

# REGIONAL WORKSHOP ON TAX EXPENDITURES

## SOURCEBOOK FOR WORKSHOP PARTICIPANTS

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LAGOS, NIGERIA



Facilitated by



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# INTRODUCTION

Tax expenditures (TEs) have a significant impact on countries' ability to mobilise domestic revenue, fight climate change, recover from the COVID-19 pandemic and, ultimately, attain the Sustainable Development Goals (SDGs). If not monitored closely and assessed consistently, TEs may jeopardise the transparency of national budgets and lower the effectiveness of tax systems. The ATI acknowledges the relevance of the topic for its member countries. Commitment 3 of the [ATI Declaration 2025](#) states: "We will improve tax transparency by publishing tax expenditures regularly to facilitate cost-benefit assessments, ultimately helping to reduce wasteful tax expenditures, improving taxpayers' trust, and creating a more level playing field for all types of businesses. We will improve inter-agency cooperation on tax expenditures and foster the coordination of granting tax concession activities."

The workshop builds on this commitment and the [Global Tax Expenditures Database \(GTED\)](#), which was launched by the Council on Economic Policies (CEP) and the German Development Institute (DIE, now German Institute of Development and Sustainability, IDOS) in June 2021. With its worldwide coverage, the GTED helps to increase transparency on TEs and sheds light on their critical role in tax systems around the globe. As shown by the GTED, the number of countries reporting on TEs has been growing steadily over the years. However, the scope and quality of reports still vary significantly. Moreover, only few countries in the world have started to systematically evaluate the TEs they use to find out whether they are cost-effective policy tools.

The workshop in Lagos, Nigeria, is the first in a series of regional workshops organised by ATI, CEP and IDOS. On this occasion, the Economic Community of West African States (ECOWAS), the West African Tax Administration Forum (WATAF) and the African Tax Administration Forum (ATAF), will be joining as local partners. The event provides a unique opportunity to ATI member countries and other interested governments to exchange with regional partners and international experts on the governance, estimation, reporting and evaluation of TEs. More specifically, the workshop will:

- **Discuss core aspects** of TE management, reporting, estimation, and evaluation, such as data collection and processing, approaches to benchmarking and revenue forgone estimation, design of cost-benefit models, etc.
- **Give an overview of good practices and standards** to evaluate the effectiveness and efficiency of TE provisions and assess existing evaluations against those practices and standards.
- **Map pathways to reform** and discuss opportunities and challenges to further improve TE reporting and evaluation.
- **Provide a platform for peer learning and exchange** by tapping the knowledge and wealth of experiences of workshop participants.
- **Initiate the set-up of regional TE networks** for continued exchange and peer-level support of reforms.

# WORKSHOP AGENDA

## Day 1: Governance, Estimation, and Reporting of Tax Expenditures

- 08:30 – 09:00**    *Registration*
- 09:00 – 10:00**    **Welcome Address & Introduction**  
ATI, FIRS, ECOWAS, WATAF, ATAF & IDOS / CEP
- 10:00 – 11:20**    **Session 1** – A Governance Framework for Estimating, Reporting & Evaluating Tax Expenditures
- 11:20 – 11:45**    *Coffee Break*
- 11:45 – 13:15**    **Session 2** – Establishing a Benchmark
- 13:15 – 14:15**    *Lunch Break*
- 14:15 – 15:45**    **Session 3** – Estimating Revenue Forgone
- 15:45 – 16:10**    *Coffee Break*
- 16:10 – 17:30**    **Session 4** – Reporting on Tax Expenditures
- 17:30 – 18:45**    **Special Topical Session: Regional approaches and extractive industries**
- 18:45 – 20:00**    *Reception*

## Day 2: Tax Expenditure Evaluation and Reform

- 08:30 – 09:00**    *Arrival*
- 09:00 – 09:10**    **Welcome to Day 2 & Setting the Stage**
- 09:10 – 10:40**    **Session 5** – Ex-ante Assessment & Ex-post Evaluation of Tax Expenditures
- 10:40 – 11:00**    *Coffee Break*
- 11:00 – 12:30**    **Session 6** – Driving Tax Expenditure Reform
- 12:30 – 13:20**    **Closing Remarks** by ATI & CEP / IDOS
- 13:20 – 14:30**    *Lunch & Depart*

# SESSION 1 – A GOVERNANCE FRAMEWORK FOR ESTIMATING, REPORTING & EVALUATING TAX EXPENDITURES

## Objective

This session will provide an overview of current experiences and good practices with setting up governance frameworks for TEs, based on international as well as regional inputs. It will also mobilise the participants' knowledge and create opportunities for a first exchange.

## Background

A sound legislative and regulatory framework surrounding the management of TEs is vital. For instance, all TEs should be captured in the relevant tax laws and not in secondary legislation. Likewise, TE reporting should be closely linked to the budget process. Responsibilities for the appraisal, management and monitoring of TEs should be concentrated at the ministry responsible for overall fiscal policy. Policy objectives pursued by TEs should be clearly spelled out and embedded in a framework ensuring policy coherence across TEs and other spending programs or commitments. This framework should also cover both ex-ante assessments as well as ex-post evaluations of TEs.

## Speakers

Christian von Haldenwang (IDOS), Christian Hallum (Oxfam).

