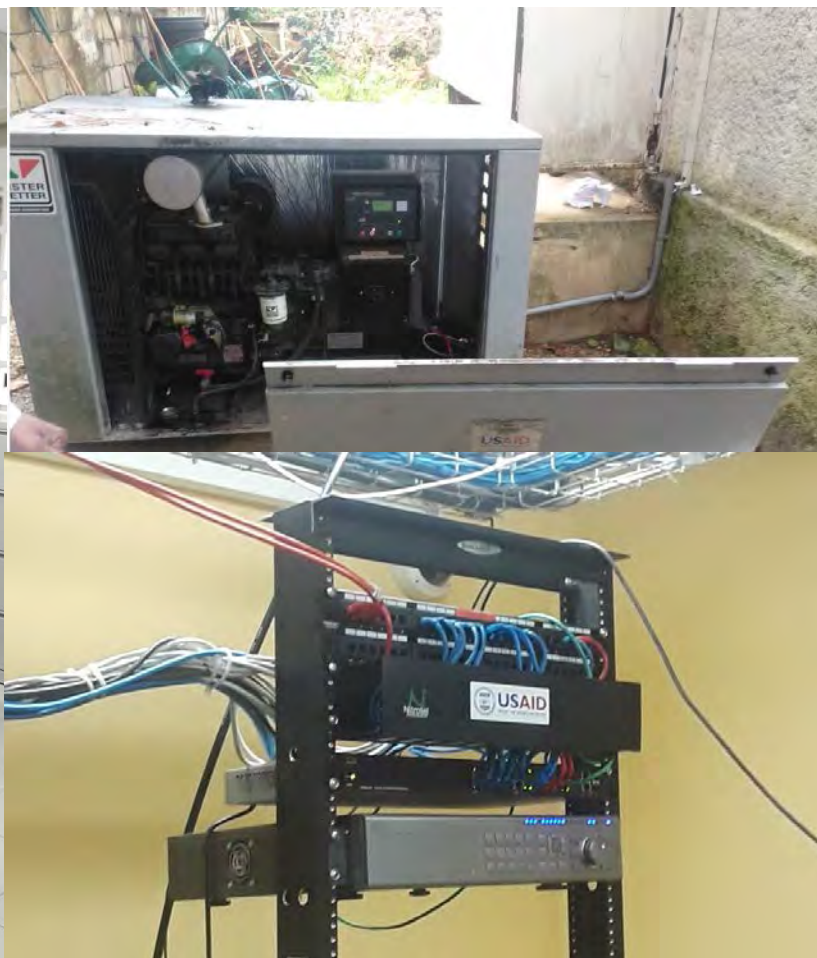




DIRECTION GENERALE DES IMPOTS CENTRAL NETWORK OPERATIONS CENTER (NOC) (LEFT), MINISTERE DE L'INTERIEUR ET DES COLLECTIVITES TERRITORIALES KENSKOFF NOC (TOP RIGHT), OFFICE DE MANAGEMENT ET DES RESSOURCES HUMAINES'S NOC (BOTTOM RIGHT). PHOTO CREDIT: WESLY JEAN.

EVALUATION REPORT

FINAL PERFORMANCE EVALUATION OF THE INTEGRATED FINANCIAL MANAGEMENT SYSTEM (IFMS) ACTIVITY

Haiti Evaluation and Survey Services Project

MARCH 5, 2018

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ABSTRACT

The United States Agency for International Development (USAID)/Haiti Integrated Financial Management System (IFMS) activity supported the Government of Haiti (GOH) in developing a system for transparent management of public revenues and expenditures. This final performance evaluation focused on Phase V of the activity, implemented by Chemonics International from September 2014 to March 2018. To answer three evaluation questions (EQs) regarding activity effectiveness (EQ 1), utilization (EQ 2), and sustainability (EQ 3), the evaluation team conducted a document review, 20 key informant interviews, 8 group interviews, and site observations including 12 diagnostics. For EQ 1, the evaluation concluded that infrastructure and systems implementation remain ongoing. Because the infrastructure is incomplete, aspects of the systems are not being used by intended beneficiaries. The activity conducted several trainings, but participants have not had opportunities to apply acquired skills. Connectivity and electricity issues hindered IFMS, as did lack of buy-in from GOH leadership. For EQ 2, GOH is using IFMS hardware and infrastructure, but not using some of the software applications. Financial reporting within the GOH remains the same as before this phase, real-time data exchange is not occurring, and gains to improve fiscal transparency were minimal. For EQ 3, the IFMS intranet and Network Operating Center were the activity's most sustainable aspects, whereas non-infrastructure investments are currently less sustainable. More training and coaching on the new systems are required. The activity did not have a sustainability plan or exit strategy in place at the time of the evaluation.

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ACRONYMS

AGD	Administration Générale des Douanes
ATL	Assistant Team Leader
ATS	Automatic Transfer System
BG	Back-up Generator
COP	Chief of Party
CP	Commercial Power
CDCS	Country Development Cooperation Strategy
CSS	Cascading Style Sheets
CSCCA	Cour Supérieure des Comptes et du Contentieux Administratif
DGI	Direction Générale des Impôts
DSI	Direction des Services Informatiques
EQ	Evaluation Question
ESS	Evaluation and Survey Services
GI	Group Interview
GOH	Government of Haiti
HR	Human Resources
HTML	Hypertext Markup Language
ICT	Information and Communication Technologies
IDB	InterAmerican Development Bank
IFMS	Integrated Financial Management System
IP	Implementing Partner
IT	Information Technology
KII	Key Informant Interview
MAN	Metropolitan Area Network
MAN/WAN	Metropolitan Area Network/Wide Area Network
MEF	Ministère de l'Economie et des Finances
MENFP	Ministère De L'Education Nationale Et De La Formation Professionnelle
MICT	Ministère de l'Intérieur et des Collectivités Territoriales
MOU	Memorandum of Understanding
MPCE	Ministère de Planifications et Coopération Externe
MSPP	Ministère de la Planification et de la Coopération Externe
MTPTC	Ministère des Travaux Publics, Transports et Communications
NOC	Network Operations Center
OAVCT	Office d'Assurance Vehicules Contre Tiers
OMRH	Office de Management et des Ressources Humaines
PFM	Public Financial Management
SI	Social Impact
SIGRH	Système Interministériel de Gestion des Ressources Humaines
SOW	Scope of Work

SYSDEP	Système de Gestion des Dépenses
TL	Team Leader
ULCC	Unité de Lutte Contre la Corruption
UPS	Uninterruptible Power Supply
USAID	United States Agency for International Development
UXP	Universal eXchange Platform
VESDA	Very Early Smoke Detection Apparatus

EXECUTIVE SUMMARY

PROJECT BACKGROUND

The United States Agency for International Development (USAID)/Haiti Integrated Financial Management System (IFMS) activity—valued at \$10,455,379 and implemented by Chemonics International from September 2014 to March 2018¹—aimed to support the Government of Haiti (GOH) in the development of a full and complete financial management system that ensures transparent management of public revenues, expenditures, and other resources throughout the executive branch at the national, regional, and municipal levels.²

Implemented in five phases, the activity supported the GOH in the restoration, operation, and expansion of the IFMS network infrastructure and financial management systems to improve financial governance and combat corruption. The IFMS activity Phase V³ design highlights four major activity components that, in concert, seek to reinforce and consolidate the GOH's IFMS, permitting it to manage financial governance, human resources (HR), as well as auditing, reporting, and financial transactions at the national and municipal levels. The four components are (1) hardware, (2) software, (3) capacity building, and (4) technical support. The four components were addressed through seven tasks. For more details on the project background, see page 1.

EVALUATION PURPOSE AND EVALUATION QUESTIONS

This final performance evaluation assessed Phase V of the IFMS activity's overall effectiveness. The evaluation findings will inform possible future programming in public finance and economic governance in Haiti and other fragile states, serve as a strategic document for the development of USAID/Haiti's Country Development Cooperation Strategy (CDCS), and identify lessons learned and best practices to inform future governance and information and communication technologies (ICT) programing. The audience for this evaluation is USAID/Washington, USAID/Haiti, Chemonics International, and key GOH institutions. See **Annex A** for the Evaluation Scope of Work (SOW) and **Annex C** for the Evaluation Design Matrix.

EVALUATION QUESTIONS

This evaluation sought to answer the following overarching evaluation questions (EQs) as determined by USAID/Haiti. See the accompanying sub-questions on page 5.

1. To what extent was the program effectively implemented?
2. To what extent is the GOH generally, and the Ministère de l'Economie et des Finances (MEF) specifically, at both the national and municipal levels, using the IFMS?
3. How sustainable is the IFMS?

¹ The original activity was set to end in September 2017, but the activity received a six-month extension.

² SOW Final Performance Evaluation of Integrated Financial Management System (IFMS). USAID, 2017.

³ The IFMS activity is now in its fifth phase. Phases I and II were completed by 2006, and Phases III and IV ran from 2007 until implementation was interrupted by the 2010 earthquake.

EVALUATION DESIGN, METHODS, AND LIMITATIONS

This evaluation employed a mixed-methods evaluation design that included a combination of qualitative data collection methods to answer the key questions listed above. Between October 25 and November 21, 2017, a four-member team collected data throughout Port-au-Prince, Haiti, with many stakeholders from USAID and Chemonics International and representatives from across the GOH.

The evaluation team conducted a document review, 20 key informant interviews (KIIs), 8 group interviews (GIs), and structured site observations that included 12 diagnostics for the hardware and software components of the IFMS activity.⁴ Altogether, the team collected data with over 57 individuals (48 males and 9 females) during the KIIs, GIs, and Diagnostics. See **Annex G** for the data collection protocols.

LIMITATIONS AND MITIGATIONS STRATEGIES

The evaluation team faced certain challenges and limitations in conducting this evaluation. Due to the evaluation's primarily qualitative design, respondent biases such as recall, and selection bias may have occurred. Given the level of formality required to schedule meetings with GOH representatives and the lack of availability of GOH ministry leadership and non-information technology (IT) staff, the team was unable to meet with MEF leadership (with the exception of leadership from the IT department) and with Office d'Assurance Vehicules Contre Tiers (OAVCT) representatives. Moreover, a comprehensive list of project stakeholders and contacts was not available until the second week in country, which made the fieldwork preparation challenging, especially as related to defining the sample. Finally, the evaluation team experienced two changes before and during fieldwork. The team made every effort to mitigate the above limitations by triangulating different methods and believes that the robustness of the evaluation's mixed-methods design has resulted in evidence-based findings, conclusions, and recommendations. For more detail on limitations and mitigation strategies, see page 10.

FINDINGS AND CONCLUSIONS

EVALUATION QUESTION 1: TO WHAT EXTENT WAS THE PROGRAM EFFECTIVELY IMPLEMENTED?

1. IFMS initiated activities under all seven tasks, and IFMS infrastructure and systems implementation remains ongoing. Substantial procurement and ICT investments have occurred that have updated, upgraded, and expanded the IFMS infrastructure. Diagnostics tools used during the team's four site visits to the Network Operations Center (NOC) at MEF confirmed that Chemonics performed several improvements to the NOC infrastructure as requested by USAID in the project solicitation. Data shows that 254 pieces of equipment were replaced across existing NOCs; Chemonics procured and delivered 35 pieces of equipment to support the CIVITAX activities within several municipalities and under Ministère de l'Intérieur et des Collectivités Territoriales (MICT) oversight; and invested in generators, power inverters, batteries for the inverters, and almost all systems provided were coupled with an uninterruptible power supply (UPS).

However, some of the infrastructure work that has been completed has bugs or show signs of poor maintenance (e.g. hardware not properly configured, dust accumulation in the equipment, broken air

⁴ The evaluation team conducted limited software diagnostics because most of the procured software, including SIGRH, UXP, and Business Intelligence, were only recently procured and introduced by the activity or are still in a test and installation phase.

conditioning, inadequate cabling, etc.). Because the infrastructure is incomplete, major aspects of the systems are not being used by intended beneficiaries.

2. IFMS provided a significant amount of trainings on all the systems developed or delivered and developed policy and procedural documents on managing aspects of IFMS. However, the effectiveness of these trainings is greatly reduced, as the ongoing installation of associated infrastructure and software has not allowed GOH employees to apply skills learned. This conclusion is discussed under EQ 2.
3. IFMS helped GOH address connectivity and electricity issues in many instances, yet these issues remain a major problem for the activity because systems such as the Universal eXchange Platform (UXP) require dedicated internet connections for which GOH agencies often do not have budgets. Moreover, electricity remains unstable throughout the country, and many GOH agencies do not have stable generators or alternative power sources.⁵ The support material provided by IFMS has not yet reached all the GOH agencies.
4. IFMS focused significant attention on working with GOH IT staff because these individuals will be the system's caretakers. At the same time, IFMS did not successfully build buy-in from across the highest levels of GOH leadership. For example, a trip to Estonia to build support and buy-in for the UXP only included IT staff and not GOH leadership. This was a missed opportunity to standardize understanding of IFMS among GOH leadership, and identify champions to own and push forward the IFMS activity's objectives. Chemonics also experienced communication and planning issues with GOH counterparts. GOH stakeholders and observers from the donor community suggested that the level of coordination and communication from Chemonics and USAID leadership was limited and thus insufficient to obtain buy-in from the relevant stakeholders. However, it should be noted that the activity was conducted in a very challenging context as Haiti went through a few transitions throughout implementation, from electoral transitions to political instability, and turnover of activity stakeholders both from Chemonics and GOH.

EVALUATION QUESTION 2: TO WHAT EXTENT IS THE GOH USING THE IFMS?

1. The hardware and infrastructure elements of the project are the most successful aspects of the IFMS activity, but they also are still being completed. The activity struggled to implement the software and capacity building components. Many systems are still being rolled out and are not yet functional, and thus are not currently being used.
2. GOH agencies are currently using the Metropolitan Area Network/Wide Area Network (MAN/WAN), NOC, and other ICT equipment, such as computers, that were purchased. However, GOH is currently not using other systems or applications either because they are recent installations (e.g. Système Interministériel de Gestion des Ressources Humaines (SIGRH) – no interviewees reported using this software), are still being configured and are thus unavailable (e.g. VXRail and the Backup), or have yet to be purchased (e.g. Audit software). For some of these applications, their

⁵ According to interviews with OMRH representatives, their office does not have a backup generator to power its system in case of a commercial power outage.

relevance to GOH remains uncertain due to other donors' upcoming Public Financial Management (PFM) efforts.

3. The improved capabilities of MAN/WAN have supported continued functionality between GOH agencies and MEF. However MAN/WAN still faces challenges that inhibit its performance across many of the 61 sites. The network is working, but slowdowns are occurring that are affecting the use of software applications such as Système de Gestion des Dépenses (SYSDEP). Network service failures are quite common, and loss of service can last a long time, sometimes forcing employees to move sites to work. Lastly, UXP is not functional, so real-time financial data exchange on expenditures and revenue has not yet emerged outside of agencies that use the SYS application.
4. Financial reporting within the GOH remained the same as it was before this phase of IFMS. Although some GOH entities are still using the SYS software suite, no new data is being shared in real-time as the UXP is not yet in use for data exchange, and no data sources have been dedicated for the Business Intelligence software, rolled out in August 2017. Audit performance remained unchanged, as software had yet to be purchased at the time of the evaluation.
5. Although the activity established policies and procedures for the management of the MEF NOC and network monitoring (as noted in EQ 1), the team did not find any concrete evidence of buy-in and engagement across GOH agencies regarding managing the IFMS-developed systems, policies, and procedures. This was due, in part, to limited IT leadership at the MEF in the early stages of this phase of the IFMS activity. Another possible factor was the mixed understanding of the IFMS activity and its intended results among senior level, non-IT GOH stakeholders who were not targeted or included in some of the capacity building efforts.
6. Chemonics conducted a few efforts to promote transparency, but the full potential of these efforts is currently limited. Chemonics conducted an audit assessment and decided on an audit software, but the software has yet to be purchased and rolled out. The installed UXP, if functional, could help improve transparency by allowing the exchange of financial data among government agencies in real time. However, the platform is not functional and much remains to be done to make it functional across government agencies. Outside of these efforts, there was little evidence that Chemonics did much to promote IFMS among non-IT staff.
7. The Direction Générale des Impôts (DGI) was the happiest and most satisfied IFMS beneficiary. DGI central office was happy to share their success with the team, and several DGI offices visited clearly associated their increased revenues with the equipment received. However, many other GOH partners seemed unhappy with the project management and implementation approach. There is also a fundamental difference in stakeholders' understanding of their own needs and what the activity promised or delivered. Some agencies expressed needs that were not, in their opinion, considered in activity implementation. Others critiqued the quality of the collaboration and inputs they received from IFMS.

EVALUATION QUESTION 3: HOW SUSTAINABLE IS THE IFMS?

1. The IFMS MAN/WAN and NOC upgrades are the most sustainable aspects of the activity. GOH is currently using them to support financial transactions and offer a certain level of corruption

deterrence because of these systems' ability to document transaction data that is captured and housed on the MEF servers. They are critical to GOH economic governance and financial management oversight, and the World Bank plans on using these aspects of the IFMS activity as the foundation of its Integrated Financial Management Information Systems (IFMIS) project.

2. Outside of the infrastructure investments, other elements of IFMS are less sustainable. UXP and software such as Business Intelligence, SIGRH, and Audit are in a fragile introductory stage; their integration into and utility for the relevant GOH institutions remain unproven. Moreover, more training and coaching are required to build staff confidence and work out any issues with these new systems.
3. Chemonics and USAID have yet to initiate exit and post-IFMS transition planning with the GOH. Additionally, the future and continuity of IFMS investments currently rely heavily on continued donor community funding and support, rather than a GOH-led budget.

RECOMMENDATIONS

1. **USAID should ensure that its activities are more integrated with and have stronger buy-in from the GOH.** This could be achieved through the creation of a GOH-wide IFMS governance structure with representation from across all participating GOH entities, including signed Memorandum of Understanding (MOUs) and pledged cash or in-kind contributions for participation from each entity.
2. **Local partners need early involvement in the needs identification and funded activity design.** The evaluation showed that there were disconnects between Chemonics and some GOH entities over the technical decisions made, such as which applications to purchase. This stemmed from the fact that those agencies felt they had no input into the decisions made. As such, future activities should actively seek to increase the involvement and contribution of participating GOH entities—including technical, political, and IT representatives—early in the activity conception phase to promote acceptance of and support for the activity.
3. **Future Fiscal Governance and Transparency activities should include non-IT staff and be conditioned on specific performance goals.** Learning from the challenges raised by positioning IFMS as an IT project, future activity designs should target both IT and non-IT staff in efforts to promote fiscal governance and transparency. Incorporating realistic targets and benchmarks for improved fiscal governance and transparency in activity monitoring, evaluation, and learning plans can also help in this regard.
4. **Given that some, but not all aspects of IFMS are sustainable, USAID should collaborate with other donors in the public financial reform sector for the remainder of activity implementation to strengthen IFMS activity gains.** The evaluation showed that other donor-funded PFM projects are ongoing or in the planning stages and are looking to leverage IFMS gains. To avoid duplication and irrelevance, USAID should collaborate with the World Bank and other donors and pool efforts around consolidating and improving Haiti's IFMS system. Recommended next steps are: (1) complete and strengthen Task 1 (IFMS technological infrastructure update, upgrade, and extension), and (2) establish a strong knowledge base among GOH staff to support the delivered systems. The latter

should include reviewing the skills and capabilities needed to support the NOC and the MAN/WAN, align training with existing and installed systems, and provide training and mentoring until a reasonable standard of integration, use, and functionality are achieved.

5. **USAID should develop and implement an exit strategy in collaboration with GOH and other partners, well before the end of the project.** The evaluation showed the extent of the work done by Chemonics over the last three years in upgrading sites, repairing the NOC and establishing systems (SIGRH, Business Intelligence, etc.) to support proper GOH fiscal governance activities. The evaluation also showed the limited involvement of the GOH overall, and the lack of ownership exerted towards these systems. As the activity nears its end, USAID should collaborate more closely with GOH to ensure the ownership of the activity's results, the assets procured, and the systems installed to ensure the survival of the systems implemented.

1. INTRODUCTION

PROJECT BACKGROUND

FIGURE 1. OVERVIEW OF THE IFMS ACTIVITY

Activity Name: <i>Integrated Financial Management System (IFMS)</i>
Implementer: <i>Chemonics International</i>
Cooperative Agreement #: <i>AID-OAA-I-12-00035</i>
Total Estimated Ceiling: <i>\$10,455,379</i>
Life of Activity: <i>09/26/2014 – 09/25/2017</i>
Development Objective: <i>Representative and Effective Governance</i>

In November 2004, the United States Agency for International Development (USAID) signed an innovative agreement with the Government of Haiti (GOH) to support public finance reform and develop an Integrated Financial Management System (IFMS) with the Ministère de l’Economie et des Finances (MEF) at its core. USAID developed the IFMS activity to address a need for increased efficiency and transparency in GOH operations. There were many databases in use across the GOH, which limited its capacity to use information on public financial management (PFM) in a timely manner.⁶ Among this agreement’s stated goals were to develop the MEF’s ability to exercise control over its financial transfers to line ministries and other government agencies and municipalities, prevent corruption, and ensure transparency.⁷

The initial activity phases (Phases I and II) were completed by 2006 and most notably produced a network linking 40 GOH entities in the capital region, a remotely accessible expenditure tracking system [Système de Gestion des Dépenses (SYSDEP)], and strengthened the government Independent Audit entity and Anti-Corruption Unit.⁸ The initial work to establish better control of financial transactions and fight corruption led to the creation of a Metropolitan Area Network (MAN) of 20 GOH sites.

Phases III and IV started in 2007, but were interrupted by the 2010 earthquake. The initiative suffered a significant setback as the GOH suffered significant loss of life (technicians working on the IFMS activity) and materials, notably, the MAN infrastructure. To address ongoing business needs, GOH stitched together a MAN built mostly of surviving network equipment housed in a building donated by USAID and using radio towers to connect to the different ministries relocated throughout Port-au-Prince. The technology used was based on Cisco 1310 and 1410 radios in the 2.4 GHz (802.11B/G) and 5.7Ghz (802.11A) unlicensed bands configured as point-to-point and point-to-multipoint. After the emergency resulting from the earthquake began to subside, USAID hired an independent provider, Phase One, to assess the state of the IFMS activity.⁹ Following the firm’s comprehensive report, USAID issued a new solicitation to continue the IFMS activity, address identified weaknesses and issues, and implement the recommendations.

