

# CAPACITY DEVELOPMENT

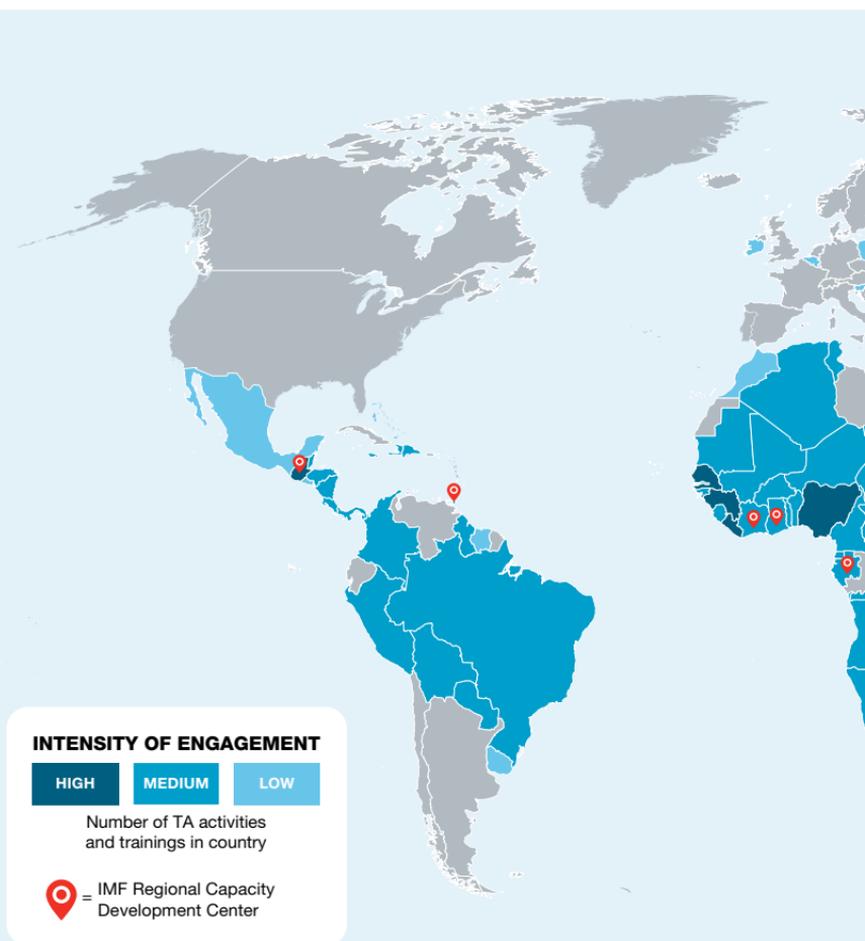


**FISCAL AFFAIRS**

# THE FISCAL AFFAIRS DEPARTMENT

## Thought-Leadership and Tailored Capacity Development

The Fiscal Affairs Department (FAD) has been the world-leading source of fiscal expertise for over 50 years. We research and analyze fiscal developments with a global perspective; provide policy advice to International Monetary Fund (IMF) member countries; and engage in timely, practical, and tailored capacity development (CD) to countries seeking to modernize their fiscal policies and institutions. The Fund's CD is built on technical assistance and training focused on strengthening local capacity.