## Your preparation for Session 1

For this session, you should be informed about the governance framework of TEs in your country: Who has the competencies to set up new TEs? Which ministries or other governmental bodies are involved? Which procedures are in place? For instance, is the government required to present an ex-ante assessment of the revenue forgone of a new TE? Which actors are involved in the day-to-day administration of TEs? Which actors are involved in the monitoring of the mechanisms in place (gathering data on beneficiaries, TEs claimed, revenue forgone, etc.) and how is monitoring organised? Is the government required to report on the TEs in use and which information does it have to provide? Is there a legal requirement to conduct cost-benefit evaluations of existing TEs? Who is involved in those evaluations?

## Presentations

The presentations of Session 1 can be found [here](#).

## Additional material

- Celani, A., Dressler, L., & Wermelinger, M. (2022).** Building an Investment Tax Incentives database. Methodology and initial findings for 36 developing countries. OECD Working Papers on International Investment 2022/01. Paris: OECD. <https://www.oecd-ilibrary.org/content/paper/62e075a9-en>
- de Renzio, P. (2021).** Coordination, Evidence and Accountability: Reforming the governance of tax expenditures in Latin America. Washington, DC: International Budget Partnership. <https://internationalbudget.org/publications/reforming-the-governance-of-tax-expenditures-in-latin-america/>
- IMF, OECD, UN, & World Bank. (2015).** Options for Low Income Countries' Effective and Efficient Use of Tax Incentives for Investment. A report to the G-20 Development Working Group. Washington, DC: IMF <https://www.imf.org/external/np/g20/pdf/101515.pdf>
- OECD. (2010).** Tax Expenditures in OECD Countries. OECD Publishing. <https://doi.org/10.1787/9789264076907-en>
- Therkildsen, O., & Bak, A. K. (2019).** Democratisation in Tanzania: No Elections Without Tax Exemptions. ICTD Working Paper 98. Brighton: Institute of Development Studies. <https://opendocs.ids.ac.uk/opendocs/handle/20.500.12413/14544>
- UK National Audit Office. (2020).** The management of tax expenditures. Report by the Comptroller and Auditor General. London: HM Revenue & Customs, HM Treasury. <https://www.nao.org.uk/wp-content/uploads/2020/02/The-management-of-tax-expenditure.pdf>

## SESSION 2 – ESTABLISHING A BENCHMARK

### Objective

This session will provide a platform to discuss key normative and technical aspects of benchmark definitions and their influence on TE regimes. It will draw on international experiences as well as regional cases and initiatives.

### Background

TEs are defined as deviations from a “benchmark taxation system,” which should be grounded in the key principles of good tax policy design, such as fairness, efficiency, transparency, and simplicity. The benchmark definition should be as broad as possible and aim at avoiding exceptions from the general rule. Yet, in some cases, benchmark definitions can be controversial. In Germany, for instance, reduced VAT rates on foodstuff are excluded from TE reporting and evaluation since they are considered part of the benchmark tax system. Some countries such as Canada and the UK differentiate between “structural” and “non-structural” TEs, the former being deviations from the benchmark that are considered an integral component of the system, such as a basic allowance for the taxation of personal income.

### Speakers

Inputs by Kyle Mc Nabb (ODI) and Darlington Talery (WATAF & Liberia Revenue Authority).

Panel with Members of Parliament: Hon. Julius F. Fonge (MP Cameroon); Hon. Hamidou Camara (MP Guinea); Hon. Fatou Cham (MP The Gambia).

### Your preparation for Session 2

For this session, you should be informed about the general set-up of your country’s tax system. For instance, what is the standard VAT / sales tax rate in your country and how many different VAT rates exist? What is the standard corporate income tax (CIT) rate? Does your government levy any environmental, energy or fuel taxes and which rates does it apply? Does the tax system have other characteristics that could complicate determining the true scope of TEs? For instance, is there a simplified tax regime for micro and small companies? How does the regular tax regime of the extractive sector look like? Also, do you know the most relevant TEs that are applied in your country?

### Presentations

The presentations of Session 2 can be found [here](#).

## Additional material

**Congressional Budget Office (2021).** How Specifications of the Reference Tax System Affect CBO's Estimates of Tax Expenditures. <https://www.cbo.gov/system/files/2021-12/57543-Tax-Expenditure.pdf>

**Kassim, L., & Mansour, M. (2018).** Tax expenditures reporting in developing countries: An evaluation [Les rapports sur les dépenses fiscales des pays en développement : une évaluation]. *Revue d'économie du développement*, 26(2), 113-167.  
[https://www.cairn-int.info/article-E\\_EDD\\_322\\_0113--tax-expenditures-reporting-in.htm](https://www.cairn-int.info/article-E_EDD_322_0113--tax-expenditures-reporting-in.htm)

**Oosterhuis, F., Ding, H., Franckx, L. & Razzini, P. (2014).** Enhancing comparability of data on estimated budgetary support and tax expenditures for fossil fuels, Directorate General for the Environment of the European Commission, European Commission.  
[https://ec.europa.eu/environment/enveco/taxation/pdf/201412ffs\\_final\\_report.pdf](https://ec.europa.eu/environment/enveco/taxation/pdf/201412ffs_final_report.pdf)

**Sladoje, M. (2017).** How Do We Measure Tax Expenditures? The Zambian Example.  
[https://opendocs.ids.ac.uk/opendocs/bitstream/handle/123456789/13380/ICTD\\_WP68.pdf](https://opendocs.ids.ac.uk/opendocs/bitstream/handle/123456789/13380/ICTD_WP68.pdf)

**Swift, Z. L. (2006).** Managing the effects of tax expenditures on national budgets (Vol. 3927). World Bank.  
<https://doi.org/10.1596/1813-9450-3927>

## SESSION 3 – ESTIMATING REVENUE FORGONE

### Objective

This session will introduce approaches to revenue forgone estimation with reference to different tax bases. It will further provide a platform to present and discuss experiences from countries in the region.