⁶ Taken from notes from a phone meeting with Chemonics on September 13, 2017.

⁷ USAID Combatting Corruption through IFMIS (Brochure).

⁸ Integrated Financial Management Systems (IFMS) (Brochure).

TDY Report Interim Government of Haiti—Integrated Financial Management Systems: USAID/M/PMO Assessment Team—November 29–December 3, 2004.

⁹ Haiti IFMS Assessment (Final Report) February 15, 2013—Report developed by Phase One.

The new IFMS activity (Phase V)—valued at \$10,455,379 and implemented by Chemonics International from September 2014 to March 2018 (following a 6-month extension from the original September 2017 end date)—aimed to support GOH in developing a full and complete financial management system that ensures transparent management of public revenues, expenditures, and other resources throughout the executive branch at the national, regional, and municipal levels.¹⁰ The activity provided support to GOH for the restoration, operation, and expansion of the IFMS network infrastructure and financial management systems that contribute to improved financial governance and combating corruption. In addition to improving existing functionality, access, security, and accountability, the new IFMS activity sought to develop and implement business continuity and contingency plans, as well as facilitate a process optimization exercise over all functions related to the IFMS before applications were updated to ensure a better alignment with GOH’s business processes and technology. This result was expected given the following key outcomes:

- IFMS network infrastructure updated and improved
- GOH capacity to utilize the IFMS for financial reporting and auditing processes expanded
- The capacity of the network to support both operational support and financial auditing built
- The expenditure and revenue systems integrated, and financial management improved
- MEF information technology (IT) governance and management capabilities to properly document and implement governance policies and procedures for each of the stakeholder GOH ministries and municipalities enhanced

Theory of Change

The Phase V IFMS activity’s theory of change, illustrated in Figure 2, posits that if GOH and selected municipalities are provided the appropriate support for the restoration, operation, and expansion of both their IFMS-related network infrastructure and financial management systems, then they would be able to manage public revenues, expenditures, and other resources more effectively and transparently.

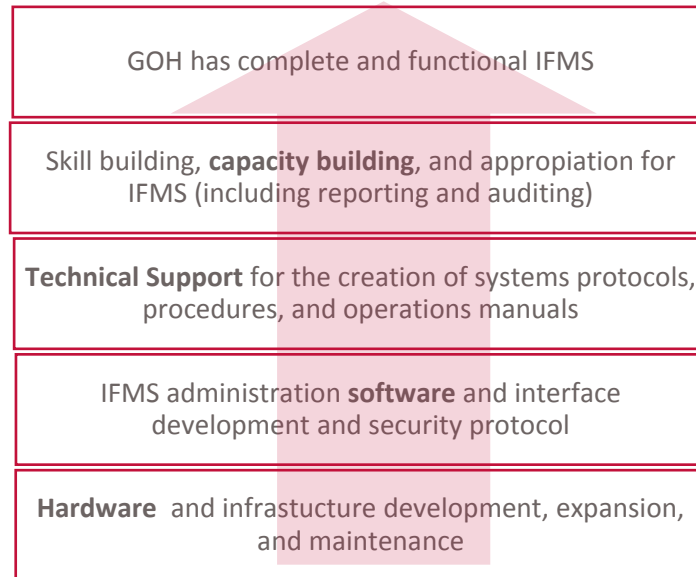
The IFMS Phase V design highlighted four major activity components that, in concert, sought to reinforce and consolidate the GOH’s existing IFMS, permitting it to manage financial governance, human resources (HR), as well as auditing, reporting, and financial transactions at the national and municipal levels. The four components can be summarized as follows:

- **Component 1: Hardware**, which focused on building both the physical and information and communication technologies (ICT) infrastructure at the national and municipal levels that will serve as the platform for Haiti’s IFMS.
- **Component 2: Software**, which focused on developing, updating, and installing the requisite software and programs that serve as the user interface that GOH entities will use to securely conduct financial, HR, reporting, and auditing functions.
- **Components 3 and 4: Capacity building and technical support**, which focused on promoting the use, maintenance, and sustainability of GOH’s updated and expanded IFMS, including:
 - **capacity building** of key staff at provincial and national levels, promoting dialogue with other donors and strategic planning for maintaining and extending the IFMS; and

¹⁰ SOW Final Performance Evaluation of Integrated Financial Management System (IFMS). USAID, 2017.

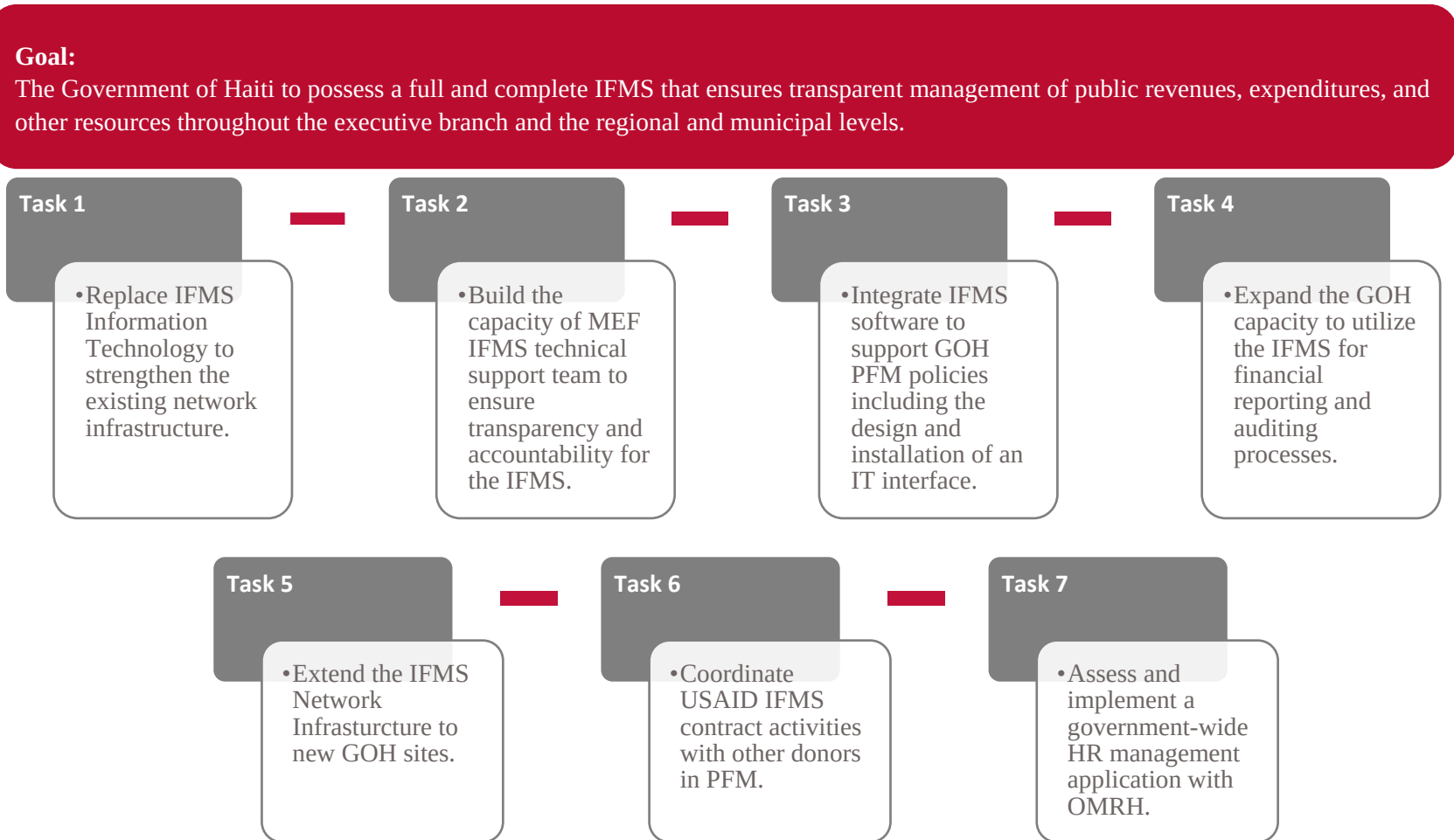
- the **creation of system protocols, procedures, and operational manuals** for the maintenance and utilization of the IFMS.

FIGURE 2. IFMS THEORY OF CHANGE REVISITED



The IFMS activity was organized into seven tasks (see Figure 3) that address these four components. **Annex E** outlines the IFMS logical framework for the detailed tasks and subtasks. **Annex B** provides detailed information on the equipment utilized during each phase of IFMS.

FIGURE 3. IFMS ACTIVITY TASKS



Operating Environment

Phase V of the IFMS activity navigated a challenging political environment in the one-year period following the 2016 presidential elections during which Haiti did not have a formal government, as well as during the new administration's installation. This involved working with only willing government counterparts who did not have authority to sign Memoranda of Understanding or make data exchange agreements, which were critical steps to ensuring GOH ownership and buy-in. Additionally, turnover at the highest levels of GOH leadership remained a challenge throughout the life of the activity. New Ministers, Director Generals, and Managers were routinely appointed, which required the activity to continually begin anew its awareness raising and counterpart engagement work.¹¹

EVALUATION PURPOSE AND AUDIENCE

This purpose of this final performance evaluation was to assess the overall effectiveness of the current IFMS activity, which started in 2014. The evaluation findings will inform future programming in public finance and economic governance in Haiti and other fragile states, serve as a strategic document for the development of USAID/Haiti's Country Development Cooperation Strategy (CDCS), and identify lessons learned and best practices to inform future programming related to governance and ICT.

The intended audience for this evaluation is USAID/Washington, USAID/Haiti (Office of Democracy and Governance), Chemonics International, and key GOH institutions including MEF, Direction Générale des Impôts (DGI), Administration Générale des Douanes (AGD), Cour Supérieure des Comptes et du Contentieux Administratif (CSCCA), Ministère de la Planification et de la Coopération Externe (MPCE), the Office de Management et des Ressources Humaines (OMRH), Unité de Lutte contre la Corruption (ULCC), and all members of Haiti's Public Finance Reform Commission. Findings may also be useful for other donors and entities seeking to develop new public finance reform projects in Haiti.

EVALUATION QUESTIONS

This evaluation sought to answer the following evaluation questions (EQs) and accompanying sub-questions as determined by USAID/Haiti:

1. To what extent was the program effectively implemented?¹²

- 1.1. Is the IFMS infrastructure complete?
- 1.2. Are the new IFMS infrastructure and systems updated and improved, relative to the previous systems?
- 1.3. Have staff been sufficiently trained and coached in using the IFMS systems and interfaces?
- 1.4. Are the IFMS interfaces and ICT systems fully functional and without major bugs?
- 1.5. To what extent do internet connectivity and electricity challenges inhibit the system's use?
- 1.6. How effectively has the implementing partner (IP) negotiated and adapted to changing political circumstances in the implementation of the PFM system?

Effectiveness

"Effectiveness refers to the extent to which an intervention's objectives are achieved or are likely to be achieved."

¹¹ Input from Chemonics International into the Final Performance Evaluation of the Integrated Financial Management System (IFMS) activity (2018).

¹² Definitions on the textboxes come from the USAID/Office of U.S. Foreign Disaster Assistance's Evaluation Guidelines for Foreign Assistance - http://pdf.usaid.gov/pdf_docs/Pnado818.pdf.

2. To what extent is the Haitian Government, generally, and the Ministry of Economy and Finance, specifically, at both the national and municipal levels, using the IFMS?

- 2.1. To what extent has IFMS contributed to improving GOH capacity to utilize IFMS for financial reporting and auditing processes?
- 2.2. To what extent has the program facilitated staff to connect the revenue and expenditure streams of the GOH financial chain?
- 2.3. How is IFMS enhancing MEF IT governance and management capabilities to properly document and implement governance policies and procedures?
- 2.4. What transparency measures have been implemented, and how are the GOH agencies tasked with combating corruption utilizing the IFMS to better do their jobs?
- 2.5. Are the beneficiary entities satisfied by the results of the program? Do they correspond to their real needs?

Impact

“In evaluation parlance, impacts refer to results or effects that are caused by, or are attributable to, a project or program or policy.”

3. How sustainable is the IFMS?

- 3.1. Are there plans and processes in place to continue providing the training necessary to effectively use the IFMS?
- 3.2. Is the necessary budget in place to maintain the IFMS infrastructure and continue ongoing training needs?
- 3.3. To what extent do internet connectivity and electricity challenges inhibit the system’s use?

Sustainability

“Sustainability refers to the continuation of an intervention’s services and benefits after foreign assistance ends. Three dimensions of sustainability—financial, institutional and environmental—can be examined in evaluations.”

TEAM COMPOSITION

The evaluation team was comprised of four core team members and one supplementary technical expert. Evaluation Team Leader (TL), **Dr. Brandy Jones**, brought more than 10 years of experience leading mixed-methods performance evaluations for USAID and other donors, especially with regards to governance and decentralization project evaluations in French-speaking nations. Assistant Team Leader (ATL), **Rudolph P. St. Jean**, is a Haitian information technology professional with expertise in monitoring and evaluating advanced information management and financial solutions. PFM Technical Expert, **Stephen Leeds**, brought over 30 years of experience conducting evaluations of USAID and other donors’ PFM programming. IT Technical Expert, **Carl Lacrête**, is a local Information System Engineer with technical skills and training in information system management and database implementation. Mr. Lacrête served as the supplementary technical expert on the team. Notetaker, **Wesly Jean**, had seven years of research experience working throughout Haiti collecting both quantitative and qualitative data and managing research teams of various sizes.

The evaluation team was supported by an SI management team composed of Evaluation and Survey Services (ESS) Chief of Party (COP), **Dr. Jennifer Mandel**; Project Director, **Jean-Camille Kollmorgen**; Project Manager, **Mariana Davila**; and Project Assistant, **Lisa Anderberg**. This team provided technical and managerial oversight, quality assurance, and logistical support throughout the evaluation.

2. EVALUATION METHODS AND LIMITATIONS

This evaluation employed a mixed-methods evaluation design, including a combination of qualitative data collection methods. Between October 25 and November 21, 2017, the four-member team collected data throughout Port-au-Prince, Haiti, with stakeholders from USAID, Chemonics International, and across the GOH. See **Annex C** for the evaluation design matrix.

The evaluation included a document review, key informant interviews (KIIs), group interviews (GIs), and structured site observations that included IFMS hardware and software component diagnostics.¹³ The evaluation process consisted of three phases: (1) planning; (2) data collection; and (3) analysis, reporting, and presentations.

FIGURE 4. EVALUATION PHASES



PHASE ONE: PLANNING

From August 2017 until the team’s arrival in Haiti on October 25, 2017, Haiti ESS and the evaluation team solicited all relevant documents for the desk review and conducted teleconferences with USAID and Chemonics to clarify the IFMS activity scope as it related to design, geographic reach, and sampling.

After these meetings and initial sharing of project documents, the team began the desk review, which included program-specific documents that USAID and Chemonics provided, as well as secondary literature regarding the PFM sector more broadly. See **Annex K** for a list of documents reviewed. The team summarized the findings from the desk review in an Inception Report and used the background knowledge as the basis for the designing the evaluation.

PHASE TWO: DATA COLLECTION

Upon arrival of the TL in Port-au-Prince, the team held a meeting with Chemonics on October 25, 2017 and an in-brief with USAID on October 27, 2017. Following these meetings, the team finalized fieldwork preparation and began data collection.

¹³ Limited software diagnostics were conducted because most of the procured software—including SIGRH, UXP, and Business Intelligence—were only recently procured and introduced by the activity or were still in a test and installation phase.

KEY INFORMANT AND GROUP INTERVIEWS

The evaluation team conducted 20 KIIs and 8 GIs¹⁴ representing the following organizations:

- USAID
- Chemonics International;
- International Donors: World Bank, Embassy of Canada, and InterAmerican Development Bank (IDB)
- GOH: MEF, DGI, AGD, ULCC, CSCCA, Ministère des Travaux Publics, Transports et Communications (MTPTC), Ministère de l'Intérieur et des Collectivités Territoriales (MICT), Ministère De L'Education Nationale Et De La Formation Professionnelle (MENFP), and OMRH
- IFMS Service Providers

KII and GI protocols were tailored to each informant's role, the nature and extent of their involvement in the IFMS activity, and the time available for interviewing. All data was collected in French. KII and GIs protocols are in **Annex G**.

IFMS HARDWARE AND SOFTWARE DIAGNOSTICS

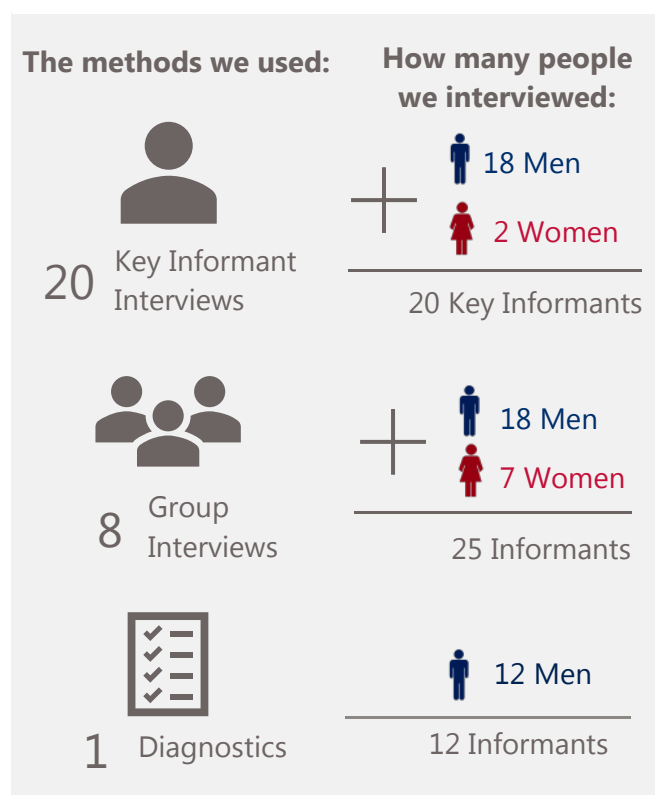
The evaluation team also conducted diagnostics using an observation checklist (see **Annex G.3**) to verify the quality and content of materials, software, and infrastructure that were installed and provided at the sampled sites. While hardware diagnostics were conducted at almost all visited sites, the software diagnostics were not conducted at all sites because many of the software and applications were either still being installed or developed (Network Monitoring Software, Virtualization Software, Backup System, Business Intelligence Software, Human Resource Application), were in an initial test phase (Universal eXchange Platform [UXP]), or had yet to be purchased (Audit Software).

The evaluation team conducted 12 diagnostics overall at the following sites:

- MEF
- DGI headquarters and 4 Sub-Offices (Delmas, Carrefour, Kenscoff, and Pétionville)
- MICT sub-offices
- CSCCA headquarters
- ULCC headquarters
- MENFP headquarters

Altogether, the evaluation team collected data with 57 individuals (48 males and 9 females) during the KIIs, GIs, and Diagnostics.

FIGURE 5. EVALUATION METHODS STATISTICS



¹⁴ GIs are interviews where more than one person is present to participate in the key informant interview.

SAMPLING

The evaluation employed a purposive sampling approach, inviting individuals to participate in KIIs and GIs based on (1) their association with the seven IFMS tasks and (2) their representation across national, municipal, and local level stakeholders. **Annex F** provides an overview of the sampling frame.

PHASE THREE: ANALYSIS, REPORTING, PRESENTATION

DATA CLEANING AND ANALYSIS

During fieldwork, the team captured all notes in electronic form. Data were organized and checked for quality weekly. When necessary, the team conducted follow-up meetings and email correspondence with interviewees to ensure that data were as complete and comprehensive as possible. The team shared the notes with the SI management team weekly who reviewed them for quality and clarity.

Following fieldwork, the evaluation team organized and prepared the KIIs/GIs, document review, structured site observations, and hardware and software diagnostics for analysis. The team assembled in the Haiti ESS office to assess the data collected and prepare for data analysis. The team developed a debriefing document, organizing the data collected by the IFMS activity's planned tasks. The team developed a coding sheet using Microsoft Excel, then coded two interviews together to test the coding approach and clarify any discrepancies. The team agreed on coding responsibilities for each team member and created identification codes for each evaluation respondent to ensure that all data were confidential.

After departure from the field, the team coded all interview notes, and used spot checks across team members to verify coding consistency. In addition to coding, the team also conducted content and trend analysis and data triangulation to confirm findings. The triangulation approach included comparing data from different interviewees, document review, and diagnostics to confirm validity and accuracy. Finally, the team used the data from all sources (site observations, diagnostics, KII/GI, and document review) to complete an output and indicator level analysis sheet.

LIMITATIONS AND MITIGATION STRATEGIES

The team identified the following challenges and solutions during the evaluation:

QUALITATIVE APPROACH: The primary approach for this evaluation was qualitative data collection. The full capture and analysis of qualitative data is complex, and the opinions of informants are, by their nature, subjective. The team members may have failed to record or correctly transcribe important data due to issues with translation or the use of technical jargon. The evaluation team mitigated the subjectivity of opinions by triangulating data sources, and limited transcription errors by having the SI management team conduct a weekly review of evaluation notes for internal agreement. By combining information found in documents, interviews with multiple sources, and the diagnostics, the team made sure that any one piece of biased data did not skew the analysis. Feedback was consistent across all respondent groups; there were no feedback or responses that constituted outliers from the other information collected.

RESPONDENT BIASES: Interviewees may have self-selected either by making themselves available for interviews or in the amount of time they allotted for the interview (self-selection bias). Persons with stronger vested interests in the evaluation results (either negatively or positively) may have spent more time with the interviewers. For some informants, the length of time between the initiation of IFMS activity tasks and this evaluation may have influenced how well they could remember certain events (recall bias) and may have resulted in either a positively or negatively biased response. The team

attempted to mitigate these types of respondent biases by using purposive sampling to select interviewees, making multiple attempts to speak with non-responsive interviewee candidates, and by integrating probes and multiple question phrasings to validate recalled statements.