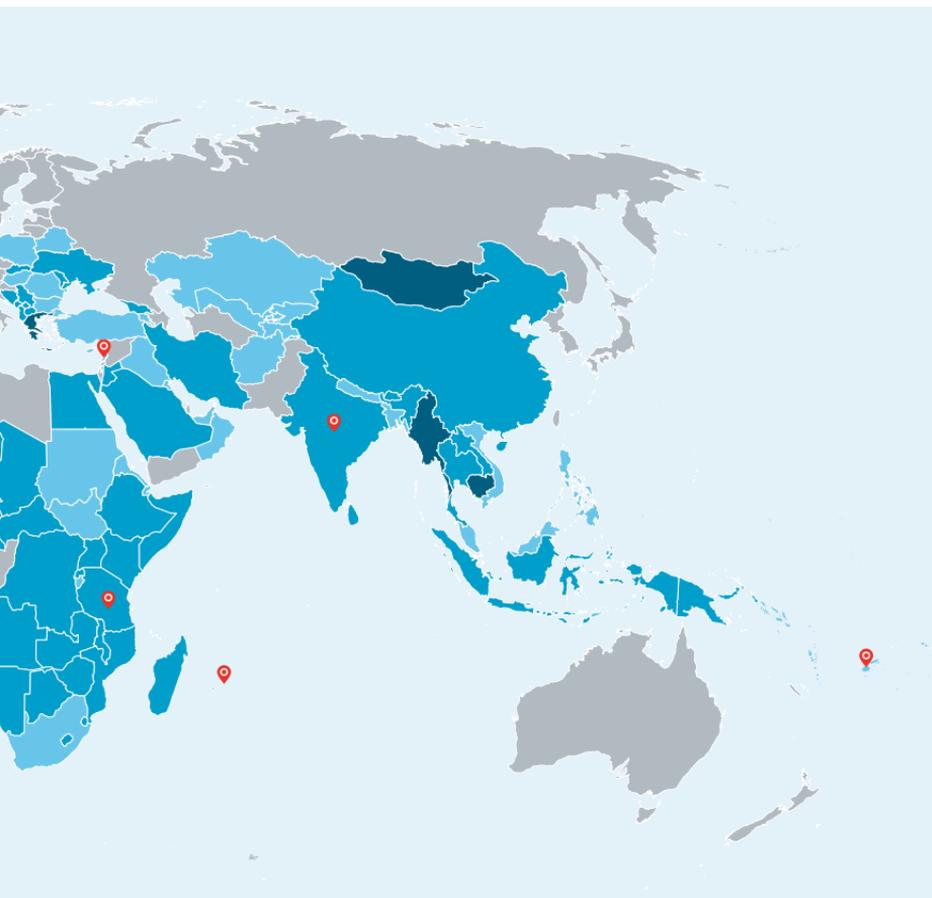


## GLOBAL COVERAGE

**Capacity development is at the core of FAD's work.** Over the last year, we provided technical advice and training to over 120 countries, covering all regions and income levels.

### Integration with Our Other Core Institutional Mandates

The IMF has a universal membership and an institutional mandate to conduct both surveillance and lending. This gives us a unique capacity to define CD priorities based on a **deep understanding of the broader macroeconomic and development needs of countries.** Our surveillance mandate also allows us to reinforce and monitor our technical advice on a continuous and sustained basis.



## HOW WE WORK: LEVERAGING UNIQUE EXPERTISE AND A HOLISTIC APPROACH TO DELIVER LASTING RESULTS

Our capacity development and training covers the full range of fiscal issues. We assist countries to improve their domestic resource mobilization by making **tax policy** more efficient and fair, and by strengthening **revenue administration** so that collection is effective and sustainable. We work with ministries of finance on their **expenditure policy** and **public financial management** so that cost-effective and high-quality public services are delivered using transparent and efficient budgetary systems. We also provide assistance to countries on macro-fiscal policies, such as establishing fiscal rules, debt management, and managing natural resource wealth.

### Building Capacity

FAD helps governments **build human and institutional capacity**, leading to better economic outcomes. The large majority of our assistance is provided to low and middle-income countries, where strong fiscal policies are needed to contribute to macroeconomic stability and healthy growth, including by ensuring that governments have the resources needed to finance necessary social programs and public infrastructure.

### Strong Conceptual Framework

FAD has developed a **suite of standardized assessment tools** to strengthen the conceptual and analytical basis of its work. These tools allow for an objective identification of priorities for reform and capacity development. They also provide measurable indicators to monitor and evaluate progress. These tools cover a wide range of topics, including revenue administration, fiscal transparency, public-private partnerships, fiscal analysis of resource industries, and public investment management.

## FAD's Assessment Tools

Diagnostic tools provide an important foundation for capacity development and help authorities to prioritize and benchmark reforms.

**Revenue Administration Fiscal Information Tool (RA-FIT)** gathers and analyzes information on tax and customs administrations to establish indicators for assessing revenue administration performance.

**Tax Administration Diagnostic Assessment Tool (TADAT)** helps governments gauge the performance of their tax administrations and identify priorities for reform.

**Revenue Administration Gap Analysis Program (RA-GAP)** assists countries estimate and understand the causes of their tax compliance gaps.

**Fiscal Transparency Evaluations (FTEs)** assess the comprehensiveness, timeliness, and quality of a country's fiscal transparency practices, with a focus on fiscal risks.

**Public-Private Partnership Fiscal Risk Assessment Model (P-FRAM)** assesses potential fiscal costs and risks arising from Public-Private Partnerships.

**Fiscal Analysis of Resource Industries (FARI)** is a modeling tool for evaluating, comparing, and designing fiscal regimes for extractive industries.

**Public Investment Management Assessment (PIMA)** evaluates a country's institutional arrangements for planning, allocating, and implementing public investment projects.

## Responsive

**Our CD is often directed towards countries facing economic crises.** In such cases we can respond quickly, sending specialized teams to the field, and our recommendations can provide input to the design of IMF-supported lending programs. In other countries, **our close coordination with IMF surveillance and policy work** ensures our efforts are in line with country priorities and focus on issues critical for strong, inclusive, and stable growth.

## From Design to Implementation

Leveraging our expertise and assessment tools, CD is delivered both by our headquarters-based staff and our **network of highly qualified and experienced experts.**

- Our headquarters-based staff undertake around 270 missions to member countries each year, which typically involve diagnostic reviews and provide the basis for the design of comprehensive and prioritized reform strategies.
- Assistance with reform implementation includes roughly 450 follow-up visits by experts each year, and the support of over 30 resident advisors stationed in member countries.
- Reform implementation is also supported through a network of 11 Regional Capacity Development Centers (RCDC), with 40 advisors covering about 114 countries. RCDCs also deliver about 550 short-term expert visits each year.