### Background

Almost all countries that provide figures on the fiscal costs of TEs use the so-called “revenue forgone” approach, which estimates the amount by which taxpayers have their tax liabilities reduced as a result of a TE based on their actual current economic behavior. This approach does not account for behavioral changes resulting from a removal of the TE provision. The exact methodology and the data required to estimate the revenue forgone from different TEs, however, depend on the tax base as well as the type of TE. For instance, estimations of TEs channeled through consumption taxes are often based on national accounts (including customs) data and/or household expenditure data and can be computed by multiplying the pre-tax consumption value of a tax-preferred item with the size of the rate reduction, i.e. the difference between the standard and the reduced tax rate. This approach is not applicable to direct taxes, because, unlike indirect tax rates, direct tax rates differ between individuals and often also between companies. Hence, other techniques including microsimulation need to be used, which implies different types of administrative capacity and data requirements.

### Speakers

Inputs by Agustín Redonda (CEP) and Kyle McNabb (ODI).

Panel with representatives from tax authorities: Alban Alladaye (Benin), Amie Kolleh Jeng (Gambia), Faycal Abdoulaye (Cameroon).

### Your preparation for Session 3

For this panel you should be aware of the state of revenue forgone estimation in your country. Does your government estimate the revenue forgone of TEs, and for which taxes? Which approaches and models are applied? Which government agency or agencies is/are responsible for the estimation? Also, which government agencies are involved in data collection? Are you aware of specific challenges with regard to obtaining the necessary data, or difficulties with the application of estimation approaches and models?

### Presentations

The presentations of Session 3 can be found [here](#).

## Additional material

- Altshuler, R. & Dietz, R. (2011).** Reconsidering tax expenditure estimation, National Tax Journal, Vol. 64(2), pp. 459-490. <https://doi.org/10.17310/ntj.2011.2S.02>
- Brys, B., de Mooij, R., de Melo, G., Hebous, S., Kennedy, S., Schatan, R., & Vellutini, C. (2020).** Tax Expenditures and Corrective Taxes in Chile: A joint IMF/OECD Assessment. Washington, DC: International Monetary Fund. <https://www.imf.org/en/Publications/CR/Issues/2020/11/19/Chile-Technical-Assistance-Report-Assessment-of-Tax-Expenditures-and-Corrective-Taxes-49906>
- CIAT, (Inter-American Center of Tax Administrations). (2011).** Handbook of best practices on tax expenditure measurements. CIAT. <https://biblioteca.ciat.org/opac/book/4857>
- Dom, R., & McCulloch, N. (2019).** What are 'Tax Expenditures' and How Big are Energy-related Tax Expenditures? ICTD Summary Brief No. 18. Brighton: International Centre for Tax and Development. <https://www.ictd.ac/publication/what-tax-expenditures-how-big-energy-related/>
- Geourjon, A.-M., Laporte, B., Caldeira, E., de Quatrebarbes, C., & Bouterige, Y. (2019).** Tax Expenditure Assessment: From Principles to Practice-Methodological guide. Clermont-Ferrand: FERDI. <https://ferdi.fr/publications/l-evaluation-des-depenses-fiscales-des-principes-a-la-pratique-guide-methodologique>
- Opong, F., & James, S. (2016).** Tax Expenditure Estimates in Ghana. Available at SSRN 2841302. <https://ssrn.com/abstract=2841302>
- Uemura, T. (2009).** An estimation of tax expenditure in Japanese income tax from the viewpoint of the fiscal transparency, Government Auditing Review 16(3), <https://www.mass.gov/doc/an-estimation-of-tax-expenditures-in-japanese-income-tax-from-the-viewpoint-of-fiscal/download>

# SESSION 4 – REPORTING ON TAX EXPENDITURES

## Objective

This session will present an overview of the design and scope of TE reports worldwide, before zooming in on regional cases and their specific achievements and challenges with regard to TE reporting.

## Background

Despite their significant impact on government budgets (on average, 3.7 percent of GDP and 23.5 percent of tax revenue), TEs are opaque and very often not subject to the same level of scrutiny in the budget process as direct spending. Based on the latest figures released by the Global Tax Expenditures Database (GTED), 116 out of 218 jurisdictions worldwide have never published an official TE report. Also, the scope and detail of most of the reports leaves a lot of room for improvement. For instance, many countries only report aggregated revenue forgone data, mostly by tax base, and most countries continue to refrain from detailing the policy objectives and the legal reference of their TE provisions.