AVAILABILITY OF ACTIVITY DOCUMENTATION: During the early evaluation phases, the team did not have all requisite project documents and stakeholder information. The team provided a list of requested material to Chemonics, and while a limited amount of materials was initially shared, many of the materials were incomplete or not shared until the team had already begun data collection. The team did not receive some resources requested, and some of the delayed data included a complete list of stakeholders and related contact information. Chemonics did not provide the team with a more complete list of project stakeholders and contacts until the team's second week in country, which made fieldwork preparations challenging, especially as related to defining the sample. The team was still receiving names and contacts for IFMS stakeholders (particularly non-IT respondents) as late as the third week of fieldwork. Not having all the documentation in a timely matter meant that the evaluation team had less time to understand information gaps and reach out to informants well in advance.

INFORMANT AVAILABILITY: Another challenge faced during data collection was the level of formality required to schedule meetings with GOH representatives and the lack of availability of GOH ministry leadership and non-IT staff. As noted above, despite repeated requests, the team did not receive a list of non-IT stakeholders until the end of fieldwork. Many of the IT staff contacts that the team reached out to prior to arrival in country refused to meet with the team until formal approval was obtained from their supervisors. To this end, the team had to solicit USAID and Chemonics to request formal permission for the relevant ministry staff and representatives to participate in the study. As a result, no meetings were held with MEF leadership outside of the IT department, and no meetings were held with Office d'Assurance Vehicules Contre Tiers (OAVCT) representatives. Informant availability challenges meant that few, if any, individuals from MEF leadership, non-IT personnel, and OAVCT were included in the evaluation sample and that the evaluation results are potentially less representative of these groups. However, the team mitigated the risks posed by the informants' unavailability by using multiple data sources to triangulate information for each evaluation question.

TEAM COMPOSITION CHANGES: The evaluation team experienced two changes prior to and during fieldwork. First, the ICT Expert originally identified was not available for fieldwork; the ATL was able to fill this role due to his expertise in ICT. The PFM expert departed early, during the second week of fieldwork, after which the team continued data collection with a smaller team. Simultaneously, the SI management team identified a replacement PFM expert to join the team for the data analysis and reporting phase. Although this challenge put pressure on the team while in the field and during analysis, this did not have any repercussions on the quality of data collected and analyzed.

3. FINDINGS AND CONCLUSIONS

EVALUATION QUESTION 1: TO WHAT EXTENT WAS THE PROGRAM EFFECTIVELY IMPLEMENTED?

FINDINGS

Evaluation Question 1.1: Is the IFMS infrastructure complete?

The IFMS activity's infrastructure-specific tasks were **Tasks 1** (replace IFMS IT to strengthen the existing network infrastructure) and **Task 5** (extend the IFMS Network Infrastructure to new GOH sites). Diagnostic tools used during the team's four site visits to the Network Operations Center (NOC) at MEF confirmed that Chemonics performed several improvements of the infrastructure within the NOC requested by USAID in the project solicitation. First, the old NOC room was transformed into a NOC area subdivided into three smaller rooms: a server room, a power room, and a monitoring area. Additionally, access to and exit from the NOC area was controlled by a keycard issued to each IT staff. In the server room, Chemonics installed new cabling that ran on aerial racks as well as redundant air filtration and air conditioning units. Finally, the project installed servers for VX-Rays, backups, and data exchange, which are currently being configured.

FIGURE 6. DGI CENTRAL NOC



In the power room, the activity installed fire suppression apparatuses (fire extinguisher product tank, switch boxes, etc.), as well as air conditioning split units. In the monitoring room, there was a tool to regulate power voltage, and an array of monitors were also installed as part of the monitoring system. For power, the NOC was fed by commercial power (CP) and had two backup generators (BGs) on standby. The switchover was controlled by an automatic transfer system (ATS) that provided a 15-second delay to transfer from CP to BG and vice versa that was also housed in the monitoring room. During the site visit, the monitors were displaying video feeds from cameras monitoring all three rooms and the entry door to the NOC.¹⁵ These observations were substantiated by interviews with GOH staff and other stakeholders (specifically, the World Bank): two-thirds of MEF respondents considered electricity stable, and all respondents confirmed that the servers were installed and that radio/intranet and connectivity was functional. Additionally, a World Bank evaluation of the activity¹⁶ and a follow-up mission¹⁷ confirmed the positive changes Chemonics made within the NOC and on the infrastructure.

According to the IFMS activity scope of work (SOW),¹⁸ the MEF MAN that existed prior to the activity was considered the basis for the current phase of IFMS. This network was an intranet linking major GOH

¹⁵ A complete list of required changes/upgrades to the NOC is available in Table 1.

¹⁶ RAPPORT D'AUDIT WAN MEF Version 102.

¹⁷ Rapport Intermédiaire Octobre 2017.

¹⁸ RFTOP No. SOL#521-14-000003.

agencies to the MEF to allow for better financial control. Chemonics renovated the intranet network, also known as MAN/WAN (Metropolitan Area Network/Wide Area Network), with new sites installed.

In addition to the notable improvements, the team observed the following shortcomings:

- Although most of the NOC equipment was racked, the team observed, during its site visits, that there were still a few pieces of equipment—such as older server towers and uninstalled equipment—on the room floor, which increases risk of breakdown due to the increased amount of nearby dust.
- Even though Chemonics renovated and installed a new MAN/WAN, the team observed that the stability and strength of connectivity of the network was not consistent across all government agencies.
- Although aerial racks were installed, there was no raised floor, which was an activity requirement. According to Chemonics, the NOC is temporarily housed in the Government Pension Agency building because of the 2010 earthquake and will be relocated in the future.
- Technicians expressed concerns about the state of the cabling and how some cabling had to be replaced because of performance and/or length. During the visit, the team observed that the server room was warmer than the adjacent rooms, and verification with the installed thermometer showed that the ambient room temperature was 80 degrees Fahrenheit, which is typically high for a server room (recommended temperatures vary between 68 and 71 degrees Fahrenheit). Technicians reported that one of the two air conditioning units had been broken for two months. Technicians also reported that, prior to the team’s arrival, they had to shut down servers to avoid them crashing from overheating, thus causing a breakdown in service.
- The team observed a noticeable amount of dust on equipment and small discarded pieces of material on the floor. Dust accumulation on the heat sink, power connectors, or active devices can cause overheating in computer systems.¹⁹ Informants from the technical team explained that the dust was due to recent re-cabling. These same informants revealed that no cleaning staff had been hired or trained to clean the server room, although the technical team dusts twice a month.
- Finally, informants reported that there is currently no primary NOC backup center. Chemonics reported that its proposal for sites on the cloud was rebuffed by MEF leadership.²⁰ Chemonics also reported that it is waiting for MEF leadership to propose a site for the back-up center.

When asked whether the IFMS infrastructure is complete, a senior GOH official stated: “I can say no. Because we are at the end of the project and our expectation in terms of network functionality, the result has not been achieved. Most of the sites are not yet renovated. Even at the level of the hardware installed at the NOC, they are never finalized. When asked, GNS [an implementing firm employed by Chemonics] always talks about problems with licenses, software, etc. The servers are there but are not installed.”²¹

¹⁹ Optimum Cooling of Data Centers: Application of Risk Assessment and Mitigation Techniques 2014th Edition by Jun Dai (Author), Michael M. Ohadi (Author), Diganta Das (Author), Michael G. Pecht (Author).

²⁰ 10/30/2017 and 10/31/2017 Software Diagnostic Tool with Chemonics IFMS IT representative.

²¹ 10/31/2017 interview with MEF Senior representatives.

TABLE 1. REQUIREMENTS FOR THE NOC UPGRADE

REQUIRED CHANGES/UPGRADES		ACCOMPLISHED
The Network Cabling in the NOC is in Good State	Yes	Good and clean cabling installed. However, technicians reported that some cabling had to be replaced because of performance and length issues.
NOC 8-inch raised floor installed or aerial rack solution	Yes	Aerial racks have been installed, but no raised floor (NOC is temporarily housed in a room with the Government Pension Agency).
Swipe card electronic access to NOC facilities	Yes	For Entry and Exit
Administrative and Equipment rooms separated by partitions	Yes	NOC is divided into three parts: a room for monitoring, a room for power (that also contains the fire suppression apparatus [fire extinguishing product tank, switch boxes, etc.]), and the server room itself.
Air filtration and de-humidification of NOC	Yes	Air filtration is part of the air conditioning unit.
All NOC equipment and materials racked	No	Most NOC equipment is racked. However, there are some other equipment that are still on the floor. Moreover, there is equipment in boxes that have not been opened.
Smoke detectors and fire extinguishers functional	Yes	Yes. No test was performed. However, equipment appears functional.
Separation of power from network equipment with 3-hour fire-rated prefabricated partitions;	Yes	Chemonics confirmed that the power room and server rooms are separated by fire-rated prefabricated partitioning material.
Air-conditioning functional and does not leak water into NOC (confirm that it is continuously in operation)	No	The room was 80 degrees, which is typically high for a Server room. The team learned that one of the two air conditioning units had been broken for two months without repair. The technical team had to shut down servers before the evaluation team's arrival, causing a breakdown in service.
Very Early Smoke Detection Apparatus (VESDA) fire detection and dry-pipe pre-action or gas-based fire suppression installed and operational	Yes	The team observed a fire suppression system, pipe installation, and fire-suppression material tank (housed in the power room).
Confirm that cleaning staff trained on appropriate techniques to clean NOC equipment and materials	No	No cleaning staff had been hired/trained for the cleaning of the server room. The technical team said that they do dust twice a month. There was a noticeable amount of dust on equipment. The technical team said that they have been doing cabling as an explanation. Also, small discarded pieces of material were on the floor.
The NOC area is clean and cleared of discarded or broken equipment.	No	The evaluation team observed the NOC area to be relatively clean. However, boxes of uninstalled material were present in both monitoring and server rooms.
The NOC is always powered, and there is a backup power solution for emergency	Yes	NOC is fed by CP and has two BGs on standby. The switchover is controlled by an ATS that provides a 15-second delay to transfer from CP to BG and vice versa.
There is a primary NOC backup center	No	There is no primary NOC backup center. Chemonics said that MEF rebuffed its proposal for sites on the cloud. MEF needs to propose a site for the backup center.
There is a secondary NOC backup center	No	There was no secondary NOC backup center.

Evaluation Question 1.2: Are the new IFMS infrastructure and systems updated and improved, relative to the previous systems?

Regarding **Task 1**, the current IFMS activity aimed to improve the existing IFMS MAN/WAN by upgrading equipment in the NOC and several sites, providing office equipment to allow increased communication and data exchange among GOH entities, extending the MAN/WAN to additional sites, and ensuring better quality of service. To this end, Chemonics procured a significant amount of equipment to replace outdated NOC equipment. According to the Excel file containing inventory data that the team received,²² Chemonics replaced approximately 254 pieces of equipment. Moreover, to repair existing sites, add new sites on the MAN/WAN, and reinforce the MAN/WAN, Chemonics also reported procuring 150 pieces of hardware, including 49 access points, 52 antennas, eight radios, 19 routers, and 16 switches, among others.

"IFMS gave us about 300-400 computers, and there were printers too. Everything to run an office. Routers, servers, UPS."

-Senior DGI IT Manager

Regarding **Task 3** (integrate IFMS software to support GOH PFM policies, including the design and installation of an IT interface to achieve connectivity between the revenue collections systems and the expenditures management system), Chemonics installed equipment to support a data exchange platform called UXP in both the NOC and in several pilot sites (AGD, CSCCA, DGI, MEF, MENFP, MICT, MPCE, Ministère de la Planification et de la Coopération Externe (MSPP), MTPTC, OAVCT, OMRH, and ULCC). The activity procured 79 pieces of hardware for the UXP (among them nine routers and 32 servers). The team confirmed this reported information from Chemonics by running diagnostics tools, interviewing staff, and conducting visual observations in most of the above-listed sites, with the exception of AGD, MPCE, MSPP, and OAVCT.

In support of **Task 5**, Chemonics provided GOH entities with equipment to support their development of technical capability to improve either their work (in the case of MICT and DGI) or to develop new systems (in the case of the OMRH). To this end, Chemonics procured and delivered 35 pieces of equipment to support the CIVITAX²³ activities within several municipalities and under MICT oversight, and 1,215 pieces of equipment to DGI to automate 25 new offices.²⁴ OMRH, where a new HR application is being developed under the IFMS activity,²⁵ received 11 pieces of equipment. Some offices also benefited from help to address power issues. Chemonics invested in generators, power inverters, batteries for the inverters, and almost all systems provided were coupled with an uninterruptible power supply (UPS) to protect against fluctuating power and power outages so common in Haiti.²⁶ For example, the Kenscoff MICT office received a new inverter, 12 batteries, a generator, and a tank for fuel storage.

Evaluation Question 1.3: Have staff been sufficiently trained and coached in using the IFMS systems and interfaces?

To achieve **Task 2** (build the capacity of MEF IFMS technical support team to ensure transparency and accountability for the IFMS), Chemonics held many trainings sessions for MEF IFMS technical staff, as well as for staff from other GOH entities that received equipment for data exchange. Chemonics provided

²² Equipment Tracker_2017_09.xlsx.

²³ CIVITAX is a tax management software developed in 2010 by a Haitian firm, Solutions S.A., in a collaborative effort with the USAID/LOKAL+ project, the MICT, the tax authorities (DGI) and other local partners. For more information, see: <http://www.lokalplus.com/civitax-2/>

²⁴ Details of the information provided here are presented in Annexes B and I.

²⁵ 10/30/2017 interview with USAID representative.

²⁶ 11/10/2017 Field Hardware Diagnostic at MICT Kenscoff and 11/10/2017 Field Hardware Diagnostic at MICT Delmas.

training on a wide range of technologies, as well as policy and procedural documents to maintain the new equipment or new systems (e.g. “Policy on Maintenance of the NOC Systems and Materials,” “Procedures for Database Maintenance and Back-up”). Chemonics provided the evaluation team a non-exhaustive list of the trainings given, and policy documents developed, including training on Windows Server Network Administration, UXP, Business Intelligence Software, Cisco Network Training, and Système Interministériel de Gestion des Ressources Humaines (SIGRH), among others. Please refer to **Annex J** for the list of trainings and policy documents that Chemonics developed.

While significant in number, the trainings often occurred far removed in time from the delivery of the associated system. For example, with the UXP systems (hardware and software), the software was installed in various agencies and training was provided to these agencies’ designated IT staff, but they had little opportunity to use the skills from the training because the system was not yet in use. Coaching and mentoring were also not provided. None of the nine relevant respondents declared benefiting from any mentoring or coaching. *“There was no knowledge transfer between foreign technicians and Haitians,”*²⁷ a senior GOH official said. Additionally, diagnostics tools and other observations clearly showed that even in the MEF NOC, which is the core of the IFMS activity, important components such as the monitoring, virtualization, and backup systems had not yet been fully installed or configured, as reported under EQ 1. When the evaluation team asked to what extent the improvement experienced in the IFMS was attributable to the current activity, GOH officials answered: *“Training cannot be enough as long as we are not yet using the system to practice,”*²⁸ and *“We still need training, in general, to better control the system. There are tools in the system that we have not mastered so far.”*²⁹ One of the officials provided more detail on his thinking: *“The subject was developed, but it appeared virtual because there was no practicum in the curriculum. When they tried to practice, the system didn’t work. People who tried to understand will understand, but there was no effort put into doing it properly.”*³⁰

Another important issue hampering the training’s effectiveness is that no GOH structure exists that defines IT employees’ job categories, descriptions, or salaries. From the point of view of a GOH informant, there is no distinction between a database administrator and a radio technician, or between a network engineer and an application developer because an IT staff member is typically expected to be a “technician” who possesses all these skills. Therefore, when Chemonics issued training invitations, GOH IT staff who were sent did not possess the foundational skills necessary to acquire the specific knowledge. For example, CSCCA sent two network engineers to attend training on the UXP system to learn to develop web services. Unfortunately, network engineers’ skillsets did not include web application tools such as Hypertext Markup Language (HTML), Cascading Style Sheets (CSS), and JavaScript, which are required for this type of training.

FIGURE 7. MICT KENSKOFF NOC



²⁷ 10/31/2017 interview with MEF Senior representatives.

²⁸ 11/8/2017 interview with MTPTC representative.

²⁹ 11/3/2017 interview with AGD representative.

³⁰ 10/31/2017 interview with MEF Senior representatives.

Evaluation Question 1.4: Are the IFMS interfaces and ICT systems fully functional and without major bugs?

This question about the functionality of the IFMS interfaces and ICT systems has many answers depending on the degree of progress achieved by the activity within specific GOH entities. Because the IFMS activity covered several technological areas, the evaluation team received varying answers depending on which aspect of the activity affected a specific stakeholder, as well as the aspect's level of installation, development, or state of completion.

FIGURE 8. OMRH'S NOC



The IFMS system and its infrastructure are still being repaired and parts replaced. This work was intended to be completed during the first of three work batches but was still ongoing at the time of the evaluation. Batches 1 and 2 focused on repairing sites and installing new equipment respectively; batch 3 concerned the installation of a new site that will also be created to replicate the NOC and serve as a backup site for the MEF with another Quantum server for a duplicate backup of the current MEF Systems. This site will also serve as the office of the new unit called Direction des Services Informatiques (DSI).³¹ A consultant who conducted an evaluation of the IFMS activity in 2016 and a follow-up visit in

August 2017 noted that: *“The project consisted of 3 batches; Batch 1 is not yet completed while we are approaching the end of the project. This leaves me a little worried. As of August 1, 2017, there still are bugs in the applications; the sites do not really have the same materials. The networks do not have the same structures.”*³²

Chemonics implemented the UXP data exchange platform within OMRH with several other GOH entities receiving appropriate equipment and training to use the system. However, a pattern emerged whereby the hardware was not properly configured at the test sites, and tests were either unsuccessful or not conducted at all. At the time of the evaluation, three out of 15 respondents confirmed that the UXP was not functional. In four visits to town halls, government entities, revenues offices, and the MEF, the team was unable to see even a partial demo of the UXP. The team was only able to see a planned demo of UXP at the MEF on the last site visit.³³

Chemonics installed VXRail—a system of server arrays to allow virtualization and to lead to better hardware resource management for the MAN/WAN into the NOC—and a new backup system to provide the NOC with the ability to protect its data and applications against adverse events such as hard drive or server failure. These systems were not operational during the team's three initial visits at MEF. Technical staff explained that this status was due to configuration issues that the activity had been unable to solve. These two hardware upgrades, essential to improving NOC capability and performance, were still unavailable until the team's last visit to the NOC, two weeks later. On the team's last visit, MEF informants reported that Chemonics had provided resources to fix these systems and that they were

³¹ 11/16/2017 NOC diagnostic and interview with MEF representative.

³² 11/16/2017 interview with World Bank informant.

³³ 11/16/2017 NOC diagnostic and interview with MEF representative.

functional. However the team did not see any demo on this, as MEF could not run a backup merely for the team's observation.

Evaluation Question 1.5: To what extent do internet connectivity and electricity challenges inhibit the system's use?

The GOH MAN/WAN is an intranet—a private network only accessible to GOH agencies—and does not need internet connectivity to function.³⁴ Chemonics informants interviewed explained: *“For MAN/WAN...the IFMS network is designed to leverage MEF expense management. It is an intranet system. The internet connection does not pass over the IFMS network. Each institution has its own internet network. It is a separate network from the IFMS network. That's why in all the institutions there are two networks: there is the IFMS network for the management of the expenses, and there is the local network to have access to other systems.”*

However, issues of connectivity such as low bandwidth or interruptions still plague the network and have been a major focus of the IFMS activity.³⁵ The MAN/WAN infrastructure was mostly built on radio link transmissions of signal and data with a theoretical bandwidth of 54 Mbps. However, tests conducted during a World Bank evaluation of the MAN/WAN in the fall of 2017 showed that the real or practical transmission bandwidth varied between 15 Mbps and 22 Mbps. Although a large part of the bandwidth loss was expected, the rest was mostly due to installation or environmental issues.³⁶

This evaluation also established that the main cause of connectivity issues is radio interference. According to tests conducted, Port-au-Prince is overloaded with radio transmissions, as most communication is done through radio. This, in turn, deteriorates the quality of transmission, resulting in a transmission that fluctuates and has a lot of interruptions. These fluctuations subsequently affect software applications such as SYSDEP, used by the MEF for financial management.

According to most GOH informants, electricity is another major issue for the system, as it affects many GOH entities. Port-au-Prince and its metropolitan area suffer from daily power outages and random service interruptions. For example, OMRH, which houses the UXP interagency data sharing platform, has serious power challenges because it is only fed by CP and does not have BG or other alternative power sources.³⁷ Whenever there is an outage, UXP is unavailable, and the equipment must be reset when the power resumes. This makes the platform unavailable, and other GOH entities cannot use it while it is offline. This is a problem across GOH entities. While DGI and the MEF have received more support and equipment to address power and electricity issues, other GOH entities, like OMRH and ULCC, have major gaps in this area. For example, according to interviews with OMRH representatives, their office does not have a backup generator to power its system in case of a commercial power outage.

Additionally, the UXP that is meant to be the data exchange platform does not currently function on the GOH MAN/WAN and requires internet connectivity. The IFMS activity currently pays for the OMRH-dedicated internet for the UXP,³⁸ and neither Chemonics nor OMRH leadership reported a clear plan for what will happen once the IFMS activity ends. In addition, other GOH entities also struggled with this

³⁴ RAPPORT D'AUDIT WAN MEF Version 102.

³⁵ 11/16/2017 Revisit to the NOC.docx.

³⁶ RAPPORT D'AUDIT WAN MEF Version 102.

³⁷ 11/16/2017 interview with OMRH Senior representative and 11/06/2017 interview with OMRH representatives.

³⁸ 11/6/2017 interview with OMRH representatives.

additional requirement to make available the necessary bandwidth to support using an internet-based system, and no clear solution had been put in place at the time of the evaluation.

Evaluation Question 1.6: How effectively has the IP negotiated and adapted to changing political circumstances in the implementation of the PFM system?

