REPUBLIC OF RWANDA

Single Project Implementation Unit (SPIU)

MINISTRY OF HEALTH

For Health-Sector Projects Funded by the Government of Rwanda, Multi/Bilateral Organizations, Private Sector and Foundations

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1. Rationale for the establishment of the SPIU

**Paris Declaration on Aid Effectiveness** (28 February - 02 March 2005)

- Signed by Rwanda along with its Development Partners
- With the aim of stimulating increased efficiency and efficacy in the provision and management of external aid

**Rwanda:**
- (i) acknowledges the crucial role of its Development Partners in achieving its EDPRS targets and Vision 2020
- (ii) Is accountable to its citizens and development partners
- (iii) committed to setting up and ensuring efficient systems for the management of external funding

The Rwanda Aid Policy was endorsed by the Cabinet on 26 July 2006, + RAP procedures manual

Comparative advantages to use existing successful structure with some adjustment
2. Doing things without the SPIU

• **Time lag in the start of projects** after their approval and ratification process which leads to extension requests since the projects at times do not meet their earlier set completion dates.
  – this is due to team recruitment
  – assembling phase that normally takes almost 6 months
  – overall delay in the completion.

• **Project management:** Many PMUs, coordinators, Specific bank accounts, Budget coordination across multiple projects, reports...

• **Staff looking for new job**, leaving the project 1-2 years before the project completion:
  – crippling the implementation
  – leading to delay in completion
  – skills gap
Doing things...SPIU (cont’d)

• **HSDPs coordination:**
  – number of appraisal and evaluation missions for each project under the same institution
  – time and budget consuming in preparing for all these missions

• **SRs coordination:**
  – Same SR working with different PMUs, different individuals
  – submitting reports to different PMU,
  – attending different meetings organized by different PMUs at the same time
  – Management of priorities and urgencies: Problematic
3. Consultations made on SPIU

- **Moderator:** Former Central Public Investments and External Finance Bureau (CEPEX)
  - **Routinely:** MINECOFIN/Cepex working with different PMUs: identification of challenges, thinking on a suitable structure, solutions...
  - **2008:** Meeting of District Vice Mayors In-Charge of Economic Affairs chaired by Hon Minister of State In-Charge of Social Affairs in MINALOC
  - **Sept. 2009:**
    - Meeting of Permanent Secretaries and Project Coordinators chaired by Hon Minister of Finance and Economic
    - Planning Consultation with high Budget spending Ministries
  - **Oct. 2009:** Forum of Permanent Secretaries
Consultations made on SPIU

- **Cepex elaborated** the “Implementation Modality of a Single Project Implementation Unit In Public Institutions” document and requested the Cabinet:
  - To adopt the principle of the Single Project Implementation Unit in the Public Institution
  - To instruct the relevant public institutions to institutionalise the Single Project Implementation Unit

- Ministry of Public Service and Labor structured the Salary scale for the SPIU staff (submitted it for Cabinet approval)

- **March 2011: SEVENTH ANNUAL GOVERNMENT OF RWANDA AND DEVELOPMENT PARTNERS RETREAT (DPR)**

  - **Alignment of aid resources to partner country systems**:
    - Presentation on the Single Project Implementation Units – progress and way forward
    - Commitments from Development Partners – the use of Single Project Implementation Units
5. Results??

- The **Cabinet**, in its session of 11/02/2011 adopted the creation of the Single Project Implementation Unit (SPIU) in every Ministry.

- **MOH Case**: The **Ministerial Instruction No 20/52 of 10/03/11** created the SPIU for health sector development projects funded by the:
  - Government of Rwanda,
  - Multi/Bilateral Organizations,
  - Private Sector
  - Foundations

- **The SPIU-MoH is under direct supervision of the MoH**
4. MOH: Looking back....

- **2003**
  - MAP: World Bank PMU under CNLS
  - Global Fund Portfolio PMU under MoH

- **2005**
  - With different HIV projects but with similar objectives (+ TB, Malaria and HSS by GF)
  - CNLS ES and MoH authorities proposed the merging, which was approved by the WB and GF

- **2006**
  - A. GF & MAP PMU (under CNLS)

- **2009**
  - B. GF & CTP PMU (under CNLS)
  - CTP/DFID closed in 2010
  - New DFID Project (CTP)

- **2010**
  - C. GF & WB PMU (under CNLS)
  - New WB Project: EAPHLN

- **2011**
  - D. SPIU (under MoH)

Period of changes:
- Different names depending on sources of funds
- Confusing stakeholders, clients, suppliers, and SRs

Other HSDPs
6. Current SPIU-MOH

1. Rwanda Towards Malaria Pre-elimination: (5 years, up to June 2015): **USD 128.5 M**—on going (phase 1 ending, phase 2 already approved)

2. NSP HIV/AIDS: Single Stream of Fund for HIV (3 years, up to June 2013): **USD 379.5M**—on going

3. SSF-Malaria: **USD 86 M** (under consolidation, 3Yrs up to June 14): USD 23 M recently signed by MINECOFIN-MOH-GF, + **USD 64 M** recently approved by GF Board