## Speakers

Inputs by Flurim Aliu (CEP) and Frankie Mbuyamba (ATAF)

Presentation of national cases of TE reporting by Amadou Abdoulaye Badiane (Senegal), Basheer Abdulkadir (Nigeria), Cissé Kouate Sylla (Mali).

## Your preparation for Session 4

For this session you should be informed about the current state of TE reporting in your country. Does your government produce regular (annual) TE reports, or does it plan to do so in the near future? In case TE reports exist in your country, which government agency produces them and are they public? Does the parliament approve the reports? Also, do the reports cover all TEs currently used in your country, or only a subset of them, such as for instance specific sectors or tax bases? And what kind of information is provided in the reports? Do they contain information and data on individual TE provisions, or only at an aggregate level? What about information on beneficiaries, policy objectives, legal basis? Finally, are there public debates on TEs in your country? Which sectors or kinds of TEs attract most public attention?

## Presentations

The presentations of Session 4 can be found [here](#).

## Additional material

**Aliu, F., Redonda, A., & von Haldenwang, C. (2022).** The Global Tax Expenditures Database (GTED) Progress Report 2022. DIE.

<https://gted.net/2022/04/the-global-tax-expenditures-database-gted-progress-report/>

**IMF (International Monetary Fund). (2019).** Tax expenditure reporting and its use in fiscal management. A guide for developing economies. How to Notes 19/01. Washington, DC: IMF.

<https://www.imf.org/en/Publications/Fiscal-Affairs-Department-How-To-Notes/Issues/2019/03/27/Tax-Expenditure-Reporting-and-Its-Use-in-Fiscal-Management-A-Guide-for-Developing-Economies-46676>

**Redonda, A. & Neubig, T. (2018).** Assessing Tax Expenditures Reporting in G20 OECD Economies. Discussion Note 2018/3. Council on Economic Policies, [https://www.cepweb.org/wp-](https://www.cepweb.org/wp-content/uploads/2018/11/Redonda-and-Neubig-2018.-Assessing-Tax-Expenditure-Reporting.pdf)

[content/uploads/2018/11/Redonda-and-Neubig-2018.-Assessing-Tax-Expenditure-Reporting.pdf](https://www.cepweb.org/wp-content/uploads/2018/11/Redonda-and-Neubig-2018.-Assessing-Tax-Expenditure-Reporting.pdf)

**Redonda, A., von Haldenwang, C., & Aliu, F. (2021).** The Global Tax Expenditures Database (GTED) Companion Paper. DIE.

<https://gted.net/2021/05/the-global-tax-expenditures-database-companion-paper/>

**Redonda, A., von Haldenwang, C., & Aliu, F. (2022):** Global Tax Expenditures Database [data set], Version 1.1.3, <https://doi.org/10.5281/zenodo.6334212>

**von Haldenwang, C., Redonda, A., & Aliu, F. (2021).** Shedding Light on Worldwide Tax Expenditures. GTED Flagship Report 2021. DIE. <https://gted.net/2021/05/shedding-light-on-worldwide-tax-expenditures/>

# SPECIAL TOPICAL SESSION

## Objective

This session will first introduce a project on regional TE reporting and evaluation conducted by ECOWAS and the West African Economic and Monetary Union (WAEMU). The second part of the session will be dedicated to the discussion of tax incentives in the extractives industries (in particular, the mining sector).

## Background

First, regional approaches to TE reporting and evaluation provide important opportunities for peer learning, capacity development and even the harmonisation of TE regimes. This is even more true as TE evaluations require additional capabilities in terms of data collection, modelling and analysis.

Second, the granting of tax incentives in the extractives sector is a widespread phenomenon and it is particularly relevant for those African countries that rely heavily on the production and export of minerals and fuels. Tax incentives for mining or drilling are often among the most relevant TE provisions in terms of revenue forgone.

## Speakers

Inputs by Jules Tapsoba (ECOWAS), Viola Tarus (IGF) and Ezera Madzivanyika (ATAF), followed by Q&A.

## Your preparation for the Special Topical Session

For this session you should be informed about regional approaches to TE reporting and evaluation taking place with the participation of your country. Also, if your country receives important tax and non-tax revenues from extractive industries, you should inform yourself about the main TE provisions in place in this sector in your country. Are TE regimes in the extractive industry sector transparent and simple or rather opaque and complicated? Do you know how much revenue your government forgoes through TEs in this sector?

## Presentations

The presentations of the Special Topical Session can be found [here](#).

## Additional material

**Burman, L. & Phaup, M. (2012).** Tax expenditures, the size and efficiency of government, and implications for budget reform. In *Tax Policy and the Economy*, Vol. 26, pp. 93-124. <https://doi.org/10.1086/665504>

**Granger, H., Steel, I., McNabb, K., Parekh, H., Phillips, D. & Gadenne, L. (2020).** Mobilising revenue: opportunities for lower-income countries during the pandemic. Overseas Development Institute (ODI). [https://odi.org/documents/6161/200513\\_mobilising\\_revenue\\_lics\\_lt2.pdf](https://odi.org/documents/6161/200513_mobilising_revenue_lics_lt2.pdf)

**Otto, J. M. (2017).** The taxation of extractive industries. WIDER Working Paper 2017/75. Helsinki, Finland: UNU-WIDER. <https://www.wider.unu.edu/publication/taxation-extractive-industries>

**Redhead, A. (2018).** Tax incentives in mining: Minimising risks to revenue. Paris: OECD Publishing. <https://www.oecd.org/tax/beps/tax-incentives-in-mining-minimising-risks-to-revenue-oecd-igf.pdf>

<https://www.igfmining.org/tax-incentives-mining/>. This link has the practice note, financial model and the incentives database.