The activity was conducted in a very challenging context as Haiti went through a few transitions throughout implementation, from electoral transitions to political instability, and turnover of activity stakeholders both from Chemonics and GOH. However, one key evaluation finding was that Chemonics treated the activity as an IT project, and thus Chemonics worked principally with IT directors and staff. The team was unable to meet with leaders other than IT staff in most of the government entities that benefited from the activity, despite repeated written and phone requests. The few other GOH leadership representatives who met with the team professed their limited knowledge of the activity’s aims, tasks, or outputs.

The team also found that the UXP, which is the choice for implementing data sharing at the government level, is still a marginal sub-activity in the process of being implemented and is not well understood by GOH actors. For example, a GOH informant told the team: *“MEF had originally refused UXP, then USAID visited the Primature (OMRH), and [a senior official] took it. So, there were no ‘cahier des charges’ done. UXP was purchased without a real cahier des charges. MEF had refused the UXP System.”*³⁹ At OMRH, where the UXP is currently housed, informants told the team: *“We have no staff who participated in the training in Estonia. It was [a senior official who has since left the institution] who was part of the trip. Not the technicians. If we had this training, we would be able to operate the system properly.”*⁴⁰

Many of the interviewees suggested that it was an error that the Chemonics and USAID-organized trip to Estonia to build support and buy-in for the UXP only included IT staff. According to these interviewees, GOH leadership throughout the various entities should have been included as they also needed to buy-in to the activity’s objectives to provide support and exert necessary pressure within their respective organizations. A senior GOH informant said: *“[Chemonics] had meetings with ministers, but not everyone understood everything. It was after the visit to Estonia that I was able to get a better understanding of the project. Except that, they brought only the technicians. What for me would be better is to involve the highest authorities to make these kinds of trips; go on site to see how it works, see what the project offers as an advantage, so that they show better ownership.”*⁴¹

Another significant issue that Chemonics faced was the overreliance on specific actors. In some instances, this strategy served its purpose. For, example the DGI IT Director is a champion of the IFMS activity and worked intensely with Chemonics to advance the activity’s objectives—and that of his institution as well.⁴² In contrast, a USAID representative stated that a key MEF representative who was an early supporter of the IFMS activity had to leave his post in 2015. His absence created a leadership vacuum at the MEF and led to a long period of uncertainty that deeply affected the IFMS activity.⁴³

³⁹ 11/16/2017 interview with MEF representative.

⁴⁰ 11/6/2017 interview with OMRH representatives.

⁴¹ 11/6/2017 interview with DGI representative.

⁴² 11/6/2017 interview with DGI senior official.

⁴³ 11/13/2017 interview with Chemonics IFMS activity representatives and 11/6/2017 interview with World Bank representative.

GOH stakeholders and donor community observers suggested that the level of coordination and communication from Chemonics and USAID leadership was insufficient to obtain buy-in from the relevant stakeholders. A senior donor partner stated that: *“We have the impression that USAID works in silo in these IFMS projects. They did not communicate about the actions related to this IFMS project. They did not really collaborate with other donors. That’s my vision of things.”*⁴⁴ A GOH informant shared a similar impression: *“Nobody has any contact with Chemonics: I have been in a meeting with them, I know them, but we are not in contact. They do not call me; I do not call them either. Because I was waiting for them mainly to finalize the configuration of the system.”*⁴⁵

CONCLUSIONS

1. IFMS initiated activities under all seven tasks, and implementation of IFMS infrastructure and systems remains ongoing. Substantial procurement and ICT investments have occurred that have updated, upgraded, and expanded the IFMS infrastructure. However, some of the infrastructure work that has been completed has bugs or show signs of poor maintenance. Because the infrastructure is incomplete, major aspects of the systems are not being used by intended beneficiaries.
2. IFMS provided a significant amount of trainings on all the systems developed or delivered. However, the effectiveness of these trainings is greatly reduced, as the ongoing installation of associated infrastructure and software has not allowed GOH employees to apply the skills learned in trainings. This conclusion is discussed further under EQ 2.
3. IFMS helped GOH address connectivity and electricity issues in many instances. Yet these issues remain a major problem for the activity because systems such as UXP require dedicated internet connections for which GOH agencies often do not have budgets. Moreover, electricity remains unstable throughout the country, and many GOH agencies including OMRH do not have stable generators or alternative power sources. The support material provided by IFMS has not yet reached all the GOH agencies.
4. IFMS focused significant attention on working with GOH ICT staff because these individuals will be the IFMS caretakers. At the same time, IFMS did not successfully build buy-in from across the highest levels of GOH leadership. This was a missed opportunity to standardize understanding of IFMS among GOH leadership, and identify champions to own and push forward the IFMS activity’s objectives. Chemonics also experienced challenges with project management due to issues surrounding communication and planning with GOH counterparts.

⁴⁴ 11/14/2017 interview with EU representative.

⁴⁵ 11/8/2017 interview with MTPTC representative.

FIGURE 9. EFFECTIVENESS CONCLUSION'S SUMMARY AND OVERVIEW

TASK	CONCLUSION	ASSESSMENT ⁴⁶
Task 1: NOC and IFMS upgrades and renovation	- Significant work was done and is currently ongoing in the NOC and on several of the 60 MAN/WAN GOH sites. - Chemonics procured equipment and software through the IFMS activity and delivered it to the GOH. - However, the installation is not complete, and the MAN/WAN is not without performance issues across sites.	
Task 2: Capacity Building	- Chemonics administered training on subject matters relevant to the IFMS management to both NOC and site staff. - An IT strategic roadmap exists for the GOH; however, it predates the current IFMS activity and informed the IFMS activity design. - Training was not effective because coaching and application has not occurred. Delays in installation and completion of systems and software has not allowed training participants to apply their newly gained skills.	
Task 3: UXP Data Exchange Software	To connect revenue and expense, Chemonics elected to implement a data exchange layer solution called UXP. However, at the time of the evaluation, UXP was not functional to enable any real-time data exchange.	
Task 4: Financial Reporting and Audit Software.	- Chemonics conducted an audit needs assessment. However, because no appropriate Audit software was identified for the GOH needs, Chemonics did not purchase a tool, nor provide training. - Chemonics purchased Business Intelligence software to improve financial reporting, but participating agencies did not have the databases or functional platforms to populate the software to inform financial reports.	
Task 5: IFMS Extension to DGI, CSCCA, and MICT Municipal sites	- Chemonics installed computer equipment in 1 CSCA Office, 10 MICT offices, and 25 DGI offices. - Chemonics reported having grown the number of sites from 51 to 61 (or 62 according to different sources). However, the new sites were never clearly identified for the team.	
Task 6: Donors Working Group	Communication and coordination between the IFMS activity and the other donors has been spotty and inconsistent.	
Task 7: OMRH Human Resource Software	- Chemonics produced a needs assessment report to develop a HR management system. Chemonics hired a software development firm, trained staff on the software (SIGRH), and software installation is in progress. - However, the upgraded SIGRH that Chemonics introduced does not consider important aspects of HR such as presence, sanctions, movement, promotion, and furlough—all elements critical to informing payroll.	

⁴⁶ A 5-point scale is used here to score the level of achievement of these tasks: HS: Highly Satisfactory (no shortcomings), S: Satisfactory (there were only minor shortcomings); MS: Moderately Satisfactory (there were moderate shortcomings); U: Unsatisfactory (there were major shortcomings); HU: Highly Unsatisfactory (the activity/task had severe shortcomings).

HS	Highly Satisfactory: (No shortcomings in the achievement of the objectives)
S	Satisfactory (Minor shortcomings)
MS	Moderately Satisfactory (Moderate shortcomings and weaknesses)
U	Unsatisfactory (Major shortcomings and weakness in the achievement of the objectives)
HU	Highly Unsatisfactory (Failed completely to achieve this objective.)

EVALUATION QUESTION 2: TO WHAT EXTENT IS THE HAITIAN GOVERNMENT USING THE IFMS?

FINDINGS

TASKS 1, 2, AND, 5 (infrastructure rehabilitation of the NOC and MAN/WAN renewal and extension) Chemonics focused on reinforcing, replacing, and extending the existing IFMS infrastructure at two levels: the MEF NOC and the IFMS intranet network (MAN/WAN). The GOH is already using the MEF NOC, even though it is not yet fully installed and established. As discussed in the EQ 1 findings, while a large portion of the installation was completed, some work remains before the MEF NOC is fully complete. Additionally, several GOH entities (including MEF, Treasury, DGI, ULCC, and CSCCA) are using the MAN/WAN and the GOH SYS applications (including SYSREC, SYSDEP, SYSFIP, SYSPAY, and SYSPENS⁴⁷).

The evaluation team also found evidence of how GOH and other actors are planning to use the NOC and IFMS Intranet to their advantage. The World Bank is planning to use much of the IFMS activity's infrastructure and resources as the foundation for its IFMIS project. A World Bank public finance expert stated: *"From the beginning when I arrived in Haiti and heard of the USAID IFMS project, I have been interested because I see it as the foundation for [the World Bank's] Integrated Financial Management Information Systems (IFMIS). So, from the beginning, I told my technical teams that we must examine the servers, the Network WAN/MAN, and the data exchange software UXP, because these may be essential for IFMIS."* The World Bank has already initiated the process of assessing the NOC, MAN/WAN, and UXP for the purposes of its IFMIS project, which will seek to provide GOH with an integrated software for conducting of all financial transactions and activities. According to the World Bank, collaboration has occurred between Chemonics and the new World Bank team that is leading the roll out of the IFMIS project. Some of that work includes efforts to reinforce and improve the performance of the MAN/WAN.

In contrast, the team found that Chemonics has not done extensive work at the municipal level. A few DGI and MICT offices have been equipped with office materials and even received network equipment (switches, routers, etc.). Although Chemonics outfitted these sites to test and use UXP to exchange data with the larger MAN/WAN, it is unclear whether the sites have access to MAN/WAN or UXP.⁴⁸

However, all the offices in the evaluation sample that Chemonics outfitted reported a high level of satisfaction despite not having access to the MAN/WAN. The installation of equipment in these offices led to a reported improvement in the quality of service. Moreover, some of the offices in the sample reported an increase in revenue.⁴⁹

TASK 3 (INTERFACE/PLATFORM FOR FINANCIAL MANAGEMENT) UXP—the financial data sharing platform that Chemonics procured to serve as an interface among GOH entities that use applications with databases that are outside of the SYS software application—is still in its test phase and not yet in use. Out of the six sites visited, only informants from DGI and AGD claimed to have conducted several tests to share information between Tax Solution and SYDONIA. According to a World Bank informant, at this point the UXP is not in use by any GOH agencies; rather, it is still in the test phase, and

⁴⁷ SYSREC: Système de gestion de recettes. SYSDEP: Système de Gestion des Dépenses. SYSFIP: Système de Gestion Des Fonds d'Investissement Publics. SYSPAY: Système de Gestion de la solde des fonctionnaires. SYSPENS: Système de Gestion de la liquidation des pensions de retraite pour civils.

⁴⁸ 11/13/2017 interview with Chemonics IFMS representatives.

⁴⁹ 11/10/2017 Interview with DGI representatives.

its future is uncertain, given that the World Bank’s IFMIS project may use a software product that could render UXP obsolete.

TASK 4 AND 7 (FINANCIAL REPORTING AND AUDIT SOFTWARE & HUMAN RESOURCE

SOFTWARE) Both tasks sought to provide software solutions that will address major challenges in GOH financial governance processes and HR needs. However, in both cases, at the time of the evaluation, Chemonics has not yet completed the tasks. In the case of the Financial Reporting and Human Resource Softwares, Chemonics purchased applications such as SIGRH in the summer of 2017, and trainings were recently held to roll out the applications.⁵⁰ However, in both cases, the rollout was still in its early stages at the time of the evaluation, and no respondents reported using the software. As for the Audit software, the procurement process had not yet been completed at the time of the evaluation, and as such was not in use.

Evaluation Question 2.1: What is working well in terms of IFMS utilization, and what is not working well and why?

TASKS 1 AND 5 The goals of these tasks were to upgrade the NOC, repair sites, and extend the IFMS to new sites. Chemonics did significant work upgrading the NOC and also intervened on several sites to repair and upgrade their systems. This work has allowed the IFMS to remain functional and helped reduce interruptions. However, the team found that deliverables under these tasks are still incomplete. Significant systems such as the VXRail and the Backup are still not available. In the three batches of work that were necessary to complete these tasks (repair the sites, install new equipment in the NOC, and replicate the NOC at a new site⁵¹), only Batch 2 is partially complete, not accounting for the fact that the current NOC room is temporary, and VXRail and backup are still being configured.

TASK 2 Another critical aspect of using the NOC and MAN/WAN network was the training and capacity building that Chemonics provided to reinforce the GOH staff capacity to manage the various networks, servers, and ICT linked to the IFMS. As mentioned in the findings for EQ 1, many of the trainings linking the NOC and MAN/WAN were

“The training cannot be sufficient as long as we are not yet using the system for which we were trained.”

-GOH representative

conducted over a year ago, whereas several more trainings have occurred more recently. However, because the NOC is not yet fully functional, training participants interviewed stated that they have not had the opportunity to use their newly acquired skills. Additionally, because the systems and materials were not fully operational, they had not utilized the opportunities for technical support and knowledge transfer through coaching of ICT staff. Training participants interviewed stated that there had been no coaching or mentoring throughout the activity.

The team was unable to assess the impact and effectiveness of trainings for applications and systems that were not yet in full use such as UXP, Business Intelligence, server management, or VXRail. Until they are in regular use, the validation of the training quality is difficult to judge since use and familiarity are key factors in measuring the success of capacity building and training efforts. Table 2 displays the trainee list provided by Chemonics and offers a comprehensive menu of trainings provided by the activity.

⁵⁰ 11/16/2017 interview with OMRH representative and 11/16/2017 interview with MEF representative.

⁵¹ 11/16/2017 interview with MEF representative.

TABLE 2. TRAININGS PROVIDED BY THE ACTIVITY

SUBJECT	DATE	ATTENDANTS	DURATION (DAYS)
UXP Presentation	8/15/2015	18	1
UXP Implementation Workshop	5/30/2016	9	3
UXP Workshop	8/9/2016	12 ⁵²	3
UXP Training	12/7/2016	9	3
UXP Implementation	3/14/2017	13-20	5
UXP Training	3/23/2017	3	1
Windows Server 2012R	4/25/2017	8	4
Windows Server	5/3/2017	7	3
BI Tool Presentation	5/15/2017	8	1
UXP Training	5/26/2017	5	4
VXRail Training	6/21/2017	18 ⁵³	3
UXP Training	6/26/2017	5	5
VXRail Presentation	6/27/2017	15	1
Windows Server Training	7/13/2017	12	2
Inventory Management (GLPI)	7/25/2017	4	4
BI Tools Training	8/24/2017	16	4
CIVITAX Training	9/24/2017	5	1

TASK 3 As previously discussed, UXP was still in the test phase and its future relevance was uncertain. The World Bank consultant leading the preparatory work for the IFMIS rollout questioned the selection of UXP as a viable solution for database exchange among the various GOH databases since it relies on the internet, which remains a challenge for many GOH institutions due to security and the cost of sustaining a viable internet connection. As such, the investment in UXP as the main interface to facilitate data exchange may not be viable due to both the upcoming IFMIS project rollout and UXP's own reliance on the internet as opposed to the MAN/WAN intranet. In addition, the UXP servers are housed with OMRH, and unfortunately, OMRH does not have the capacity or the resources to maintain and troubleshoot UXP. An OMRH technical staff stated that: *"The maintenance of the UXP software requires funds, for internet connection and energy, we will have to find the funds. There is a daily problem with our central UPS. Because we do not have batteries when the power cuts everything is off in the building, and it affects the server. The UPSs for the Server do not last more than 15 minutes. We need backup power and a contingency plan. If there is a natural disaster, for example, we need to have a space with a backup system. A well-equipped space."*⁵⁴ Even though Chemonics procured and provided training on UXP, GOH is not using it as the software is not yet functional.

TASKS 4 AND 7 As stated above, Chemonics purchased the Financial Reporting and Human Resource applications. However, the recentness of their purchase and rollout, which occurred within the six months

⁵² Three Chemonics employees attended the training.

⁵³ Five GNS and six IFMS/Chemonics employees attended the training.

⁵⁴ 11/6/2017 interview with OMRH representative.

preceding the evaluation, suggest they have not been fully integrated by GOH stakeholders. GOH staff interviewed expressed dissatisfaction with the suitability or pertinence of the SIGRH application upgrades and development,⁵⁵ and stated that they may seek an alternative. Some GOH interviewees were very clear that SIGRH is not a comprehensive solution to the human resource needs of the GOH: *“The problem of SIGRH, in my opinion, is that it was not well understood at first. Because to set up the database, it required a minimum understanding of the HR processes. It seems to me that the technicians who attended the meetings did not understand [the link between the software and HR work] because IFMS has neglected the HR aspect. I always say to the ... staff ... that this is not a computer database for IT, but a database for HR management. At the end of the project, it seems that some modules escaped the project executives. For example, we told [SIGRH] that they cannot implement a pay function without a penalty and attendance function. Because everything works together. In my opinion, they could have done better if [there was better synergy between the IT staff and the HR experts].”*⁵⁶

Overall, GOH buy-in and ownership of the IFMS and its governance was a major challenge for Chemonics that affected use. As previously mentioned under EQ 1.6, the MEF IT department underwent a period without senior leadership between May 2016 and March 2017. The previous IT Director left a year into the IFMS activity,⁵⁷ and the new IT Director and unit leads were not recruited until March 2017, meaning that the IT department at the MEF was without leadership for the much of the activity’s implementation. One DGI informant reported that: *“The [MEF IT director] was sick. Since then there has been no IT leadership at MEF. That’s why the project trails a bit.”*⁵⁸ Moreover, the new IT Unit at the MEF is part of a World Bank project, and its staff was recruited and paid by the World Bank. This suggests that the MEF has not taken on full responsibility or ownership for IFMS governance despite being its principal partner.

The team also found that GOH’s IFMS utilization was adversely affected by GOH stakeholders’ mixed understanding of the activity and its intended results. Under this phase of the activity, IFMS was embodied by MAN/WAN, UXP, and other software applications. The two GOH senior-level, officials with whom the team met did not seem to have a solid understanding of the IFMS activity. Additionally, other staff with whom the team spoke, within and outside MEF, viewed IFMS as a mix of MAN/WAN, SYS software suite, and UXP.

Part of this challenge may come from some GOH officials holding the view that Chemonics treated the activity as an IT project because they did not build adequate buy-in and understanding from GOH leadership or finance technocrats. A senior GOH official stated: *“the Estonia visit facilitated by IFMS project demonstrated the potential of the interconnectivity platform (that informed the UXP choice); however, the Estonian visit only included IT leads for the various branches of government, no representatives from GOH Ministry leadership or finance, accounting, and audit technical staff were included in this visit or any such activity.”*⁵⁹ The respondent felt this was a mistake because GOH leadership did not get information that would help them understand the potential and aim of the UXP software, much less the wider aims of the IFMS activity.

⁵⁵ 11/16/2017 interview with OMRH representative.

⁵⁶ 11/16/2017 interview with OMRH representative.

⁵⁷ 11/6/2017 interview with DGI representative.

⁵⁸ 11/6/2017 interview with DGI representative.

⁵⁹ 11/6/2017 interview with DGI representative.

Evaluation Question 2.2: To what extent did IFMS contribute to improving GOH capacity to utilize IFMS for financial reporting and auditing processes?

Interviews with GOH staff suggested that the activity did not make much progress toward **Task 4**, as respondents interviewed stated that the IFMS was not being used for financial reporting and auditing processes. Out of 26 respondents, only one responded to a question about the impact of the activity on reporting and auditing, and the response was negative: IFMS had not contributed to improving GOH financial reporting and auditing. This opinion can be attributed to the fact that these elements of the activity were still being rolled out, as previously discussed. In addition, the activity was principally treated as an IT project, and 22 of 33 respondents and stakeholders identified for participation in the evaluation were ICT professionals from throughout the GOH. These respondents often were not well positioned to discuss how the project affected financial reporting and auditing processes. Therefore, while these elements of the project were neither fully rolled out nor functional, it is not certain whether most respondents included in the sample would have been able to speak to this issue even if they were.

Evaluation Question 2.3: To what extent has the program facilitated staff to connect the revenue and expenditure streams of the GOH financial chain?

MAN/WAN allows the GOH agencies that use the SYSDEP, SYSCOMP, and SYSREC applications to manage expenditures and revenues within a secure intranet network. IFMS does work for the SYS applications and stakeholders are receiving positive benefits in this regard, but the evaluation team found that there were still some caveats. First, MAN/WAN required upgrades and has some outstanding weaknesses. This improvement will provide the GOH the capacity to conduct ongoing economic governance work in preparation for the IFMIS project implementation.⁶⁰ Second, according to the DGI IT Director, the DGI has its own dedicated fiber optic cable connection to the MEF; DGI is not on the IFMS radio network but does pay for the service. Third, while UXP is intended to allow real-time financial data sharing among different GOH financial databases, such as TaxSolution, CIVITAX, and SYDONIA, it was not operational at the time of this evaluation. Real-time sharing is critical to improving the GOH connection to revenue and expenditure streams.

Evaluation Question 2.4: How is IFMS enhancing MEF IT governance and management capabilities to properly document and implement governance?

Informants from MEF and the World Bank noted that the current leadership for the MEF IT was recently established into a new unit, DSI. To create DSI, the former MEF “Unité Informatique” was transformed into a direction and upgraded with additional staff. World Bank hired external consultants with 18-month contracts to establish the system.⁶¹ These contracts are renewable as needed until the consultants complete their preliminary work. At the end of their contract, they must either choose a successor from within the DSI or hire an external person to replace them. Informants also stated that the World Bank recruited and paid the current employees to establish the foundation for the emerging IFMIS project. This is a major development, given that, as previously reported under EQ 2, the IFMS activity was implemented with limited leadership and staffing within the IT department at the MEF for over a year following the departure of the previous head of MEF IT department at the outset of IFMS.⁶² A World

⁶⁰ 11/16/2017 interview with MEF representative and 11/15/2017 interview with World Bank representative.