4. NSP TB: Single Stream of Funding for TB (3 years, up to June 2013): **USD 45M** – on going

5. EAPHLN Project: **USD 15 M** for 5 years—on going

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The World Bank and the GF portfolio: on-going

- Dedicated staff, some of them are still there since 2003-2004
- MoH support
- External audit each year
- Monthly report to MINECOFIN
- Other HSDPs willing to channel their funds through the SPIU
- SRs: All RHs, DHs, HCs, >100 NGOs, 9 NHMs/Inst, RBC
- Draft Procedures manual in place

CHAI: Human resources for Health project: Under elaboration
7. Institutional arrangement

- MOU or Agreement
- Disbursement of funds
- Supervision
- Submission of reports
8. Benefits from the SPIU arrangement

• Reduced:
  – transaction costs by sharing functions that are valid for any kind of health sector development project;
  – time that is spent in team recruitment for the newly starting project;
  – number of extensions formerly requested due to delays normally registered in the project start;
  – staff turn-over since the core team for project implementation will be retained and recycled depending on the emerging projects;
  – number of project management units (PMUs)
  – Number of project accounts in the banks;

• Simplified coordination and reporting system, thus helping to capture all projects into the National Development Budget;

• Coordinated supervision missions conducted by Development Partners, PR and SPIU
Benefits from the SPIU...

- **Proposal writing, Planning and Grant negotiation**
  - Easy to align planning with GoR policies, strategies, and Plans
  - Easy to write new proposal knowing already:
    - the contents of existing projects,
    - what is going on properly,
    - what failed, and why
    - what was left behind
    - Who is doing what
    - What to avoid and how to improve
  - Avoid duplication in activities and targets across grants and sub-recipients
  - Compare interventions across grants:
    - HRs, Researches, equipments, medical infrastructures, pharmaceuticals, trainings, ...
  - Harmonization of unit costs across projects: Salaries, trainings, equipments, etc.

Detailed information on past and on going projects are accessible through the SPIU
9. Responsibilities of the SPIU

• Actively participate, in collaboration with MoH Units and institutions, sub-recipients, and hired consultants in the process of elaboration of proposals, project operational plan, budget plan, procurement plan, and the negotiation of project funds;

• Conduct orientation meeting to explain to SRs the content of signed agreement, final project activities, budget, procurement plan, performance framework and related conditions and procedures;

• Prepare and sign MOUs with project sub-recipient institutions;

• Evaluate and approve requests of funds submitted by project sub-recipient institutions;
Responsibilities....

• Conduct regular programmatic and financial supervisions at sub-recipient level to ascertain if project activities are executed in accordance with approved plan of action, budget lines and agreed upon timeframe;

• Identify challenges in project implementation at all level, and propose solutions for improvement;

• Receive from project SRs periodic reports; and analyze them (including feedbacks)

• Produce, share and disseminate consolidated project implementation progress/completion reports;
Responsibilities....

• Produce project periodic financial statements of accounts and budget execution report and submit them to all authorized entities;

• Assist sub-recipient institutions in the elaboration of budget reallocation proposals; and on the basis of individual budget reallocation proposals:
  – produce the “budget reallocation proposal document” and submit it to the “project oversight mechanism” (POM) for initial approval before final approval by the HSDP authorized representatives;

• Develop, update and execute annual internal audit plan and audit program;

• Organize and facilitate debates, seminars and meetings on health-sector development projects with a view to ensure the coordination of activities and information sharing;
Responsibilities....

• Ensure that technical and external financial audits of funded projects take place on regular basis as agreed;

• Coordinate, in close collaboration with other actors involved in financing or implementing health sector strategies, the effective utilization of funds; and
  – provide needed information on external resources for the drafting of the national health subaccount;

• Ensure close collaboration with HSDP and POM officials.
10. Signature of the Agreement

• Grant Agreement between the Government of Rwanda and Multi/Bilateral Partners to be signed according to Rwanda Aid Policy, with regard to Partner's requirements and procedures.

• Flexibility: Agreement to be signed by:
  – Either the MINECOFIN, or by
  – The MoH, if Partner’s procedures require it and upon authorization of the MINECOFIN
  – Or MINECOFIN and MoH co-sign with the Partner
11. Project implementation

• Once the Agreement is duly signed:
  – Project funds will be channeled through a **Specific Bank Account opened in the Central Bank** by the MOH for the SPIU.
  – An **MOU** will be signed between the SPIU and the sub-recipient of the project.
  – SR will have access to project funds through a **Request of Funds** submitted to the SPIU based on the PoA.
  – The SPIU will **disburse project funds** to a Specific Bank Account indicated by the sub-recipient at least once per quarter!
Project implementation (2)

- SRs will **implement** the project and report on quarterly basis to the SPIU.
- The SPIU will **consolidate financial and activity reports** and share them.
- M&E activities by SPIU in collaboration with the Partner’s local or external representation.
- Technical assistance can be given to SRs in the perspective of periodical or permanent transfer of competences.
- The SPIU will conduct **internal audits** of the SRs and order external audits once per year.

• Funding DPs or their delegates will conduct financial Supervision of the SPIU and
  - can order an external audit of the SPIU.
Thank you for kind your attention

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