<https://www.iisd.org/itn/en/2021/10/07/the-end-of-tax-incentives-how-will-a-global-minimum-tax-affect-tax-incentives-regimes-in-developing-countries-alexandra-readhead-thomas-lassourd-howard-mann/>

<https://www.iisd.org/articles/global-minimum-tax-deal>

# SESSION 5 – EX-ANTE ASSESSMENT & EX-POST EVALUATION OF TAX EXPENDITURES

## Objective

This session will introduce the approaches and requirements of ex-ante assessments as well as ex-post evaluations of TEs. It will also give an overview of existing experiences with both approaches at an international scale, including topics such as revenue forecasting, requirements for setting up new TEs, indicators against which to evaluate, the challenges of evaluating direct vs. indirect taxes, evaluating tax incentives for investment and on natural resources as well as, not least, the question of evaluation models and methodological approaches and the related data requirements.

## Background

Given the magnitude of TEs, the forecasting, estimation and reporting of the fiscal cost they entail should be a priority for governments worldwide. Such estimates are not only crucial when it comes to transparency and accountability, but also a necessary input to evaluate TE provisions against their effectiveness to reach the stated goals they should serve as well as against the potential side effects and externalities they could trigger. Indeed, comprehensive assessments of TEs are vital to identify those provisions that are value for money and those that need to be reformed or simply dismantled. Ex-ante assessments are equally important in a framework of revenue forecasting and medium-term revenue and expenditure planning, since once TEs are introduced, it is often very difficult to remove them, even when they have proven to be ineffective.

## Speakers

Prerecorded input by Jan Loeprick (IMF), inputs by Flurim Aliu (CEP) and Amina Ebrahim (UNU-WIDER), followed by Q&A.

## Your preparation for Session 5

For this session you should be informed about the state of TE evaluation in your country. To start, are you aware of any cost-benefit evaluations of currently applied TEs in your country? In case there are, who has commissioned and who has conducted those evaluations (for instance, government agencies, independent experts or institutions, international NGOs, international organisations)? What do you consider to be the most relevant challenges regarding TE evaluations?

## Presentations

The presentations of Session 5 can be found [here](#).

## Additional material

**Decision No. 08/2015/CM/UEMOA** establishing the modalities for evaluating tax expenditures in WAEMU Member States

**Kronfol, H., & Steenbergen, V. (2020).** Evaluating the Costs and Benefits of Corporate Tax Incentives. Methodological Approaches and Policy Considerations. Washington, DC: World Bank.  
<http://documents1.worldbank.org/curated/en/180341583476704729/pdf/Evaluating-the-Costs-and-Benefits-of-Corporate-Tax-Incentives-Methodological-Approaches-and-Policy-Considerations.pdf>

**Lastunen, J., Rattenhuber, P., Adu-Ababio, K., Gasior, K., Jara, H. X., Jouste, M., McLennan, D., Nichelatti, E., Oliveira, R., C., Pirttilä, J., Richiardi, M., & Wright, G. (2021).** The mitigating role of tax and benefit rescue packages for poverty and inequality in Africa amid the COVID-19 pandemic. WIDER WP 2021/148. Helsinki: UNU-WIDER. <https://www.wider.unu.edu/publication/mitigating-role-tax-and-benefit-rescue-packages-poverty-and-inequality-africa-amid-covid>

**Redonda, A., & Axelson, C. (2021).** Assessing pension-related tax expenditures in South Africa. WIDER Working Paper 2021/54. Helsinki: UNU-WIDER.  
<https://www.wider.unu.edu/publication/assessing-pension-related-tax-expenditures-south-africa>

**Sung, M. J., Awasthi, R., & Lee, H. C. (2017).** Can tax incentives for electronic payments reduce the shadow economy? Korea's attempt to reduce underreporting in retail businesses. Policy Research Working Paper 7936. Washington, DC: World Bank.  
<https://elibrary.worldbank.org/doi/abs/10.1596/1813-9450-7936>

**United Nations & CIAT (Inter-American Center of Tax Administrations). (2018).** Design and assessment of tax incentives in developing countries. Selected issues and a country experience. New York, NY: United Nations. <https://biblioteca.ciat.org/opac/book/5563>

**UNCTAD (United Nations Conference on Trade and Development). (2019).** World Investment Report 2019. Special Economic Zones. New York: United Nations Publications.  
<https://unctad.org/en/pages/PublicationWebflyer.aspx?publicationid=2460>

**USAID (2013).** Evaluating tax expenditures in Jordan. Jordan Fiscal Reform II Project,  
[https://usaidjordankmportal.com/system/resources/attachments/000/000/449/original/Evaluating\\_Tax\\_Expenditures\\_in\\_Jordan\\_2013.pdf?1456652503](https://usaidjordankmportal.com/system/resources/attachments/000/000/449/original/Evaluating_Tax_Expenditures_in_Jordan_2013.pdf?1456652503)

## SESSION 6 – DRIVING TAX EXPENDITURE REFORM

### Objective

This session will provide a platform for the exchange of experiences with driving TE reform in the region.