⁶¹ Terms of reference for the positions are on the World Bank website; 11/16/2017 interview with World Bank Representative.

⁶² 11/6/2017 interview with DGI representative.

Bank informant concurred that this lack of leadership was one of the reasons that the World Bank created the DSI.

Evaluation Question 2.5: What transparency measures have been implemented, and how are the GOH agencies tasked with combating corruption utilizing the IFMS to better do their jobs?

To support transparency, Chemonics reported that they assessed the requirements necessary to procure auditing software but had not made any purchase at the time of the evaluation. Chemonics also started the deployment of a platform for real-time exchange of financial data across GOH government structures, but evidence suggests that the IFMS activity did not take any actions with non-IT staff to promote transparency. A USAID informant confirmed that: *“It is a good endeavor to run a finance reform project, to address transparency and fight corruption. However, it is also an impediment to project implementation if people see that you are attacking them. Therefore, the project was designed with this in mind.”*⁶³ Unfortunately, IT solutions that lack the lens of subject-matter experts from finance, economics, and HR may end up being incongruous with end users’ needs and interests. Moreover, 20 of 26 respondents either did not answer questions about the transparency measures implemented or were not asked because it was either outside of their work area or it was not an appropriate question for them. This is emblematic of the fact that there was a disconnect between IFMS and finance stakeholders, as the team met with all willing respondents identified by Chemonics as priority stakeholders.

The team found that although UXP has the potential to improve transparency by allowing the real time exchange of financial data among government entities, unfortunately, the platform was not functional, and much remains to be done to make it functional across government entities. The only entities that stated having tested the platform to share data were AGD to DGI, but it was a one-way test. However, a senior IT staff at the Customs Agency (AGD) was optimistic about the possibilities of UXP to fight corruption: *“UXP allows [us] to take data from SYDONIA (the Customs Information System) to make it available to other GOH agencies. UXP allows the interconnection of institutions for data sharing. It will support the fight against corruption.”*⁶⁴

Evaluation Question 2.6: Are the beneficiary entities satisfied by the results of the program? Do they correspond to their real needs?

Of the beneficiary entities interviewed, the level of satisfaction with the IFMS activity varied substantially. By far, DGI was the most satisfied, having received substantial computer and networking equipment and support from Chemonics. They also had the most diverse range of respondents that participated in the evaluation. The team was able to meet with several senior officials, technicians, and satellite office representatives. DGI senior leadership expressed that they were pleased with the support and solutions received. It is worth noting that one senior official had participated in and followed the IFMS activity from the outset and had one of the most informed and nuanced understandings of the activity’s aim and content.

Despite MEF being the largest and principal beneficiary of the project, its senior leadership did not respond to requests to participate in the evaluation. However, for the MEF representatives that did participate, the team witnessed an evolution in their satisfaction level throughout the evaluation. During the team’s initial visits, MEF staff interviewed expressed dissatisfaction, as sites were not completed, the NOC was not fully functional, and the equipment (VXRail, UXP, and Backup, among others) had not

⁶³ 10/30/2017 follow-up interview with USAID representative.

⁶⁴ 11/3/2017 interview with AGD representative.

been configured. However, during the team’s last visit, which was organized after a follow-up meeting between Chemonics and the team, the MEF team explained that Chemonics had taken steps to work on several key issues, especially at the NOC, although not all the issues had been addressed.

OMRH expressed dissatisfaction with what they received from Chemonics and the conduct of the partnership in general. An informant from OMRH reflected: *“There have always been arguments between [Chemonics] and the computer scientists [here at OMRH] because things have never been clear. There has not been much information about Chemonics tasks.”*⁶⁵ The incomplete state of the SIGRH application development and the lack of resources around UXP management have not helped to improve this sentiment.

AGD staff interviewed stated that they had not received substantial support and were concerned about using UXP because: (1) it required an internet connectivity speed that they are not able to sustain and (2) during a test, UXP did not allow them to receive data from other GOH entities, as the test was unidirectional. Moreover, although these issues are relatively easy to address through the systematic budget planning for supporting internet provision and establishment of data exchange protocols based on AGD’s needs, the fact that these issues exist for one of the most important IFMS stakeholders⁶⁶ demonstrates a significant challenge to the activity’s performance.

According to ULCC and CSCCA staff interviewed, these beneficiaries received marginal support from Chemonics. Deliverables surrounding financial audits and monitoring have not yet been achieved. Although both entities were part of the pilot project to test the UXP platform and try data sharing for the benefit of monitoring and auditing, Chemonics did not follow-up with either entity. In both entities, the essential hardware was delivered, but the follow-up configuration and tests did not happen or were not successful.⁶⁷

CONCLUSIONS

1. The GOH is currently using the MAN/WAN, NOC, and other ICT equipment such as computers that were purchased and provided to GOH agencies reinforced and/or repaired the existing GOH MAN/WAN infrastructure. However, recent installations like the UXP platform and other applications such as Business Intelligence, Audit, and SIGRH (for financial reporting and human resource management) were not being used at the time of the evaluation. The use and future ownership of these resources were impeded by the fact that they were still being rolled out. Moreover, their relevance to GOH remains uncertain because some of these tools may become obsolete once the World Bank’s IFMIS project is implemented.
2. The hardware and infrastructure elements of the project were the most successful aspects of the IFMS activity, but they also were still being completed. The activity struggled to implement the software and capacity building components; many systems were still being rolled out and were not yet functional. Furthermore, the biggest challenge was GOH’s poor appropriation of the activity which allowed the donor community to drive the evolution of its economic governance systems.
3. Financial reporting within the GOH remains the same as it was before this phase of IFMS. No new data was being shared in real-time, as the UXP was not yet in use for data exchange, and no data sources had been dedicated for the Business Intelligence software, rolled out only in August 2017.

⁶⁵ 11/16/17 interview with OMRH representative.

⁶⁶ AGD is a primary revenue agency for GOH, making it a critical stakeholder of any financial management system.

⁶⁷ 11/8/2017 interview with CSCCA representatives and 11/7/2017 interview with ULCC representative.

Audit performance remained unchanged, as software had yet to be purchased at the time of the evaluation.

4. The improved MAN/WAN capabilities supported continued functionality between GOH agencies and MEF. However MAN/WAN still faces challenges that inhibit its performance across many of the 61 sites.⁶⁸ The network was working, but slowdowns affected the use of software applications such as SYSDEP. Network service failures were quite common, and loss of service lasted a long time, sometimes forcing employees to move sites to work. Lastly, UXP was not functional, so real-time financial data exchange on expenditures and revenue has not yet emerged outside of agencies that use the SYS application.
5. Although the activity established policies and procedures for the management of the MEF NOC and network monitoring (as noted in EQ 1), there was no evident buy-in and engagement across GOH with regards to managing the IFMS-developed systems, policies, and procedures. This was due, in part, to limited IT leadership at the MEF in the early stages of this phase of the IFMS activity. Another factor was the mixed understanding of the IFMS activity and its intended results among senior level, non-IT GOH stakeholders who were not targeted or included in some of the capacity building efforts.
6. Chemonics conducted a few efforts to promote transparency, but the full potential of these efforts was limited at the time of the evaluation. Chemonics conducted an audit assessment and decided on an audit software, but the software had not yet been purchased and rolled out. The UXP installed, if functional, could help improve transparency by allowing the real time exchange of financial data among government agencies. However, the platform was not functional and much remains to be done to make it functional across government agencies. Outside of these efforts, there was little evidence that Chemonics did much to promote among non-IT staff.
7. DGI was the happiest and most satisfied IFMS beneficiary. DGI central office was happy to share their success with the team, and several visited DGI offices clearly associated their increased revenues with the equipment received. However, many other GOH partners seemed unhappy with the project management and implementation approach. There was also a fundamental difference in stakeholders' understanding of their own needs and what the activity promised or delivered. Some agencies expressed needs that were not, in their opinion, considered in activity implementation. Others critiqued the quality of the collaboration and inputs they received from IFMS.

FIGURE 10. IMPACT CONCLUSION'S SUMMARY AND OVERVIEW

TASK	CONCLUSION	ASSESSMENT
Task 1: NOC and IFMS upgrades and renovation	GOH is using the renovated and upgraded IFMS and NOC even though the installation of the NOC was not fully complete and the IFMS intranet still had some kinks to work out.	MS
Task 2: Capacity Building	Chemonics provided a substantial amount of capacity building; however, capacity building did not reach its full utility because the trainings in some cases occurred well before the installations and materials were in place and functional. As such, technicians were trained on systems they have yet to use beyond punctual tests. Others (Business Intelligence and Human Resource software and training) are just being rolled out in the last six months of the project, not permitting enough time for substantial	U

⁶⁸ Rapport d'Audit MANWAN MEF Version 102.pdf.

	application of training with extensive technical support and coaching.	
Task 3: UXP Data exchange software	At the time of evaluation, UXP was still in its test phase, and its future was not certain given the rollout of the World Bank's IFMIS project.	U
Task 4: Financial Reporting and Audit Software.	While Chemonics recently purchased the Business Intelligence and conducted trainings, they had yet to purchase the audit software at the time of evaluation. Chemonics has not yet fully introduced or integrated these materials into the working processes of the GOH (MEF, DGI, ULCC, and CSCCA, etc.)	HU
Task 5 IFMS Extension to DGI, CSCCA, and MICT municipal sites	While Chemonics purchased substantial equipment and provided it to the DGI and the MICT to a lesser degree, it is unclear whether these sites have been incorporated in the IFMS intranet network. CSCCA did not receive any inputs.	MS
Task 6: Donors Working Group	N/A	N/A
Task 7: OMRH Human Resource Software	Like Task 4, the Chemonics only purchased and trained on the HR Software during the past six months of the activity; in fact, the training was executed during the evaluation field work. OMRH staff and leadership were clear that the SIGRH upgrades were not sufficient for their needs and that the software did not address several key functions related to management of personnel and HR.	MS

EVALUATION QUESTION 3: HOW SUSTAINABLE IS THE IFMS?

This aspect of the evaluation is where the lack of non-IT respondents was the most evident and problematic. In many cases, IT staff did not feel comfortable responding to questions linked to budgeting, planning, and appropriation of the IFMS outputs and deliverables following the conclusion of the IFMS activity—or simply did not have enough knowledge regarding the management decisions happening within their organization and how it could affect IFMS's future. However, the team was able to use data collected in this evaluation to make several findings regarding the sustainability of the IFMS program achievements and outcomes. This section highlights the strengths and weakness of the activity's performance relative to its sustainability.

FINDINGS

The evaluation team found that the durability of certain IFMS Task outputs is quite certain. For example, the centrality of the NOC and IFMS intranet to economic governance in Haiti was well established. This was reflected in the fact that the emerging World Bank IFMIS project is evaluating and reinforcing the NOC and MAN/WAN infrastructure as the basis for the implementation of its IFMIS project. Therefore, **Tasks 1, 2, and 5** showed strong indications of durability due to their importance to economic governance in Haiti, which placed these elements of the IFMS activity at the heart of the foundational work being done to prepare for the new IFMIS project.

Unfortunately, other aspects of the activity's durability, such as the UXP data exchange platform and Financial Reporting, Auditing, and Human Resource applications (**Tasks 3, 4, and 7**), were less certain. Applications that Chemonics purchased, which included Business Intelligence, UXP, and SIGRH, have yet to be fully operationalized. At the time of the evaluation, Chemonics has conducted training for all software packages within the three months preceding the evaluation. Given that IFMS will end in March 2018, Chemonics has little time in which to ensure these applications are integrated and used.

The sustainability of UXP (**Task 3**), was also uncertain. As stated previously, while the application had been deployed and was in a test phase, GOH was not yet using it. Additionally, a significant amount of work still needs to be done to render the software functional:

- Each GOH entity must have a viable internet connection, which is a challenge because of the costs associated with high-speed internet connection in Haiti. AGD, OMRH, and ULCC all raised concerns about budgeting for a connection with bandwidth to manage their internal work in addition to UXP or adding a dedicated connection for UXP.
- Several GOH entities raised concerns about the fact that UXP could not be used on the MAN/WAN network, which called into question the platform's utility, given the associated security risk of sensitive government data being exchanged through the internet when the aim of MAN/WAN is to provide a safe and effective internal network for all GOH financial governance related work.⁶⁹
- Moreover, a substantial amount of work must be done across GOH entities to determine what data will be exchanged among which entities. While a one-directional test occurred between AGD to DGI, no other decisions or information exchange protocols had been developed across the other interested agencies. Once those decisions are made, each entity will have to create an interface with functions that give access to the relevant organizations to retrieve information from their databases. Additionally, specific web services and/or pages will need to be developed to query and deliver the required data. At the time the evaluation was conducted, none of this had been established, determined, or planned.
- Lastly, UXP is housed in the OMRH, which would technically make OMRH the steward for its governance. During interviews, it was clear that OMRH was concerned about having the support to maintain the system. OMRH representatives stated that the entity lacked the staff to manage and provide helpdesk support to the various GOH entities that would eventually use UXP. It also lacked the budget for the dedicated internet required to maintain the system online. Moreover, OMRH has significant electrical power challenges that must be addressed to keep the system online for consistent use by GOH agencies.⁷⁰ Finally, no governance structure or planning was in place at the time of the evaluation; Chemonics confirmed that they had yet begun to develop an exit strategy with the GOH.

These factors suggest that **Task 3** is not yet sustainable. More support and investment are required to determine the utility and future of the UPX platform for the GOH.

Task 4 (Financial Reporting and Auditing) sought to provide software solutions to help improve GOH financial reporting and auditing functions. While Business Intelligence software was purchased and staff trained, the software's rollout and integration was in its early stages. The activity's conclusion was fast approaching, and the relevant GOH entities had not had the opportunity to fully acclimate to the application. Once the IFMS activity ends, GOH will not have technical support to facilitate the consolidation of Business Intelligence software into the various entities (MEF, DGI, AGD, etc.).

Since Chemonics has yet to purchase the audit software with less than four months left in the current IFMS activity, its durability is even more uncertain. This type of application must be introduced with sustained support and coaching for the relevant GOH staff and agencies that are meant to utilize them. While records from Chemonics demonstrate that trainings and purchases for Business Intelligence had been completed, none of the actors in the limited sample of three respondents were aware of such training. The few references to improving transparency and governance through the IFMS used the future tense, and the respondents focused on the improved access to data through UXP; no references were made to Business Intelligence or Audit software.

⁶⁹ 11/16/2017 interview with World Bank representative.

⁷⁰ 11/16/17 interview with OMRH representative.

Task 7 focused on the acquisition and rollout of an improved government-wide human resource management software that would provide OMRH with an updated fully functional SIGRH: *“The goals of the upgrade were to strengthen the existing system, so it serves as the central system where employee HR transactions are initiated, approved, and completed; develop a mechanism to transmit data bi-directionally between SIGRH and the GOH’s Payroll systems; improve the usability of the software so it is more intuitive for infrequent internet users; improve the security of the software and associated data transmission channels; and finally to implement a new manager function in SIGRH that will allow the GOH to better manage the number of active employees to be paid in a given month.”*⁷¹

The training for the SIGRH 2.0 occurred during the evaluation data collection period. Actors from across the GOH were included in the training. However, during interviews, OMRH raised some issues regarding the functionality of the newly upgraded SIGRH software. The fundamental aim of the new software was to improve the ability of the OMRH to manage payroll across the GOH, yet OMRH staff interviewed said that the software did not resolve many of the issues that were the catalyst for its procurement. As stated above, OMRH staff felt that there were key functions for human resource management that SIGRH was not addressing such as attendance, penalties, and grade, that are critical to managing payroll. These challenges—and the fact that the application’s rollout occurred so close to the end of the IFMS activity—cast doubt on the SIGRH’s durability. The World Bank representative overseeing its IFMIS rollout project stated *“I do not think that SIGRH will work. I do not want people to say that I am criticizing the project. What’s certain, as I’ve seen things change, and I’m also talking to the OMRH, the answers I received are not favorable to the project.”*⁷²

Task 6, the Donors Working Group, was never fully integrated and eventually escaped the orbit of the IFMS activity. It was nevertheless helpful to acknowledge the rejuvenation of two groups dedicated to donor collaboration, one of which was working with the post-IFMS period fully in mind. According to a World Bank informant, the Donors Working Group and its sub-groups had been relatively active, if not informed throughout the life of the IFMS activity, and active partners had initiated activities to learn more and assess the outcomes of the IFMS activity. Moreover, MEF had spearheaded a GOH-led group, called the Public Finance Reform Group, to oversee public finance reform activities, in general, and the execution of IFMS and its interactions with other donor activities in the same space. The Public Finance Reform Group oversees all the work around PFM reform to ensure the activities are coherent.

Evaluation Question 3.1: Is the GOH developing plans and processes in place to continue providing the training necessary to effectively use the IFMS?

The team did not receive any evidence that GOH has any plans to continue training for IFMS use. The DGI was the only organization that indicated they were capable of independently continuing training linked to IFMS. Most organizations, like ULC, AGD, and OMRH, were uncertain about the future of IFMS following the activity’s conclusion. In fact, of the 26 respondents, only five responded to questions about GOH planning and budgeting for the future of IFMS. In addition, 11 out of 15 relevant respondents referred to the World Bank’s IFMIS project as a follow-on to the IFMS activity. The data under this evaluation question was limited because of the large number of respondents that were IT technicians. They often mentioned that these discussions were outside the scope of their knowledge and job functions.

⁷¹ Negotiation Memorandum for Subcontract No. TECH-006-001 With LCC Softline IT Under Prime Contract No. AID-OAA-I-12-00035, Task Order No. AID-521-TO-14-00001.

⁷² 11/15/2017 interview with World Bank representative.

However, when the evaluation team asked Chemonics about planning for activity closeout, they did not report having organized any plans or events to initiate the transition process.

Evaluation Question 3.2: Is the requisite budget in place to maintain the IFMS infrastructure and continue ongoing training?

Data under this question was very limited as MEF leadership did not participate in the evaluation. However, throughout the evaluation, there was no significant data suggesting that any meaningful planning for the IFMS closeout had occurred outside of donor-funded projects and activities. Chemonics informants confirmed that at four months until the activity's end (following a six-month extension), the activity had not yet developed an exit strategy or roadmap outlining the future of IFMS and the pathways to closeout and continuity.⁷³

The activity's future and continuation seem to hinge on the emerging World Bank IFMIS project, which looks to build on some elements of IFMS like MAN/WAN and the NOC. New donor-funded programs will seek to replace, extend, or build on the existing IFMS work.

The major challenge identified in the outlook for IFMS continuation is that all future considerations and planning noted during the data collection seem to be driven by the donor community and not by GOH planning or budgeting. When asked whether GOH plans to set aside the budget required to maintain the IFMS infrastructure, informants from MEF confirmed: *"We contacted the IDB and the World Bank to improve the project. We participated in sessions with these donors through their discussion forum. We have presented the project as it is to see how they will be able to help us. We explored several options. We are seeing if we can have an alternative network."*⁷⁴ Fewer than five of the 26 interviewees from both GOH and its partners could speak to the issue of sustainability at all. Moreover, of those who responded to questions regarding GOH budgeting for IFMS continuation, one out of four respondents reported that GOH/MEF had developed an IT budget, and two out of five responded that GOH is budgeting for training plans to ensure the post-IFMS sustainability of the activity's gains. However, from this same group, the majority (11 out of 15 respondents) were reliant on new donor-funded projects as an IFMS exit strategy.

Evaluation Question 3.3: Are relevant IFMS staff capable of maintaining equipment and materials?

Despite conducting many trainings (see Table 2 under EQ 1), the activity could not provide a conclusive answer as to the impact of training. Informants from USAID confirmed that: *"There are no reports on the result of the training, and actually, no one is following the training impacts."*⁷⁵ An informant from MEF also reported: *"The Datacenter [NOC] can be considered improved and this in spite of the fact that we encounter difficulties with training for the use of the system and problems of connectivity."*⁷⁶

Through the new MEF internal structure it supports (DSI), the World Bank has already started intervening on some of the sites on which the IFMS activity worked with MEF employees. A DSI representative confirmed: *"A few sites worked by Chemonics have been revisited and worked on by the DSI team as well (World Bank consultants and MEF employees). Sites such as MHAVE has had a radio transmitter replaced (was shot because of faulty installation), NOC (shoddy cabling is being replaced), Ministère des*

⁷³ 11/13/2017 meeting with Chemonics staff.

⁷⁴ 10/31/2017 interview with MEF Senior representatives.

⁷⁵ 10/27/2017 interview with USAID representative.

⁷⁶ 10/31/2017 interview with MEF Senior representatives.

Cultes and CNMP (radio systems replaced as well).”⁷⁷ This informant also reaffirmed MEF capability to take care of some tasks and confirmed that some mentoring is provided through these DSI activities.

CONCLUSIONS

1. The IFMS MAN/WAN and NOC upgrades are the most sustainable aspects of the activity. GOH is currently using them to support financial transactions and offer a certain level of corruption deterrence because of these systems’ ability to document transaction data that is captured and housed on the MEF servers. They are critical to the GOH economic governance and financial management oversight, and the World Bank is planning to use these aspects of the IFMS activity as the basis its IFMIS project.
2. Outside of the infrastructure investments, other elements of IFMS are less sustainable. UXP and software such as Business Intelligence, SIGRH, and Audit are in a fragile introductory stage; their integration into and utility for relevant GOH institutions remain unproven. Moreover, more training and coaching are required to build staff confidence and work out any issues with these new systems.
3. Chemonics and USAID have yet to initiate planning for the exit and post-IFMS transition with the GOH. Additionally, the future and continuity of IFMS investments currently rely heavily on continued funding and support from the donor community, rather than a GOH-led budget.

FIGURE 11: SUSTAINABILITY CONCLUSION’S SUMMARY AND OVERVIEW

TASK	CONCLUSION	ASSESSMENT
Task 1 NOC and IFMS upgrades and renovation	Given the centrality and integration of the MAN/WAN within GOH, current financial governance, and the plan to establish it as the bedrock for the World Bank’s IFMIS project, the IFMS and NOC, with renovations and upgrades, show strong indications of a sustainable Task.	S
Task 2: Capacity Building	- Despite issues identified with the way training was conducted and its implications with the project’s deliverables, Task 2 provided valuable contributions to a better, more capable MEF and has somewhat advanced the objective of the activity. - However, in several cases, technicians were trained on systems they have yet to use beyond punctual tests. Other efforts, such as the creation of policy and procedure manuals, helped reinforced both management and security within the MEF NOC. Given this Task’s strict implication with Task 1, it also shows clear indications of a sustainable gain from the activity.	MS
Task 3: UXP Data exchange software	- At the time of evaluation, UXP was still in a test phase, and its future was not certain given the rollout of the World Bank’s IFMIS project. - Moreover, the requirement for internet connectivity necessary for a successful implementation, the fact that it currently cannot function on the MAN/WAN, the demands (technological and procedural) necessary to render it functional, and the difficulty raised by its being housed at the OMRH are some of the issues that suggest that UXP is not sustainable.	U

⁷⁷ 10/31/2017 interview with MEF Senior representatives.

Task 4: Financial Reporting and Audit Software.	• This task's objective has not yet been achieved. Except for an early assessment of audit application needs, efforts under this task have only happened recently. • The purchase and installation of the Business Intelligence software have not had any impact on GOH reporting activities. This may be because widespread sensitization around the Business Intelligence has not happened and the Business Intelligence data sources to populate financial reports have yet to be created or identified. • Audit software had yet to be purchased at the time of evaluation. • Moreover, the upcoming World Bank IFMIS project seems to threaten the future of the BI.	HU
Task 5 IFMS Extension to DGI, CSCCA, and MICT municipal sites	• Substantial equipment was purchased and provided to the DGI, and to a lesser degree to the MICT. While it is unclear whether these sites have been incorporated in the IFMS intranet network, the interviewees from both DGI and MICT satellite offices reported positive outcomes from the use of this equipment. • Moreover, the increase of revenue reported by both DGI and MICT offices who benefited from the project offered a window into the possibilities for both agencies, which might help ensure sustainability under this task.	MS
Task 6: Donors Working Group	• N/A	N/A
Task 7: OMRH Human Resource Software	• The timing of the SIGRH application delivery casts doubts about its durability. The HR software was only purchased and trained on during the past six months of the project, and the training occurred during the evaluation field work. • In addition, because the SIGRH upgrades do not appear to address several key functions related to management of personnel and HR and of the dissatisfaction expressed by key stakeholders, the sustainability of Task 7 is uncertain.	U

4. RECOMMENDATIONS

To build on the gains and address the shortcomings of the IFMS activity identified in the findings and conclusions presented above, the evaluation team developed the following recommendations for USAID:

1. **USAID should ensure that its activities are more integrated with and have stronger buy-in from the GOH.** This could be achieved through the creation of a GOH-wide IFMS governance structure with representation from across all participating GOH entities, including signed Memorandum of Understanding (MOUs) and pledged cash or in-kind contributions for participation from each entity.
2. **Local partners need early involvement in the needs identification and funded activity design.** The evaluation showed that there were disconnects between Chemonics and some GOH entities over the technical decisions made, such as which applications to purchase. This stemmed from the fact that those agencies felt they had no input into the decisions made. As such, future activities should actively seek to increase the involvement and contribution of participating GOH entities—including

technical, political, and IT representatives—early in the activity conception phase to promote acceptance of and support for the activity.

3. **Future Fiscal Governance and Transparency activities should include non-IT staff and be conditioned on specific performance goals.** Learning from the challenges raised by positioning IFMS as an IT project, future activity designs should target both IT and non-IT staff in efforts to promote fiscal governance and transparency. Incorporating realistic targets and benchmarks for improved fiscal governance and transparency in activity monitoring, evaluation, and learning plans can also help in this regard.
4. **Given that some, but not all aspects of IFMS are sustainable, USAID should collaborate with other donors in the public financial reform sector for the remainder of activity implementation to strengthen IFMS activity gains.** The evaluation showed that other donor-funded PFM projects are ongoing or in the planning stages and are looking to leverage IFMS gains. To avoid duplication and irrelevance, USAID should collaborate with the World Bank and other donors and pool efforts around consolidating and improving Haiti's IFMS system. Recommended next steps are: (1) complete and strengthen Task 1 (IFMS technological infrastructure update, upgrade, and extension), and (2) establish a strong knowledge base among GOH staff to support the delivered systems. The latter should include reviewing the skills and capabilities needed to support the NOC and the MAN/WAN, align training with existing and installed systems, and provide training and mentoring until a reasonable standard of integration, use, and functionality are achieved.
5. **USAID should develop and implement an exit strategy in collaboration with GOH and other partners, well before the end of the project.** The evaluation showed the extent of the work done by Chemonics over the last three years in upgrading sites, repairing the NOC and establishing systems (SIGRH, Business Intelligence, etc.) to support proper GOH fiscal governance activities. The evaluation also showed the limited involvement of the GOH overall, and the lack of ownership exerted towards these systems. As the activity nears its end, USAID should collaborate more closely with GOH to ensure the ownership of the activity's results, the assets procured, and the systems installed to ensure the survival of the systems implemented.

ANNEXES

Annex A: Evaluation Statement of Work

Annex B: IFMS Phase Implementation

Annex C: Evaluation Design Matrix

Annex D: IFMS Logic Framework

Annex E: Data Collection Protocols

Annex E.1: Semi-Structured Interview Questions

Annex E.2: Site Observation/Hardware Diagnostic Sheet

Annex E.3: Site Observation/Software Diagnostic Sheet

Annex F: Indicator & Output Level Analysis Table

Annex G: Analysis of Provided Equipment

Annex H: Trainings Materials and IFMS Policy Documents

Annex I: Full Listing of References and Report Utilized

Annex J: Dissemination Plan

ANNEX A: EVALUATION STATEMENT OF WORK

STATEMENT OF WORK

Final Performance Evaluation

OF

Integrated Financial Management System (IFMS) Project

PURPOSE OF THE IFMS EVALUATION

The purpose of the evaluation is to assess the overall effectiveness of the Integrated Financial Management System (IFMS) activity, which has been under implementation since 2013 and is approaching its ending phase. This final evaluation will inform USAID/Haiti's and the Agency's possible future similar IFMS programming in fragile states. The primary stakeholders for this evaluation include: USAID/Haiti, Chemonics International, and Government of Haiti (GOH) institutions: Ministère de l'Economie et des Finances (MEF), Direction Générale des Impôts (DGI), Cour Supérieure des Comptes et du Contentieux Administratif (CSSCA), Ministère de la Planification et de la Coopération Externe (MPCE), and Office de Management et des Ressources Humaines (OMRH). Lessons learned, and recommendations provided through the final report at the end of the evaluation process should guide future programming in the areas of governance and anti-corruption and other donors' activities related to Haiti's public financial management (PFM) Framework Agreement recently signed.

SUMMARY INFORMATION

Activity Name	<i>Integrated Financial Management System</i>
Implementer	<i>Chemonics International</i>
Cooperative Agreement/Contract #	<i>AID-OAA-I-12-00035</i>
Total Estimated Ceiling of the Evaluated Project/Activity(TEC)	<i>\$10,455,379</i>
Life of Strategy, Project, or Activity	<i>[09/26/2014 – 09/25/2017]</i>
Active Geographic Regions	<i>N/A</i>
Development Objective(s) (DOs)	<i>[Representative and Effective Governance]</i>
USAID Office	<i>USAID/HAITI</i>

BACKGROUND

The overarching goal of the IFMS Activity is to allow the GOH to possess full and complete financial management systems that ensures transparent management of public revenues, expenditures and other resources throughout the executive branch and the regional and municipal levels. The Activity is supporting the transparent management of public resources throughout the Executive Branch and the regional and municipal levels, helping the GOH achieve a level of independence and efficiency with the end goal of allowing international donors to exit the sector over time. This Activity is providing support to the GOH for the restoration, operation, and expansion of the IFMS network infrastructure and financial management systems that contribute to an improved environment to enhance governance efforts and combat corruption. In addition to the improvement of the current functionality, access, security, and accountability of the system, the IFMS Activity is to help develop and implement business continuity and

contingency plans, and help conduct a process optimization exercise over all functions related to the IFMS before applications are updated to ensure a better alignment of the GOH's business processes and technology.

Support for the development and roll-out of municipal tax management software (CIVITAX) to improve local governance is a critical cross-cutting objective of the IFMS Activity. Through support to various institutions such as the DGI, Ministère de l'Intérieur et des Collectivités Territoriales (MICT), CSCCA and municipalities, the IFMS Activity was to ensure that relevant actors have reliable access to CIVITAX software through the IFMS network. The software itself was further refined to meet the needs of its users. Finally, the information technology team at the Ministry of the Interior was to be prepared to assume the long-term responsibility of managing the CIVITAX system. In this cross-cutting objective, the IFMS Activity will collaborate closely with USAID/Haiti's LOKAL+ program, which aims to strengthen municipal tax collection in 10 municipalities across Haiti.

USAID's IFMS Activity is supporting MEF to restore and improve the IFMS network; enhance the MEF Information Technology (IT), governance, and management capabilities; properly document and implement governance policies and procedures for the GOH ministries and municipalities; build capacity for network operational support and financial auditing capabilities; integrate the expenditure and revenue systems to improve financial management; and put in place a data exchange platform to allow GOH entities to share information in real time.

Assistance is also provided to various line ministries and entities currently using the IFMS to process budget requisitions such as CSSCA, the Customs and the Tax administrations, MPCE, and the GOH Anti-Corruption Unit. Additionally, the capacity of the OMRH was targeted to be strengthened with the aim of OMRH using a government-wide HR management system that is hosted on the IFMS network to conduct its regular business.

Additional IFMS activities included:

- Established communication network hardware and software for the Ministry of Finance.
- Provided a software platform for electronic data exchanges (UXP) between government ministries and offices and the delivery of IT hardware for the headquarters and 13 regional offices of DGI. Equipment was delivered to the headquarters and two regional offices.
- Prepared and submitted a draft security protocol for the IFMS network.
- Developed and populated an active directory for the MEF's network.
- Completed a study tour to Estonia with selected officials of the GOH to study a successful unified exchange platform being used to computerize their federal financial system.
- Developed recommendations for payroll streamlining at the MEF.

The assumption made throughout the design and the implementation of this IFMS project is fundamentally described in the theory of change: If the GOH and selected municipalities were provided the appropriate support for the restoration, operation, and expansion of both their IFMS-related network infrastructure and their financial management systems, then there could be transparent management of public revenues, expenditures and other resources on their part.

The highest-level result that the IFMS activity should bring about is that the GOH possesses a full and complete integrated financial management system that ensures transparent management of public revenues, expenditures, and other resources throughout the executive branch and the regional and municipal levels.

The following key outcomes are expected to lead to the aforementioned result:

- Integrated financial management system network infrastructure is updated and improved.
- GOH capacity to utilize the integrated financial management system for financial reporting and auditing processes is expanded.
- Capacity of the network to support both operational support and financial auditing is built.
- The expenditure and revenue systems are integrated, and financial management is improved.
- MEF IT governance and management capabilities to properly document and implement governance policies and procedures for each of the stakeholder GOH ministries and municipalities are enhanced.

EVALUATION QUESTIONS

1) To what extent was the program effectively implemented?

The answer to this question should focus on the extent to which the infrastructure fundamental to IFMS is in place and operational at both the national and municipal level. In other words, it will examine the completeness of the IFMS infrastructure and the extent to which it is updated and improved. It will also examine the networks' capacity for operational support and financial auditing. It will assess the effectiveness of the training necessary to ensure the system's successful utilization. Here success is defined as having all the pieces (hardware, software, and training) in place so that the system functions as intended. Finally, this question should examine how effectively the implementing partner negotiated and adapted to changing political circumstances in the implementation of the PFM system.

2) To what extent is the Haitian Government generally, and the Ministry of Economy and Finance specifically, at both the national and municipal level, using the IFMS?

This question will examine what is working well in terms of IFMS utilization and what is not working well and why. Specifically, this question will focus on key anticipated IFMS outcomes including:

- a) To what extent IFMS contributed to improving GOH capacity to utilize IFMS for financial reporting and auditing processes.
- b) To what extent the program has facilitated staff to connect the revenue and expenditure streams of the GOH financial chain.
- c) How IFMS is enhancing MEF IT governance and management capabilities to properly document and implement governance policies and procedures.
- d) What transparency measures have been implemented and how/whether the GOH agencies tasked with combating corruption are utilizing the IFMS to better do their job.

3) How sustainable is the IFMS?

This question will examine to what extent the GOH generally and MEF specifically are well-positioned to continue to maintain and use the system. Some issues the evaluation team should consider in addressing this question include:

- a) Whether there are plans and processes in place to continue providing the training necessary to effectively use the IFMS.
- b) Whether the necessary budget is in place to maintain the IFMS infrastructure and continue on-going training needs.
- c) To what extent do internet connectivity and electricity challenges inhibit the system's use.

EVALUATION DESIGN AND METHODOLOGY

It is expected that the evaluation team proposes an overall research design to address the evaluation questions and a plan for collecting and analyzing both qualitative and quantitative data. The evaluation design should be based mainly on qualitative research methods to address the evaluation questions. Key Informant Interviews (KIIs), Focus Group Discussions (FGDs), and in-depth review of projects reports are among the techniques that the evaluation team could consider when addressing the evaluation questions.

DELIVERABLES AND REPORTING REQUIREMENTS

1. **Evaluation Work plan:** Upon receipt of this Activity Request, Social Impact (SI) shall submit within two weeks a draft work plan to the Contracting Officer's Representative (COR). The work plan will include: (1) the anticipated schedule and logistical arrangements; (2) a list of the members of the evaluation team, delineated by roles and responsibilities with their level of effort; (3) the identification of other required personnel and relevant local subcontractors, their LOE, roles and responsibilities and qualifications; and (4) the deliverable schedule.
2. **Evaluation Design:** Within two weeks of approval of the work plan, SI must submit to Contracting Officer's Representative (COR) an evaluation design (which will become an annex to the Evaluation report). The evaluation design will include: (1) a detailed evaluation design matrix that links the Evaluation Questions in the SOW to data sources, methods, and the data analysis plan; (2) draft questionnaires and other data collection instruments or their main features; (3) the list of potential interviewees and sites to be visited; (4) known limitations to the evaluation design; and (5) a dissemination plan.

USAID/Haiti will take up to 10 business days to review and consolidate comments through the COR. Once the evaluation team receives the consolidated comments on the initial evaluation design and work plan, they are expected to return with a revised evaluation design and work plan within 5 business days.

3. **In-briefing / inception report:** Prior undertaking field work, the evaluation team will have an in-briefing with the USAID/Governance Team and the Evaluation and Survey Services (ESS) COR to discuss the team's understanding of the assignment, initial assumptions, evaluation questions, methodology, and work plan, and to clarify any questions or logistic needs.
4. **Evaluation Briefing/Presentation:** The evaluation team is expected to hold a final presentation in person to discuss the summary of findings and recommendations to USAID within 20 business days after the conclusion of fieldwork.
5. **Draft Evaluation Report:** The draft evaluation report should be consistent with the guidance provided in Section IX: **Final Report Format**. The report will address each of the questions identified in the SOW and any other issues the team considers to have a bearing on the objectives of the evaluation. Any such issues can be included in the report only after consultation with USAID. The submission date for the draft evaluation report will be determined in the evaluation work plan. Once the initial

draft evaluation report is submitted, the Governance Office will have 10 working business days in which to review and comment on the initial draft, after which point the ESS COR will submit the consolidated comments to the evaluation team. The evaluation team will then be asked to submit a revised final draft report 5 business days hence, and again the Governance Office will review and send comments on this final draft report within 5 business days of its submission.

6. ***Final Evaluation Report:*** The evaluation team will be asked to take no more than 15 business days to respond/incorporate the final comments from the Governance Office. The evaluation team leader will then submit the final report to the COR. All project data and records (FGD and KII summary reports) shall be submitted in full and should be in electronic form in easily readable format, organized, and documented for use by those not fully familiar with the intervention or evaluation, and owned by USAID.

EVALUATION TEAM COMPOSITION

The Evaluation Team shall be comprised of three Key Personnel positions: (i) a Team Leader, (ii) an Assistant Team Leader, and (iii) an Information Technology (IT) Technical Expert. SI is strongly encouraged to sub-partner with a local Haitian firm for data collection purposes. The selected Haitian firm should demonstrate proven capacity in collecting data in the relevant fields and should have data analysis capabilities to perform all related data management functions. This approach is encouraged to build the local firm capacity and will also provide a Haitian perspective for the data collection and analysis.

The Team Leader (TL) is ultimately responsible for the overall management of the evaluation team, coordinating the implementation of the evaluation, assigning evaluation responsibilities and tasks, and authoring the final evaluation report in conformity with this Statement of Work. The TL must be an experienced evaluation expert, with a documented track record of 10 years of experience in the field of evaluation. S/he should have a strong background in the governance and/or public administration field. S/he should be fluent in French and English. S/he should have at least a Master's Degree in Economics, Statistics, Political Science, or Public Administration.

The Assistant Team Leader (ATL) helps the TL in the overall management of the evaluation team and the final products, in conformity with this Statement of Work. The ATL should be familiar with the Haitian administration. S/he must possess excellent writing and interpersonal skills and must be familiar with USAID programs, objectives, and reporting requirements. S/he should have experience in designing and implementing surveys and conducting FGDs. Fluency in French is required. English and Haitian Creole are highly desirable, as is significant prior work experience in Haiti. A Bachelor's degree in Political Science, Public Administration, or a related field is required to ensure that all areas of technical expertise required for the evaluation are effectively covered.

The IT Technical Expert advises the assessment team on IT related issues during the assessment. S/he must have a good understanding of the Haitian public administration context, and current and previous efforts to improve IT infrastructure in the GOH, deconcentrated bureaus of the line ministries, and municipalities of Haiti. S/he should possess a Bachelor's degree in IT Systems with a focus on networks environment, IT system administration, systems management, or networks administration, or have a minimum of ten years of experience related to these fields.

All team members will be required to provide a signed statement attesting to a lack of conflict of interest or describing any existing conflict of interest. The evaluation team shall demonstrate familiarity with

USAID's evaluation policies and guidance included in the USAID Automated Directive System (ADS) in Chapter 200.

EVALUATION SCHEDULE

Timing (Anticipated Weeks or Duration)	Scheduled Activities
4 Weeks	Preparation of the work plan and evaluation design
3 Weeks	USAID review of the work plan and evaluation design and in-briefing
4 Weeks	Data collection
2 Weeks	Data analysis and Evaluation Briefing
2 Weeks	Draft Report writing
3 Weeks	USAID review of Draft Report
1 Week	Incorporate USAID comments and prepare Final Report

ANNEX B: IFMS PHASE IMPLEMENTATION

IFMS ACTIVITY PHASE	EQUIPMENT INSTALLED/IMPLEMENTED	ELEMENTS OF THE ACTIVITY UTILIZED
Phases I and II (2004–2006)	• SYSDEP Software Suite • MEF MAN • ASYCUDA/SYDONIA at AGD • TAX SOLUTION at DGI • A mix of cabled and radio network equipment was used to develop a mesh network	A Metropolitan Area Network (MAN) linking the MEF and 41 GOH institutions and entities to the IFMS system was established. It served as the basis for GOH financial management and oversight.
Phases III and IV (2006–2011)	• Strengthening of UCREF to prevent corruption • Expansion of MEF MAN to 32 sites within 16 regions • CIVITAX, software for municipality budgeting and Tax Collecting, was implemented	This phase strengthened GOH agencies in charge of fighting against corruption and the expansion of MEF MAN to strengthen GOH's capability but also increase tax and revenue collection nationwide. The first version of the CiviTax software was developed and used in a pilot project with the Municipality of Delmas.
January 12, 2010 Devastating earthquake damages Port-au-Prince and its immediate neighborhoods	• A month after, with SRA's assistance, the MEF established the first communication link of the restored MEF Metropolitan Area Network (MAN)	GOH utilized the MAN to establish a functioning government with respect to financial management.
March 2010	• GOH requested USAID to apply any unused Phase-III funding to reconnect the IFMS to a few high-priority Direction Générale des Imptôts (DGI) offices	
November 2010–April 2011 Phase IV, modified	• MEF MAN improvements to allow additional GOH function to a pre-earthquake-like state	
Phase V (2014–2018)	• Repair of MEF MAN. • Replacement of outdated Equipment • Development of HR application and Development of Data Sharing Platform (UXP) • Installation of BI Software	GOH is using the IFMS infrastructure (MAN/WAN and NOC) that supports activities of the SYS Software Systems. Tests of the Data Sharing Platform (UXP) have been initiated.