### Background

TE estimation, reporting and evaluation are key to drive evidence-based reform of TE systems. Indeed, rationalising inefficient and obsolete TEs can be highly beneficial for developing economies and could have a significant impact on countries' capacity to mobilise domestic resources and finance governments' development strategies. It can also contribute significantly to aligning tax systems with the sustainability and inclusive growth agenda of governments.

### Speakers

Input by Christian Hallum, Panel with Viola Tarus (IGF), Mustapha Ndajiwo (ACTGA), Babatunde Oladapo (WATAF), Hon. Gerard Gbenonchi (MP Benin) and Hon. Yves Kafando (MP Burkina Faso).

### Your preparation for Session 6

For this session you should have an overview of TE reforms in your country. In case such reforms have recently been implemented, which sectors or taxes have been affected? Has there been a major overhaul of the TE regime lately? What were the key outcomes – change or dismantling of existing TEs, or perhaps the introduction of new TEs? Who are the major drivers of TE reforms?

### Presentations

The presentation of Session 6 can be found [here](#).

## Additional material

- Coelho, M. D. (2021).** Brazil: Tax Expenditure Rationalization Within Broader Tax Reform. IMF Working Paper No. 2021/240. <https://www.imf.org/en/Publications/WP/Issues/2021/09/24/Brazil-Tax-Expenditure-Rationalization-Within-Broader-Tax-Reform-466179>
- Dressler, L. Gupta, S., Redonda, A. & de Renzio, P. (2022).** Is It Time to Rationalize Tax Expenditures?. CEP Blog, Council on Economic Policies. <https://www.cepweb.org/is-it-time-to-rationalize-tax-expenditures/>
- Marr, C. Huang, C. C. & Friedman, J. (2013).** Tax Expenditure Reform: An Essential Ingredient of Needed Deficit Reduction. Center on Budget and Policy Priorities. <https://www.cbpp.org/research/tax-expenditure-reform-an-essential-ingredient-of-needed-deficit-reduction>
- OECD (Organization for Economic Co-operation and Development). (2021).** Taxing Energy Use for Sustainable Development: Opportunities for energy tax and subsidy reform in selected developing and emerging economies. Paris: OECD Publishing. <https://www.oecd.org/tax/tax-policy/taxing-energy-use-for-sustainable-development.htm>
- Tyson, J. (2014).** Reforming tax expenditures in Italy: What, why, and how?, IMF Working Paper 14/7, International Monetary Fund. <https://www.imf.org/en/Publications/WP/Issues/2016/12/31/Reforming-Tax-Expenditures-in-Italy-What-Why-and-How-41261>

## SPEAKERS

### IDOS and CEP Team



**Agustin Redonda** is a Senior Fellow with the Council on Economic Policies (CEP), where he focuses on fiscal policy and has been co-leading the Global Tax Expenditures Database (GTED) project. Prior to joining CEP, he was a research and teaching assistant with the Economics Department (IdEP) of the University of Lugano. He has also worked with the Organisation for Economic Co-operation and Development (OECD), as well as for the National Plan to Reduce Informal Activity (PNRT) at the Ministry of Labour, Employment and Social Security (MTSS) in Argentina. Agustin holds a PhD in Economics from the University of Lugano (USI).



**Christian von Haldenwang** is a Senior Researcher and project lead with the German Institute of Development and Sustainability (IDOS), formerly German Development Institute (DIE), where he works on taxation, decentralisation & urban governance, digitalisation, and legitimacy. He is the co-lead of the Global Tax Expenditures Database (GTED) project and the Institute's Regional Coordinator for Latin America. From 2003 to 2007 he was GTZ programme coordinator at UN-ECLAC in Santiago de Chile. Christian holds an M.A. in Political Science and Philosophy and a PhD in Political Science from the University of Tübingen (Germany).



**Flurim Aliu** is a Research Fellow with CEP where he focuses on fiscal policy. He is co-leading the Global Tax Expenditures Database (GTED) project, a joint initiative between CEP and IDOS. Prior to joining CEP, Flurim worked at the World Bank, where he contributed to policy research at the Infrastructure Chief Economist's office and the Infrastructure Vice President's office. He also held other research positions at private firms and research institutes in the US and Germany. Flurim holds an MA in International Commerce from Seoul National University in Korea and a BA in Political Science from Georgia Gwinnett College in the United States.

## Invited Speakers & Moderators



**Tais Chartouni Rodrigues** is an Advisor to the International Tax Compact (ITC), which facilitates the secretariat of the Addis Tax Initiative (ATI). At ITC, Tais deals with issues of domestic resource mobilisation, taxation, and development policies. Previously, she worked as a lawyer and researcher in the fields of economic law, international taxation, antitrust, and development financing. Tais holds a Master's degree in International Development from Sciences Po Paris (France), a Bachelor's in law and a BA in social sciences from the University of São Paulo (Brazil).



**Amina Ebrahim** is a Research Fellow at UNU-WIDER based in Helsinki, where she is a core researcher in the Domestic Revenue Mobilisation programme. She previously worked on UNU-WIDER's Southern Africa – Towards Inclusive Economic Development (SA-TIED) in Pretoria, South Africa. Her research interests include labour and public economics, focusing on employment, tax, and social policies. She works on making large administrative tax data available for research and collaborates with African revenue authorities.



**Christian Hallum** co-leads Oxfam's work on tax justice. Christian has worked with civil society groups across Africa, in Belgium and in his home country, Denmark, to promote tax justice. He has also worked for the Danish tax administration as a compliance analyst. Christian's areas of expertise include global corporate taxation, the taxation of extractive industries, progressive domestic revenue mobilisation and responsible taxation of the private sector



**Jan Loeprick** is a Senior Economist with the International Monetary Fund (IMF). Prior to that he worked for the World Bank and in the international tax department at the Austrian Ministry of Finance. He has taught as a lecturer at Dresden University. Jan holds a PhD in economics from the Vienna University of Business and Economics.



**Ezera Madzivanyika** is the Manager of Research & Statistics at the African Tax Administration Forum (ATAF). He is a certified TADAT Assessor. Prior to joining ATAF he worked for the Zimbabwe Revenue Authority for 20 years in various roles. He holds a PhD Degree in Economics, MSc Degree in Economics, BSc Honours Degree in Economics, and Master of Philosophy Degree in Taxation. At ATAF, Ezera undertakes and supervises various tax research projects in the areas of environment, informal sector, extractives, management of tax arrears, tax administration efficiency, and management of tax expenditures.

## Invited Speakers & Moderators



**Mwana Frankie Mbuyamba** is a Senior Specialist - ATO, Applied Research and Data with the African Tax Administration Forum (ATAF). He joined ATAF in April 2013. Among other activities, Frankie supervised the “African regional studies on tax reform priorities” and he leads the ATAF flagship publication “African Tax Outlook” since 2016. Frankie holds a BSc Honours in Applied Economics from the University of Lubumbashi (DRC). He also completed a BCom honours in Economics and MCom in Economics from the University of Johannesburg.



**Kyle McNabb** is a Research Associate for the Development and Public Finance programme and a Tax Policy Advisor for the TAXDEV programme at ODI. Based full time in Kampala, he works with Uganda’s Ministry of Finance, Planning and Economic Development and Uganda Revenue Authority on research and analysis into tax policy, including tax expenditure reporting. Prior to joining ODI, he was a research fellow at UNU-WIDER in Helsinki where he was responsible for the UNU-WIDER Government Revenue Dataset project.



**Mustapha Ndajiwo** is the founder and Executive Director of the African Centre for Tax and Governance (ACTGA). He is a tax policy and administration expert with over a decade experience in tax administration and tax policy. Mustapha advises African governments on public finance, tax policy and administration. He has consulted for the UN FACTI Panel, the Tax Justice Network, the GIZ, ICTD and others. Among other activities, Mustapha is a member of the expert group of the UN office of the Special Adviser on Africa and an editorial board member of the Journal for Financing Africa.



**Wapinu Ndule** is the Institutional Development and Corporate Affairs Manager at the WATAF Secretariat. She liaises with International Development partners for WATAF and as Relationship Manager. She also carries out performance management activities for the WATAF Secretariat among other things. Prior to joining WATAF, she was with the Nigeria Federal Inland Revenue Service (FIRS) as a Human Resource Specialist and Business Analyst for over 12 years. Wapinu holds a Degree in Communications, Master in Public Administration and is also a certified personnel manager.



**Babatunde Oladapo** is the pioneer Executive Secretary of the West African Tax Administration Forum (WATAF), where he oversees the day- to-day administration of the Forum’s secretariat operations. Under his watch, the WATAF has grown into a body whose voice is listened to at international fora on matters relating to tax administration in West Africa. Babatunde is a chartered tax practitioner, with over 20 years’ experience as a tax administrator at the Nigeria Federal Inland Revenue Service (FIRS).

## Invited Speakers & Moderators



**Michelle Ordóñez** is an Advisor to the International Tax Compact (ITC), which facilitates the Addis Tax Initiative (ATI) Secretariat. She has been involved in topics related to equity, digitalisation and other tax and revenue matters. Previously, she has worked on the area of public finance, international taxation and fiscal policy, in the context of development. She collaborated as a fiscal specialist in a research center attached to the Ecuadorian Tax Administration (SRI). Michelle holds an M.Sc. in International Economics and Economic Policy from Goethe University in Frankfurt



**Darlingston Y. Talery** is the Commissioner for Taxes at the Liberia Revenue Authority since 2014. He has overseen the growth and modernisation of tax administration in Liberia. Darlingston has an LL.M degree (Distinction) Petroleum Taxation and Finance, University of Dundee, UK; MBA in Finance, University of Liberia; and a BSc. in Economics (Honor) also from the University of Liberia. In August 2019, he obtained an Advanced Diploma in International Taxation from the Chartered Institute of Taxation, UK and in April 2022, an Advanced Professional Certificate in International Taxation from IBFD.



**Jules Tapsoba** is an economist and tax expert, and Technical Assistant to the Economic Community of West African States (ECOWAS) in Abuja, Nigeria. Jules is a senior executive in the Burkina Faso Tax Administration. He was Special Advisor to the Prime Minister on Public Finance issues. He is a member of the IMF experts panel, trainer and accredited TADAT evaluator, as well as a public finance consultant for the European Union, UNICEF, AFD and USAID. Jules is a temporary teacher at CERDI-Clermont School of Economics (France).