ANNEX C: EVALUATION DESIGN MATRIX

EVALUATION DIMENSION AND QUESTIONS	SUB-QUESTION TOPIC	DATA SOURCES AND TOOLS	DATA COLLECTION METHOD	HYPOTHESIS AND NOTES
EFFECTIVENESS				
1) To what extent is the infrastructure fundamental to IFMS in place and operational at both the national and municipal levels.	1. Is the IFMS infrastructure complete? 2. Are the new IFMS infrastructure and systems updated and improved, relative to the previous systems? 3. Have staff been sufficiently trained and coached in using the IFMS systems and interfaces? 4. Are the IFMS interfaces and ICT systems fully functional and without major bugs? 5. To what extent do internet connectivity and electricity challenges inhibit the system's use?	- KII & GI guide - Site Observation/ Diagnostic Sheet - GOH ICT Reports and Diagnostic Data - GOH MEF IFMS policy documents - GOH IFMS system reports and system diagrams - CIVITAX reports - GOH IFMS system interconnectivity reports - Chemonics quarterly and annual report - Chemonics Training Reports, manuals and materials - Procurement reports and inventory list	- Site Visits - Document Review - Key Informant Interviews - Group Interviews - Diagnostics	Resulting Data will cover: - Tasks 1&5 (Hardware focused) - Tasks 7 & 3 (Software and Interface Focused) - Tasks 2&4 (Capacity and Skill focused)
IMPACT				
2. To what extent is the Haitian Government generally, and the Ministry of Economy and Finance specifically, at both the national and municipal levels, using the IFMS?	1. What is working well in terms of IFMS utilization and what is not working well and why? 2. To what extent IFMS contributed to improving GOH capacity to utilize IFMS for financial reporting and auditing processes? 3. To what extent the program has facilitated	- KII & GI guide - Site Observation/ Diagnostic Sheets - GOH ICT Reports and Diagnostic Data - GOH MEF expenditure and Audit Reporting - GOH MEF Dashboard - Chemonics quarterly and annual report - Chemonics Training Reports	- Site Visits, - Document Review - Key Informant Interviews - Group Interviews - Diagnostics	Resulting Data will cover: - This is primarily interested in the activity's goal focusing on whether the system is being used as intended - Task 2&4 capacity to utilize the system to improve financial management and economic governance

	staff to connect the revenue and expenditure streams of the GOH financial chain. 4. How IFMS is enhancing MEF IT governance and management capabilities to properly document and implement governance? 5. What transparency measures have been implemented/Are the GOH agencies tasked with combating corruption utilizing the IFMS to better do their job? 6. Are the beneficiary entities satisfied by the results of the program? Do they correspond to their real needs?	Chemonics Procurement and Inventory list	
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SUSTAINABILITY				
3. How sustainable is the IFMS?	1. Is the GOH developing plans and processes in place to continue providing the training necessary to effectively use the IFMS? 2. Is the requisite budget in place to maintain the IFMS infrastructure and continue on-going training needs? 3. Are relevant IFMS staff capable of maintaining equipment and materials?	- KII & GI guides - GOH MEF Budgeting and Planning Strategy - Chemonics Exit Strategy - Donor Working Group Meeting Notes and Reporting	- Document Review - Key Informant Interviews - Group Interviews	Resulting Data will cover: - Task 2 (Roadmap and Budget) - Task 6 (Donor Committee) - Task 4 (Capacity and Skills)

ANNEX D: IFMS LOGIC FRAMEWORK

Goal: The Government of Haiti to possess a full and complete Integrated Financial Management System (IFMS) that ensures transparent management of public revenues, expenditures and other resources throughout the executive branch and the regional and municipal levels.						
Task 1: Replace IFMS Information Technology to strengthen the existing network infrastructure	Task 2: Build the capacity of MEF IFMS technical support team to ensure transparency and accountability for the IFMS	Task 3: Integrate IFMS software to support GOH public financial management policies including the design and installation of an IT interface to achieve connectivity between the revenue collections systems and the expenditures management system. In collaboration with USAID and GOH agree on a plan for the integration of other system components.	Task 4: Expand the GOH capacity to utilize the IFMS for financial reporting and auditing processes.	Task 5: Extend the IFMS Network Infrastructure to new GOH sites	Task 6: Coordinate USAID IFMS contract activities with other donors in public financial management.	Task 7: Assess and implement a government-wide human resources management application with the Office of Management and Human Resources (OMRH), utilizing the IFMS network.
1.1: Replacement and upgrade of hardware and software. 1.2: Implement new network Monitoring and secure remote access 1.3: Upgrade MEF Network Operations center 1.4: Implement a live backup center with appropriate recovery systems.	2.1: Support Office of Management and Human Resources (OMRH) to conduct process review of MEF IFMS governance including policies, standards, procedures, and guidelines 2.2: Recommend, document, and support the implementation of IFMS network monitoring tools: 2.3: Develop and implement an IT security framework that addresses security at the physical, user, communications, network, and data and application levels. 2.4: Provide on the job training certification to	3.1: Implement an IT interface to connect the revenue collections systems, S YDONI A Administration Générale des Douanes (AGD), Tax Solutions (DGI) to the expenditures management system, SYSDEP. 3.2: Ensure the operability of previously designed data exchange interface connecting Tax Solutions (DGI) to CIVITAX (municipalities). 3.3: Implement connectivity of SYSGEP and MGAE (or a new generation of software from MPCE) to IFMS. 3.5: Conduct a collaborative assessment with MEF and partner agencies to develop an integration and consolidation roadmap for the IFMS applications.	4.1: Identify training, tools, and processes necessary to support the financial audit capability associated with IFMS. 4.2: Procure new auditing software/tools for the GOH oversight agencies: ULCC and CSCC A. 4.3: Procure equipment, ensure network access, and implement training and processes to ensure CSCCA and MICT staff utilizes the full budget formulation, budget expenditure, and financial oversight capabilities of CIVITAX. 4.4: Expand CIVITAX functionality in response to stakeholder entity (municipalities, DGI, MICT, CSCCA) requests. 4.5: Build the capacity of the MICT information	5.1: Implement new remote sites; defined in coordination with USAID and GOH including, but not limited to, those below. 5.2: Establish standard processes for incrementally incorporating provincial offices' activities as the access to appropriate technologies become available.	6.1: Regularly meet and report to USAID and GOH/MEF on donor activities (IDB, EU, WB, CIDA, plus other bilateral and multinational institutions). 6.2: Communicate important IFMS and public financial management activities to other donors/projects/vendor s. 6.3: Create an annual report on impact to IFMS processes of new government policies and/or legislation to include deficiencies in the legislative/legal framework that require action Coordinate	7.1: In collaboration with OMRH develop requirements documentation for a GOH human resources management system. 7.2: Provide a market analysis, including recommendation, of the best options to fulfill the requirements for a GOH human resources management system. 7.3: In collaboration with OMRH, implement the chosen GOH human resources management system on the IFMS network.

IT staff from 38 GOH entities using the IFMS 2.5: Technical Assistance to develop procedural manuals and internal processes including access authority, information segmentation, etc. 2.6: Provide technical assistance to the MEF in budget development for the continuous maintenance of their IT equipment (5 years +) and that provided under this contract. 2.7: Ensure a 3-5-year strategic Roadmap is in place to allow the MEF IT management to appropriately budget and align its resources.	3.6: Recommend, document, and support the implementation of new governance structure and processes for IFMS management. Implement a framework to support decisions “Decision Support Systems” (DSS), including real time “dashboards” and “scorecards” which will help authorities to have the necessary accurate data to support the formulation of sound policies, and manage the day-to-day of public finances with a higher level of quality and reliability.	technology unit to manage CIVITAX and its eventual expansion into other communes. 4.6: Provide training on electronic systems auditing to the appropriate oversight agencies including but not limited to the CSCCA, and the ULCC. 4.7: Create baseline report of usage by ULCC, MICT, and CSCCA including number of audit reports, number of transactions examined, number of alerts created and responded to, number of times logged onto site, etc. 4.8: Conduct analysis of the IT systems at the Central Bank and Treasury and their controls over cash management.	IFMS contract activities with the Prime Minister Office’s e-Governance initiative team.
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ANNEX E: DATA COLLECTION PROTOCOLS

CONSENT FORM FOR KII AND GI PARTICIPANTS

Purpose

Social Impact is conducting an evaluation of the Integrated Financial Management System (IFMS) activity to evaluate its overall effectiveness. Our purpose in meeting with you today is to understand your experiences in implementing the program, best practices and lessons learned to inform future implementation.

Procedures

If you agree to participate, we will ask you a series of questions taking about [1.5 hrs], of your time. We would like to record this discussion so that we can more easily remember what was said. With your permission, your answers will be audio recorded using a digital recorder. We can stop the recording at any time if there is something you would like to share off the record. Your name will not be included or attached to the recording in any way to protect your privacy.

Risks/Benefits

There is no large risk involved in your participation in this interview. The questions will not involve sensitive or personal information, and you can refuse to answer any question. Although this study may not benefit you personally, we hope that our results will add to the knowledge about strengthening the GOH's PFM Systems.

Voluntary Participation

Participation in this interview is completely voluntary. You do not have to agree to be in this study, and you may change your mind and stop at any time.

Confidentiality

Anything you tell us is confidential and the records of this study will be kept private. The evaluation team may share your name with USAID/Haiti but nothing you say will be personally attributed to you in any documentation or reports that result from this interview

Do you have any questions before we begin?

Permission to Proceed

Are you willing to join the interview/discussion?

☐ Yes ☐ No _____
(Signature) (Date)

Do we have your permission to record the interview?

☐ Yes ☐ No _____
(Signature) (Date)

ANNEX E.1: SEMI-STRUCTURED INTERVIEW QUESTIONS

Evaluation Criteria	Key Question	Semi-structured Interview questions
Effectiveness	To what extent was IFMS effectively Implemented?	<u>Chemonics, USAID, GOH MEF Senior Officials</u> - Is the Haiti IFMS infrastructure both network and software complete at the national and municipal levels? - What network and software infrastructure has been created and where? - Are the IFMS interfaces and ICT systems fully functional and without major bugs? - At this time, is there any technical, financial and management information that cannot be treated by the IFMS? - If yes, what has not been completed? - If yes, is the IFMS system partially functional? - Is the system completed at the municipal and national level? - Are the new IFMS infrastructure and systems updated and improved, relative to the previous systems at national and municipal levels? - What has been improved? - What remains to be done to improve the system? - What improvements has IFMS made to the MEF security protocols and DGI equipment? - Can you share in hard or soft copy the procedures and manuals created for IFMS? - Are these materials available to all requisite staff? - What other improvements would make the system more functional at the national and municipal levels? - How are the materials and equipment being maintained? - Clean and well protected, air filtration and dehumidification along with all system modifications. - To what extent are the improvements in the IFMS Haiti infrastructure attributable to the USAID program or other programs simultaneously ongoing? What can you tell us about those programs? <u>MEF Leadership and MEF, CSCCCA, MICT and Treasury Staff</u> - Have staff been sufficiently trained and coached in using the IFMS systems and interfaces at the national and municipal levels?

- What were the types and subjects of the trainings that have been conducted?
 - How many were trained and where for each training?
 - Was the training sufficient?
 - How could the training have been improved?
 - What training is still required?
 - Was any coaching or mentoring accompanying the training?
 - Please sharing copies of manuals, training list and presentations?
- To what extent do internet connectivity and electricity challenges inhibit the system's use at national and municipal levels?
 - Is the internet connectivity sufficient for the IFMS system to function fully?
 - Are there any limitations to the IFMS system due to the connectivity and ICT weakness?
 - Is there sufficient electricity to manage and use the IFMS system?

Impact	To what extent is the Haitian Government generally, and the Ministry of Economy and Finance specifically, at both the national and municipal level, using the IFMS?	<u>Chemonics, USAID, GOH MEF Leadership, DGI, MCTs and CSCCA staff</u> 4. What is working well in terms of IFMS utilization at the national and municipal levels and why? ○ In what ways is IFMS changing the budget preparation process at the national and/or municipality levels? ○ How is IFMS being used during the negotiation and consolidation of the budget? ○ How is MEF using IFMS to identify and measure the outputs and outcomes of the budget execution? 5. How are the GOH agencies (MEF, DGI etc.) tasked with combating corruption utilizing the IFMS to do their job? ○ To what extent is the integration of IFMS covering essential key departments of MEF and other ministries and municipalities (consider all of the following): ▪ Budget preparation ▪ Budget approval cycle ▪ Revenue and expenditure streams of the GOH financial chain ● Collect of taxes (direct taxes and indirect taxes) ● Collect of municipal taxes ● Collect of State Owen Enterprises revenues
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- Payroll
 - Procurement payment
 - Auditing processes
 - Auditing at the national and municipal levels?
 - If yes, how so?
 - If no, why not?
 - Is internal audit team using IFMS deliverables to conduct audits?
 - Is IT audit conducting (monthly/quarterly) audits of IFMS infrastructures and software and additional interfaces?
6. What information/services cannot be delivered by IFMS at national and municipal levels at this time (consider all of the following):
- Budget preparation
 - Budget approval cycle
 - revenue and expenditure streams of the GOH financial chain
 - Collect of taxes (direct taxes and indirect taxes)
 - Collect of municipal taxes
 - Collect of State Owned Enterprises revenues
 - Payroll
 - Procurement payment
 - Auditing processes
 - Other interfaces if possible
7. How is IFMS changing MEF IT governance and management capabilities to properly document and implement governance?
- What adjustments should be made to IFMS, to help improve financial governance and management? At national and municipal levels?
8. What transparency measures have been implemented across the GOH financial management processes at national and municipal levels?
- What remains to be done to improve transparency, as it relates to financial governance at the national and municipal levels?
 - Are there other ways that the IFMS can improve transparency at the national or municipal levels?
9. To what extent are the improvements in GOH financial governance and management attributable to the IFMS program funded by USAID? Are there other programs
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funded by other donors that have also contributed to these improvements?

Sustainability

How sustainable is the IFMS?

**Chemonics, USAID, GOH MEF Leadership
MEF, CSCCCA, MICT and Treasury Staff**

- To what extent has the GOH developed plans and/or processes to continue providing the training necessary to effectively use the IFMS?
 - How will the GOH be funding future training, or have they identified new partners?
 - Does the GOH wish to continue using IFMS?
- How does the GOH plan to set aside the requisite budget to maintain the IFMS infrastructure and continue on-going training needs?
 - How will the GOH cover these costs at municipal and national levels? Have they sought new technical and financial partners?
 - Which other donors besides USAID, if any, investing in IFMS or economic governance in Haiti?
- To what extent are relevant IFMS staff capable of maintaining equipment and materials?
 - What is being done to remedy any limitations?
 - To what extent are necessary didactic materials available to all relevant staff?
 - What materials and guidance for the maintenance and upkeep of the IFMS equipment do staff have?
 - Coaching and Mentoring?
 - Clear Procedural Guidance and Policies?
- What processes are in place to maintain the IFMS software developed?
 - Who maintains the software?
 - GOH staff?
 - A maintenance contract with an external firm?
 - If yes, for what duration?
 - If yes, what plans are in place to renew the maintenance contract?
 - Who owns the codes developed?
 - GOH?
 - USAID?
 - Other?
 - If the GOH, does the staff have the required skills to maintain the code base and conduct any maintenance task that may arise?

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- To what extent can GOH engineers able to update the IFMS hardware and software?
 - According to the improvement of GOH in various finance activities
 - What recommendations would you have for improving IFMS sustainability at the municipal and national levels?
 - What annual training program was developed to build continually the capacity of all IFMS team and essential users of the IFMS?
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ANNEX E.2: SITE OBSERVATION/HARDWARE DIAGNOSTIC SHEET

Task 1 Replace IFMS Information Technology to strengthen the existing network infrastructure	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demonstrated	YES	% complete	NO	Comments
1. Complete list of all hardware and network support software procured for MEF NOC shared (Request copy of list, Verify Hardware are functioning and are first hand quality)				
2. The Network Cabling in the NOC is in Good State (Request copy of NOC Plan)				
3. NOC 8 inch raised floor installed or aerial rack solution (identify what if anything was installed and note in comments)				
4. Swipe card electronic access to NOC facilities				
5. Administrative and Equipment rooms separated by partitions (explain and describe separation if any in the comments section)				

6. Air filtration and de-humidification of NOC (confirm that a system is in place, confirm that there is no humidity on the hardware)				
7. All NOC equipment and materials racked (confirm all servers on racks)				
8. Smoke detectors and fire extinguishers functional				
9. Separation of power from network equipment with 3-hour fire-rated prefabricated partitions;				
10. Air-conditioning functional and does not leak water into NOC (confirm that it is continuously in operation)				
11. Very Early Smoke Detection Apparatus (VESDA) fire detection and dry-pipe pre-action or gas-based fire suppression installed and operational				
12. Confirm that cleaning staff trained on appropriate techniques to clean NOC equipment and materials (confirm training materials and list)				
13. The NOC area is clean and cleared of discarded or broken equipment.				
14. The NOC is always powered and there is a Back-Up power solution for emergency				

15. There is a primary NOC back-up center (determine if the back center is functional and regularly used confirm that it is not located in the same location as the NOC.)				
16. There is a secondary NOC back-up center				
17. Appreciation Global of the NOC installation (no damage, well protected, functional and well maintained- note any potential hazards or signs of poor maintenance.)				

Task 2: Build the capacity of the MEF IFMS technical support team to be a best practices-based IT	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demonstrated	YES	% complete	NO	Comments
No hardware elements under this Task				

Task 3: Task 3: Integrate IFMS software to support GOH public financial management policies including the design and installation of an IT interface to achieve connectivity between the revenue collections systems and the expenditures management system. In collaboration with USAID and GOH agree on a plan for the integration of other system components.	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demonstrated	YES	% complete	NO	Comments
No hardware elements under this Task				

Task 4: Expand the GOH capacity to utilize the IFMS for financial reporting and auditing processes.	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demonstrated	YES	% complete	NO	Comments
1. Verify list of all equipment on the list submitted to USAID for MICT and CSCCA are present (Request a copy of the list of hardware furnished to CSCCA and MICT)				
2. CIVITAX Access Status for CSCCA and MICT for staff overseeing municipal finances - Request list of CSCCA and MICT users with access to the system - Request list seeking access - Request system inventory vs personnel information for comparison - Request reports on CIVITAX rollout, coverage, use and progress				

Task 5: Extend the IFMS Network Infrastructure to new GOH sites	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demonstrated	YES	% complete	NO	Comments
1. 25 DGI offices CIVITAX network connection status - Request inventory list - Request DGI office installation/extension status reports, plans and strategies - Visit 5 DGI offices confirm installation				
2. 10 Municipal Town Halls CIVITAX network access status - Request inventory list - Request MICT office installation/extension status reports, plans and strategies - Visit 3 MICT offices confirm installation				
3. 4 CSCCA CIVITAX network access status - Request inventory list - Request CSCCA office installation/extension status reports, plans and strategies - Visit 1 CSCCA offices confirm installation				

Task 7: Assess and implement a government-wide human resources management application with the Office of Management and Human Resources (OMRH), utilizing the IFMS network.	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demonstrated	YES	% complete	NO	Comments
1. The HR solution is accessible throughout the IFMS network?				

Task 6: Coordinate USAID IFMS contract activities with other donors in public financial management.	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demonstrated	YES	% complete	NO	Comments
No hardware elements under this Task				

Task 7: Assess and implement a government-wide human resources management application with the Office of Management and Human Resources (OMRH), utilizing the IFMS network.	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demonstrated	YES	% complete	NO	Comments
No hardware elements under this Task				

ANNEX E.3: SITE OBERSERVATION/SOFTWARE DIAGNOSTIC SHEET

Task 1 Replace IFMS Information Technology to strengthen the existing network infrastructure	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demoed	YES	% Complete	NO	Comments
18. Network monitoring software installed functional				
19. Network Monitoring Training Status (solicit Report and List of Training participants)				
20. Back-up Center(s) are Functional with Relevant Software installed (request demonstration). Note location and other relevant information under comments.				
21. Are data back-up records available, confirm and request copy of back-up records.				
Task 2: Build the capacity of the MEF IFMS technical support team to be a best practices-based IT	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demoed	Yes	% Complete	No	Comments
1. Process Mapping and Optimization (PMO) report shared				
2. Network monitoring “dashboard” 2.2. Verify dashboard is functional 2.3. Request to see dashboard alerts and reports				

3. Robust IFMS Information Security Framework: 3.2. Security Manual Exist (request copy) 3.3. Server Access Restricted 3.4. Servers password protected 3.5. Log of those entering NOC 3.6. Data exchange encrypted 3.7. All software up to date 3.8. Antivirus installed up to date				
4. Training Status for GOH IFMS users (request copy of all List of GOH IT staff trained, training manual and presentations during the life of the program)				
5. IFMS Procedure Manuals are developed and available to all staff. (Ask for Copy of the manual- electronic or hard)				
6. MEF IFMS Budget and Planning (request copy)				
7. Short-to-medium term IT Strategic Roadmap is in place (Request Copy of Strategic Roadmap)				

Task 3: Integrate IFMS software to support GOH public financial management policies including the design and installation of an IT interface to achieve connectivity between the revenue collections systems and the expenditures management system. In collaboration with USAID and GOH agree on a plan for the integration of other system components.	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demoed	Yes	% Complete	No	Comments
1. Verify the existence and functionality of the IT interfaces that facilitates exchange between <u>the revenue collections systems</u> and <u>the expenditures management system</u> a. Request demonstration of system and sharing of any available reports. b. Confirm functionality				
2. Verify the existence and functionality of the interface connecting <u>Tax Solutions (DGI)</u> to <u>CIVITAX (municipalities)</u> a. Request demonstration of system and sharing of any available reports. b. Confirm functionality				
3. Verify the SYSGEP or MPCE's new generation of software is functional and utilized. a. Request demonstration of system and sharing of any available reports. b. Confirm functionality				
4. Verify IFMS Application Roadmap a. Request copy of report from collaborative assessment with MEF and				

partner agencies on the IFMS Application Roadmap b. Use to confirm completeness, content and progress c. Request copy of the feasibility study for <u>SYSDEP</u>, <u>SYSCOMPTE</u>, <u>SYSPAY</u> and <u>SYRSREC</u> at central and regional government levels (it this has been initiated request demo) d. Request copy of feasibility study for installation of <u>Assets Management</u> and <u>Accounts Payable</u> module to IFMS e. Request copy of report assessing: i. SYSREC Functionality and Utility ii. General Ledger System iii. IFMS Application Integration and Consolidation Roadmap				
5. IFMS Governance Structure a. Request IFMS Governance Structure Presentation, and Policy b. Request associated reports and data to confirm existence and functionality				
6. Verify IFMS Reporting Features and Functionality for ULCC and Treasury a. Request two of the most recent sample of IFMS real time reports.				

Task 4: Expand the GOH capacity to utilize the IFMS for financial reporting and auditing processes.	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demoed	Yes	% Complete	No	Comments
1. New auditing software and tools necessary for the GOH oversight agencies are procured and installed. • Request demo of software • Request copy of training manuals, tools and procedural manuals for IFMS audit functions. • Request list of MEF, CSCCA and ULCC staff trained				
2. Verify training of CIVITAX stakeholders and users a. Request copy of training reports and list of participants b. Request reports regarding collaboration with LOKAL+ - c.				
3. Verify Status of CIVITAX user survey with DGI, MICT and CSCCA users a. Request copy of assessment report b. Request status report regarding plans or actions to address report recommendations.				
4. Verify installation and functionality of new CIVITAX a. Request Demonstration of new CIVITAX software.				
5. CIVITAX Roll-out training Status for MICT Direction des Colectivites Territoriales a. Request training reports, participant list, manuals and procedures for the rollout of new CIVITAX b. Request Rollout plan for new CIVITAX				

6. Verify Training Status of GOH staff on Electronic Audit System a. Request Training reports, participant lists, manuals and procedures for Electronic Audit System training				
7. Baseline Report Status for Electronic Audit System Software Use for ULCC, MICT and CSCCA a. Request copy of the Electronic Audit System usage report				
8. Status of IT systems analysis at Treasury for submission to MEF a. Request copy of report or presentation				

Task 5: Extend the IFMS Network Infrastructure to new GOH sites	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demonstrated	YES	% complete	NO	Comments
No software components are under this task				

Task 6: Coordinate USAID IFMS contract activities with other donors in public	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demoed	Yes	% Comple te	N o	Comments
1. Haiti Public Financial Management Donor Working Group Status a. Request notes from all donor working group meetings and participant list b. Request any Donor Working Strategies, Workplans, or guidance document				
2. Status of IFMS Annual Reporting a. Request copies of all outstanding Annual reports from Chemonics				

Task 7: Assess and implement a government-wide human resources management application with the Office of Management and Human Resources (OMRH), utilizing the IFMS network.	Branch of GOH			
	Location			
	Technician			
	Contact info.			
	Evaluator			
	Date			
Components to be verified and demoed	Yes	% Compl ete	N o	Comments
1. Needs Assessment for <u>GOH Human resources management Status</u> a. Request copy of report and related documents				
2. GOH Human Resources Market analysis Status a. Request copies of the market analysis report and related presentations				
3. GOH human resources management system status a. Request procurement list b. Request system demonstration c. Request HR system demonstration of functionality				

ANNEX F: INDICATOR & OUTPUT-LEVEL ANALYSIS TABLE

DELIVERABLE/OUTPUT	PLANNED	ACHIEVED	NOTES/ASSESSMENT
Task 1: Replace IFMS Information Technology to strengthen the existing network infrastructure	Deliverable 1.1 – Submission to USAID of a list of all hardware and network support software to be replaced and updated. This list shall be validated by the Ministry of Finance. Upon USAID approval, replace and upgrade this hardware and network support software.	An inventory list was provided by Chemonics; however, the GOH partners were not able to provide a list of what they received to allow the team to cross-reference the list. Data collected in the field render any analysis inconclusive.	MS
	Deliverable 1.2: – Network monitoring software implemented, MEF staff trained on the use of the new software and demonstrate ability to appropriately and sustainably use the software in a real work setting	Monitoring software not complete; licenses have been procured, but no training has been conducted. At the time of evaluation, the software had been installed but not configured.	
	Deliverable 1.3: At a minimum, the contractor will assist in: a) Develop policies and procedures for the <u>operation and the maintenance</u> of the NOC; all non-NOC personnel entering the NOC shall be required to sign-in; list of personnel that shall access the Equipment section without sign-in (e.g. IT Director, Sys Admin etc...) shall be displayed. b) Perform <u>physical upgrades</u> of the existing MEF/NOC to include: - Installation of raised floor (due to limited ceiling heights of installing an off the shelf, it is recommended that a customized eight inch raised floor be installed or an aerial rack solution); - separation between administrative and equipment rooms using prefabricated partitions, electronic swipe card shall be used to for entry; - Improved air filtration to data center standard, including removal of excess humidity; - Ensure that all equipment is racked; - Ensure that the smoke detectors and service fire extinguishers are in good working condition and ready to be used in case of emergency. Provide new smoke detectors and fire extinguisher if needed; - Move floor-located servers to racks; - Separation of power from network equipment with 3-hour fire-rated prefabricated partitions; - Air conditioning system shall be properly partitioned to ensure that water does not get into the NOC; - Air conditioning units shall be in operation continuously; - Very Early Smoke Detection Apparatus (VESDA) fire	- NOC procedure and maintenance manuals and materials have been shared. - Training of users is not comprehensive; some training has been done, but because of delays in use of the system and installation of the material, there are no quality control mechanism for the training. - The floors in the NOC were not raised, because the NOC has been installed in a temporary location. It will be moved to a permanent location eventually. - Most equipment is racked; some materials were not racked or properly stored. Chemonics clarified that the installations were still in process. - All fire and electrical precautions have been made; the NOC contains smoke detectors and extinguishers. - The NOC has air conditioning units that are properly partitioned; however, one of the units was not working during the evaluation team's diagnostic. - The NOC technicians clean the NOC facilities periodically; cleaning staff are not given access to the NOC. - Original NOC Room has been partitioned into 3 smaller rooms that respectively house (1) the power and air conditioning equipment, (2) the server room, and (3) the monitoring room. - A Very Early Smoke Detection Apparatus (VESDA) fire detection and dry-pipe pre-action or gas-based fire suppression was installed within the	

DELIVERABLE/OUTPUT	PLANNED	ACHIEVED	NOTES/ASSESSMENT
	detection and dry-pipe pre-action or gas-based fire suppression are required. • Properly train cleaning personnel to appropriately manage NOC maintenance; • Remove all discarded equipment from the NOC. Deliverable 1.4: At least one (max two) live <u>backup center</u> with relevant software is established to facilitate data recovery. The back-up centers could be cloud based, and preferably located in Haiti.	• server room. MEF NOC staff receive training on its use. • Unopened boxes of equipment were still piled up in the monitoring room. They are due to be installed in the new locales for the DSI Office. • GOH recently identified a location for the backup center, and IFMS will seek to install it before the closeout of the project.	
Task 2: Build the capacity of the MEF IFMS technical support team to be a best practices-based IT	Deliverable 2.1: Process review of MEF IFMS governance is conducted. Process Mapping and Optimization (PMO) of all activities associated with GOH financial management is performed. A report of the review shall be produced and submitted to USAID. Prior to its submission to USAID the report shall be validated by the Ministry of Finance.	• This was not achieved.	
	Deliverable 2.2: Network monitoring “dashboard” developed and submitted to the MEF for approval and implementation.	• See 1.2	
	Deliverables 2.3: A more robust Information Security Framework to support the needs of the IFMS is developed and implemented.	• Only physical security was considered by the IFMS. The WB is now working, with IFMS on developing a holistic security framework. They do have an active directory for those who have access to the IFMS resources such as SYSDEP.	
	Deliverable 2.4: List of all GOH IT staff that received up to ten days of training submitted to USAID on a quarterly basis.	• Over 40 days of training were provided by the project (for various topics, themes and software); however, no organized list of training recipients was provided by the project to confirm how many days were provided cumulatively to individual GOH staff. See Annex J.	U
	Deliverable 2.5: Procedure manuals and internal processes are developed, validated by the MEF and implemented.	• See 1.3	
	Deliverable 2.6: A comprehensive plan and budgetary line items developed with the MEF to be included into the national budget for the continuous maintenance of the IT system.	• All indications are that this was not achieved. • No IFMS exit strategy exists.	
	Deliverable 2.7: Short-to-medium term IT Strategic Roadmap is in place.	• A GOH Schema Informatique preceded IFMS, and several interviewees report that IFMS implemented elements of this Schema. IFMS is not doing a Short-to-Medium Strategic Roadmap; the World Bank is the lead donor for all the IT-related work and will develop one.	
Task 3: Integrate IFMS software to support GOH	Deliverable 3.1: IT interface to achieve connectivity between the revenue collections systems and the expenditures management system is designed, installed and fully operational.	• This has not been achieved.	U

DELIVERABLE/OUTPUT	PLANNED	ACHIEVED	NOTES/ASSESSMENT
public financial management policies including the design and installation of an IT interface to achieve connectivity between the revenue collections systems and the expenditures management system. In collaboration with USAID and GOH agree on a plan for the integration of other system components.		- A data sharing platform, UXP, has been procured and is installed but not fully functional. It is meant to allow database owners to decide what they are willing to share with the requester and develop the interface. The status is that it is not configured for operationalization for the intended purpose. - UXP does not work on the MAN/WAN, needs high-speed internet across all user agencies, and requires technical staff within each agency to design the interface. This capacity does not exist widely within the GOH.	
	Deliverable 3.2: Data exchange <u>interface</u> connecting Tax Solutions (DGI) to CIVITAX (municipalities) has an up time of at least 90% with functioning error reporting.	Civitax is functional, but issues were reported. In Kenscoff, a test was conducted at one site to exchange data between DGI and the town hall. MICT-level or DGI participation in the test would be done through the UXP.	
	Deliverable 3.3: SYSGEP or MPCE's new generation of <u>software</u> is connected.	This was not achieved.	
	Deliverable 3.4: IFMS reporting features are fully operational and are able to populate real-time reports to be used by Budget, ULCC, and Treasury.	This is not complete. A software called <i>Business Intelligence</i> was procured but had just been purchased and trained in the last two weeks at the time of the evaluation. In addition, the software requires data sources to populate a report; in this context, it requires that UXP be functional to be used. This also reflects the issue that software selections for the project do not seem to have included enough input from finance technical experts to ensure that the factors that drive usability and need were covered.	
	Deliverable 3.5: Collaborative assessment with MEF and partner agencies to develop an integration and consolidation <u>roadmap</u> for the IFMS applications is performed. Assessment report is validated by MEF and shared with USAID. a) Assess the feasibility of interconnectivity of SYSDEP, S YSCOMPTE, S YSPAY, and SYSREC to IFMS at the central and regional government levels b) Assess the GOH MEF progress towards the installation of the ASSETS MANAGEMENT and ACCOUNTS PAYABLE modules to the IFMS c) Assess the functionality and utility of SYSREC d) Assess the operating capabilities of the MEF General Ledger	- This was not achieved. - IFMS used the Assessment Report funded by USAID in 2013 in this regard. For previously existing software like: - SYSREC- Revenue Management Software, - SYSPAY- Payroll Management Software, - SYCOMPTE- Accounting Management Software, - SYSDEP- Expenditure Management Software, and - SYSREC,	

DELIVERABLE/OUTPUT	PLANNED	ACHIEVED	NOTES/ASSESSMENT
	(GL) system e) Implement agreed upon IFMS application integration and consolidation roadmap. Deliverable 3.6: New <u>governance structure</u> and processes for IFMS management are developed and submitted to the MEF for approval and implementation.	no feasibility study was conducted. According to Chemonics, these software applications already existed, so there was no need to conduct a feasibility study. This was not achieved.	
Task 4: Expand the GOH capacity to utilize the IFMS for financial reporting and auditing processes.	Deliverable 4.1: The Contractor shall identify and establish <u>training, tools, and processes</u> necessary to support the financial audit capability associated with IFMS. Deliverable 4.2: New auditing <u>software</u> and tools necessary for the GOH oversight agencies are procured and installed. List of procured software and tools shared with USAID. List of MEF, CSCCA and ULCC people trained on the use of this software and tools are shared with USAID on a quarterly basis. Deliverable 4.3: a) The contractor shall <u>procure computer equipment</u> to ensure that CSCCA and MICT offices and staff members charged with overseeing municipal finances can readily and reliably access the CIVITAX software. The list of procured equipment shall be submitted to USAID. b) The contractor shall <u>install network hardware</u> to ensure that CSCCA and MICT offices and staff members charged with overseeing municipal finances can readily and reliably access CIVITAX through the IFMS network. The list of procured network equipment shall be submitted to USAID. c) Contractor shall provide <u>training</u> to all CSCCA and MICT users of CIVITAX to ensure the full oversight capabilities of CIVITAX are utilized. The contractor shall coordinate with LOKAL+, USAID's flagship local government strengthening contract, which will be providing similar training to CIVITAX users in target municipalities. A list of people trained shall be submitted to USAID on a quarterly basis. Deliverable 4.4: a) The contractor shall survey stakeholders, including the municipalities currently using CIVITAX, DGI, MICT, and CSCCA to determine additional functionalities needed to improve usability, enhance tax collection efforts, and strengthen	- A market study was conducted; however, no audit software had been purchased at the time of the evaluation. - This was not completed. a) A sample of MICT offices visited report receiving computer and office equipment from a USAID project. No clear distinction was made between IFMS and LOKAL+, another USAID project working with MICT. Chemonics provided a list of delivered equipment by offices. However, no list of equipment was provided by recipient offices. Data collected on the field (count of equipment) was not conclusive to confirm exact count of equipment delivery. No computer equipment was delivered to CSCCA. b) Some of the offices visited had also received network hardware and were involved in tests on the UXP platform. In Kencsoff, the DGI office conducted a data transfer test with the Town Hall. UXP equipment was also delivered to the central CSCCA office; however, the configuration was not complete at the time of the evaluation. c) A new version for CIVITAX was available, and training for it has been conducted by Solutions SA. Chemonics' knowledge of these activities seemed limited, and no list was provided about the people trained. a) No such information was provided. b) A new version for CIVITAX was delivered to the offices the team visited, and training was conducted by Solutions SA.	U

DELIVERABLE/OUTPUT	PLANNED	ACHIEVED	NOTES/ASSESSMENT
	financial management and submit the report to USAID. b) The contractor shall develop a new version of CIVITAX with additional functionalities that satisfy stakeholder needs. Deliverable 4.5: The contractor shall restructure, train, and support the IT unit within the MICT's Direction des Collectivités Territoriales (Office of Local Government) to allow them to manage the roll-out of CIVITAX to additional communes. Deliverable 4.6: Training of GOH employees on electronic systems auditing to the appropriate oversight agencies. List of people trained shared with USAID on a quarterly basis. Deliverable 4.7: Baseline report of usage by ULCC, MICT, and CSCCA created. Deliverable 4.8: Analysis of the IT systems at the Treasury is performed, validated and submitted to the MEF.	- In the interview conducted at the MICT office, no plan to collaborate and train MICT IT employees was discussed or such activities reported. - This was not achieved. - This was not achieved. - This was not shared with the evaluation team; the treasury claims to not have received support from the IFMS but only indirectly, as a subordinate of the MEF.	
Task 5: Extend the IFMS Network Infrastructure to new GOH sites	Deliverable 5.1: a) At least 25⁷⁸ DGI offices are reliably connected to the network and have the equipment and capacity necessary to utilize Tax Solutions, including the equipment necessary to print tax documents. b) At least 10⁷⁹ municipal town halls are reliably connected to the network and utilize CIVITAX. c) At least 4 CSCCA offices that support the 10 municipal town halls listed above are reliably connected to the network and have the equipment and capacity necessary to utilize CIVITAX.⁸⁰ Deliverable 5.2: Standard processes for incrementally incorporating provincial offices' activities are established.	- This is not complete - DGI report receiving a significant amount of equipment from USAID. However, DGI is fully in the lead for its strategy to expand and automate its offices. - Municipal offices were equipped, but the new GOH sites have not extended on MAN/WAN. Regarding MICT, it is not clear what activities were conducted by LOKAL+ or IFMS. - The central CSCCA office is the only one that received equipment. - This was not achieved.	U
Task 6: Coordinate USAID IFMS contract activities	Deliverable 6.1: Minutes of the meeting with GOH/MEF and the donors (IDB, EU, WB, CIDA, plus other bilateral and institutions) are shared with USAID on a weekly basis.	No meeting notes were shared with the team.	MS

⁷⁸ The 25 offices include: multinational Aquino, Bureau Central, Bureau de la Circulation, Cap Haitien, Caracol, Carrefour, Cayes, Croix des Bouquets, Croix des Missions, Delmas, Fort Liberté, Gonaives, Hinche, Jacmel, Jeremie, Limonade, Miragoane, Ouanaminthe, Petionville, Petit Goave, Port de Paix, St Marc, Tabarre, Terrier Rouge, and the Unité de Grandes Contribuables. Note: this list is subject to revision.

⁷⁹ The 10 town halls include: Cap Haitien, Caracol, Carrefour, Delmas, Kenscoff, Limbe, Limonade, Ouanaminthe, St Marc, Terrier Rouge. Note: this list is subject to revision.

⁸⁰ The 4 offices include: Cap Haitien, Ft Liberté, Gonaives, and Port au Prince. Note: this list is subject to revision.

DELIVERABLE/OUTPUT	PLANNED	ACHIEVED	NOTES/ASSESSMENT
with other donors in public financial management.	Deliverable 6.2: <u>Attend donor's meetings</u> or GOH coordination tables on governance and/ or public financial management and share important IFMS progresses	Chemonics was a participant the Donor Working Group.	
	Deliverable 6.3: Report on impact to IFMS processes delivered to USAID annually	The First and Second Year Annual Reports were shared with USAID. No Year Three report was shared with the team.	
Task 7: Assess and implement a government-wide human resources management application with the Office of Management and Human Resources (OMRH), utilizing the IFMS network.	Deliverable 7.1: Requirements <u>documentation for a GOH human resources management</u> system developed together with OMRH management and validated by the GOH.	An assessment was conducted, and the resulting document shared with the team.	MS
	Deliverable 7.2: Market analysis with recommendation of the best options to fulfill the requirements for a GOH human resources management system is performed. Report is submitted to USAID and OMRH.	A procurement process was successfully completed to revise the existing HR software SIGRH.	
	Deliverable 7.3: GOH human resources management system is procured and is fully operational on the IFMS network	Revised system introduced, and training occurred during the data collection period. Some concerns exist relative whether the software is fully fulfills OMRH needs.	

ANNEX G: ANALYSIS OF PROVIDED EQUIPMENT

UXP Equipment		SIGRH		MEF NOC		DGI	
Row Labels	Sum of QTY	Row Labels	Sum of QTY	Row Labels	Sum of QTY	Row Labels	Count of QTY
PDU OUTLET	7	Firewall	2	CHASSIS	1	Barcode Scanner	28
RACK CABINET	7	KVM CONSOLE SWITCH	1	CLEANING CARTRIDGE	5	Check Scanner	12
RACK CABINET	1	LCD	1	Ethernet-fiber converter	4	Desktop Scanner	14
Router	9	PDU	1	Expansion Module	4	Dot Matrix Printer	17
SERVER	32	RACK	1	FIBER CABLE	34	High perf. Server	3
SMARTNET	1	SERVER	3	FIREWALL	2	ID Camera	14
SW CARD	1	Tape Loader	1	LINE CARD 48 PORTS	8	IP Phone	62
Switch	2	UPS	1	RACK	2	Laser Printer	29
Token Key	2	Grand Total	11	RAIL FOR UPS	6	Monitor	305
UPS	17			ROUTER	4	MS Win Server	5
Grand Total	79	LANWAN		SFP Module	64	PC UPS	294
		Row Labels	Sum of QTY	SWITCH	10	PC WorkStation	305
		Access Point	49	TAPE	80	POS Printer	17
Civitax		Antena	50	TAPE LIBRARY	1	Printer	46
Row Labels	Sum of QTY	Antenna	2	UPS	8	Server	10
PC Monitor	5	Exalt ExtendAir	2	VXRAIL	6	Server Monitor	5
PC Workstation	5	Int Card 4 ports	2	(blank)	15	Server UPS	17
Printer	5	Int Card 8 ports	2	Grand Total	254	Signature Pad	14
ROUTER	15	Radio	8			VPN Router	18
UPS	5	Router	19			Grand Total	1215
Grand Total	35	Switch	16				
		Grand Total	150				

ANNEX H: TRAINING MATERIALS AND IFMS POLICY DOCUMENTS

TRAINING ⁸¹	PROGRAM	MANUAL	NUMBER OF DAYS	POWERPOINT	LIST OF PARTICIPANTS ⁸²
1. IT Security	X	X	4	--	--
2. IT Project Management	X	X	5	--	--
3. IT Network Administration	X	X	8	--	--
4. Database Administration	X	X	5	--	--
5. UXP	X	X	--	X	X
6. Windows Server	X	--	5	--	X
7. Business Intelligence Software	X	--	3	--	X
8. Cisco Network Training	--	--	4	--	X
9. VXRAIL	--	--	--	--	X
10. Civitax (??VPN)	--	--	--	X	X
11. SIGRH	X	X	5	X	X
12. IT Hardware Management with GLPI	X	X	--	--	X
13. ELOGIC on NOC Equipment Training ???	--	--	5	--	X

POLICY DOCUMENTS AND PROCEDURAL MANUALS RECEIVED

POLICY AND PROCEDURAL DOCUMENT	CONTENT
1. Policy on Maintenance of the NOC Systems and Materials	Manual covers NOC Cleaning, Software Updating, System Verification, and Upgrading.
2. Procedure for the Inventory of MEF Hardware and Software Materials	Guidelines for inventory for IT equipment and with MEF.
3. MEF Policy for Security Against Viruses and Malware	Guidance regarding virus and malware protection protocols with in the MEF IFMS network and systems.
4. Procedures for Accessing the MEC: NOC	Guidelines for security surrounding access to the NOC
5. Procedures for Database Maintenance and Back-up	Guidelines for database managers on maintenance and backup of MEF databases.
6. Project Proposal Package	Complete Project Design Documents

⁸¹ X signifies that the document or resource was shared.

⁸² Chemonics scanned the signup sheets from the various trainings; no organized training list of participants was provided to the evaluation team. The evaluation team had to go through and scan the list to garner any and all resulting information contained in this document.

ANNEX I: FULL LISTING OF REFERENCES AND REPORTS UTILIZED

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ANNEX J: EVALUATION DISSEMINATION PLAN

Key Milestones	Expected Dates
Statement of Work	June 2017
Evaluation Design	September 2017
Draft Report	January 2018
Final Report	February 2018

Evaluation Title: Final Performance Evaluation of the Integrated Financial Management System (IFMS) Activity

Intended Audience	Goal	Tool/Medium	Forum	Responsible Party	Target Date	Follow-up
USAID/Haiti, Chemonics	Ensure that key findings and conclusions emerging from this evaluation are understood and the recommendations utilized	Findings presentation	In-person presentation	Haiti ESS	January 2018	Activity completed
USAID/Haiti, Chemonics	To provide USAID and Chemonics with a succinct yet detailed account of the evaluation team's work.	Full evaluation report	Distribution via email and USAID's Development Clearing House (DEC)	Haiti ESS	February 2018	
USAID/Haiti, Chemonics, Government of Haiti (GOH) Ministry of Finance (MEF), Other Donors	To inform the broader community about the key learnings of this evaluation	Standalone abstract and executive summary document of the final evaluation report	Distribution via email, Donor Working Group, and USAID's Development Clearing House (DEC)	Haiti ESS and USAID/Haiti	March 2018	