**Viola Tarus** is a Policy Advisor, Tax and Extractives with the International Institute for Sustainable Development (IISD), working on the Intergovernmental Forum on Mining, Minerals, Metals and Sustainable Development (IGF) Secretariat's project to address tax base erosion and profit shifting (BEPS) in mining. Prior to joining IISD, Viola held positions with Oxfam and the National Oil Corporation of Kenya. She holds a Master's degree in Energy Studies, specialising in oil and gas economics, from the University of Dundee (Scotland), and earned a Bachelor of Economics and Statistics from the University of Nairobi. Viola is based in Nairobi, Kenya.

## LIST OF PARTICIPANTS

No.	Name	Country	Institution
1.	Alban Alladaye	Benin	Benin Tax Office
2.	Hon. Bida Youssoufou Abduramani	Benin	ECOWAS Parliament
3.	Hon. Gérard Gbenonchi	Benin	National Assembly
4.	Jean Toboula	Benin	Finances and Economy Ministry
5.	Hon. Yves Kafando	Burkina Faso	National Assembly
6.	Winnémi Ouedraogo	Burkina Faso	Ministère de l'Economie des Finances et de la Prospective
7.	Yaya Sourabie	Burkina Faso	Ministère de l'Economie, des Finances et de la Prospective
8.	Faycal Abdoulaye	Cameroon	Direction Générale des Impôts
9.	Hon. Fongouck Julius Fonge	Cameroon	National Assembly
10.	Hon. Nelson do Rosario de Brito	Cape Verde	ECOWAS Parliament
11.	Hon. Konan Rene Koumoin	Cote d'Ivoire	ECOWAS Parliament
12.	Charles Addae	Ghana	Ghana Revenue Authority
13.	Emmanuel Mensah	Ghana	Ministry of Finance
14.	Hon. Kwasi Ameyaw-Cheremeh	Ghana	ECOWAS Parliament
15.	Hon. Hamidou Camara	Guinea	Conseil National de la Transition (Parlement)
16.	Hon. Seidi Califa	Guinea-Bissau	ECOWAS Parliament
17.	Everlyn Muendo	Kenya	Tax Justice Network Africa
18.	Hon. Clarence Kortu Massaquoi	Liberia	ECOWAS Parliament
19.	Robert Quaye Dwuye Jr.	Liberia	Government of Liberia
20.	Sayweh Tunny Cooper	Liberia	Liberia Revenue Authority
21.	Cisse Kouate Sylla	Mali	Direction Générale des Impôts
22.	Aboubakrine Kane	Mauritania	Direction Générale des Impôts
23.	Aboubacar Yahaya	Niger	Direction Générale des Impôts
24.	Hon. Amadou Djibo Ali	Niger	ECOWAS Parliament
25.	Ibrahim Mahaman Balarabe	Niger	Direction Général des Impôts
26.	Moussa Koche	Niger	Ministère des Finances
27.	Adesina Sotuminu	Nigeria	ECOWAS Parliament
28.	Basheer Abdulkadir	Nigeria	Ministry of Finance
29.	Chika Okoh	Nigeria	International Budget Partnership

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30.	Chinedu Bassey	Nigeria	Nigeria Tax Justice and Governance Platform
31.	Frank O. Obaro	Nigeria	Federal Inland Revenue Service
32.	Hon. Abdullahi Salame Balarabe	Nigeria	ECOWAS Parliament
33.	John Oyekuodi Ikata	Nigeria	Federal Inland Revenue Service
34.	Mustapha Akaje	Nigeria	Federal Inland Revenue Service
35.	Prince Ogba	Nigeria	Budget Office of the Federation
36.	Shehu U. Shehu	Nigeria	Federal Ministry of Finance
37.	Silas H. Versila	Nigeria	Budget Office of the Federation
38.	Timothy O. Usman	Nigeria	Federal Inland Revenue Service
39.	Uwani Yilme	Nigeria	Federal Inland Revenue Service
40.	Yusuf M. Kakshak	Nigeria	ECOWAS Parliament
41.	Abidoun Adeboye	Nigeria	WATAF
42.	Abdoulaye Faye	Senegal	Direction Générale des Impôts et des Domaines
43.	Amadou Abdoulaye Badiane	Senegal	Direction Générale des Impôts et des Domaines
44.	Hon. Souleymane Ndoye	Senegal	ECOWAS Parliament
45.	Hon. Ajibola E. Manly-Spain	Sierra Leone	ECOWAS Parliament
46.	Sheku Kamara	Sierra Leone	National Revenue Authority
47.	Amie Kolleh Jeng	The Gambia	Ministry of Finance and Economic Affairs
48.	Hon. Fatou Cham	The Gambia	National Assembly
49.	Hon. Kebba K. Barrow	The Gambia	ECOWAS Parliament
50.	Samba Sallah	The Gambia	Gambia Revenue Authority
51.	Hon. Senanu Koku Alipui	Togo	ECOWAS Parliament
52.	Koffi Delalom Ahiakpor	Togo	Ministry of Finance