## Results Oriented

**The impact of FAD CD is assured through effective results-based management.** We regularly distill lessons from country cases, including through independent evaluations, which then refine the technical bases for our policy advice. This is supported by a strong internal review process, which ensures that our CD is up-to-date and consistent. And in collaboration with our external donor partners, new Fund-wide systems are being established to enhance the definition of CD objectives and the monitoring of outcomes.

## A Valued Advisor

An October 2015 report from AidData—drawing upon the experiences and observations of nearly 6,750 policymakers and practitioners in 126 countries—ranked the IMF as one of the top three organizations “seen as being the **most helpful development partners in reform implementation.**”

### Strategic Priority: Helping Meet the SDGs



#### Supported by:

Cutting edge research and analytical work

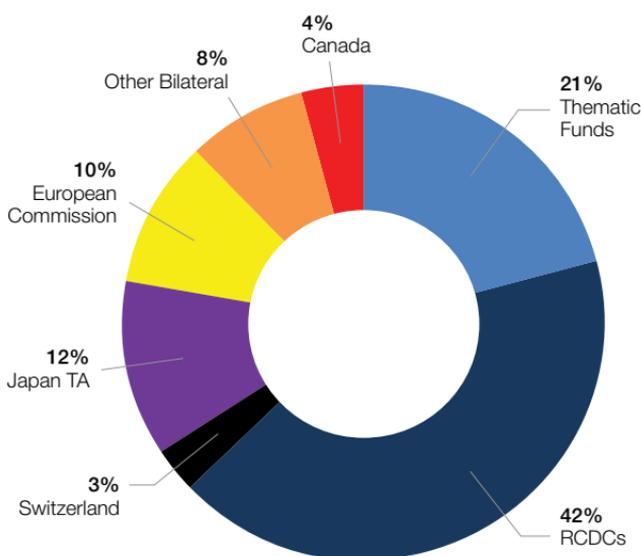
Focus on measurable results and impacts

Emphasis on training to ensure sustainability

## GLOBAL PARTNERSHIPS: WORKING WITH OTHERS IN SUPPORT OF CAPACITY DEVELOPMENT

The reach of our CD work has grown thanks to strong partnerships with our donors. The establishment of the Sustainable Development Goals and donors' commitment to supporting progress, in particular in the area of domestic resource mobilization, has formed the bedrock for donors' financial support to FAD's activities in the coming years. This support is generally provided through multi-year programs that allow FAD to deliver comprehensive institution and capacity building. These programs can be implemented through single-donor support for reform programs, FAD's multi-donor thematic funds, or the IMF's network of RCDCs. These activities are closely coordinated to maximize synergies and to ensure an effective transfer of lessons learned between countries facing similar issues.

### External Financing, Fiscal Years 2016–2018



## FAD'S THEMATIC FUNDS

FAD has established three multi-donor thematic funds covering tax policy and administration, the management of natural resource wealth, and the Tax Administration Diagnostic Assessment Tool.

The **Revenue Mobilization Thematic Fund (RMTF)** was launched in 2011 (under the name Tax Policy and Administration) to help low-income and lower middle-income countries establish well designed and administered tax systems that generate sustainable revenue to pay for essential public services. Sound tax policy and administration also helps foster an environment where small- and medium-sized businesses can flourish. By raising the tax-to-GDP ratio and supporting sustainable economic growth, the thematic fund aims to help countries reduce dependency on foreign aid. The thematic fund receives financial support from ACP-EU Partnership, Australia, Belgium, Denmark, the European Commission, Germany, Japan, the Republic of Korea, Luxembourg, the Netherlands, Norway, Sweden, and Switzerland.

The **Managing Natural Resource Wealth (MNRW)** Thematic Fund was established in 2011 to help countries strengthen their capacities to derive benefits from extractive resources to boost economic development and alleviate poverty. It supports research and capacity development. Best practices and lessons learnt are disseminated through conferences and workshops. The thematic fund receives financial support from Australia, the European Commission, the Netherlands, Norway, and Switzerland.

The **Tax Administration Diagnostic Assessment Tool (TADAT)** Thematic Fund was established in 2014 to support the implementation of the Tax Administration Diagnostic Assessment Tool. It finances the TADAT Secretariat, training of assessors, and implementation of the tool. Its financial support is provided by the European Commission, Germany, Japan, the Netherlands, Norway, Switzerland, the UK, and the World Bank.

## REVENUE MOBILIZATION

**Fair, efficient, and sustainable revenue mobilization is crucial for sound public finances, inclusive economic growth, and achieving sustainable development goals.** Revenue mobilization efforts can be more effective with the formulation and implementation of medium-term revenue strategies (MTRS), which set out a high-level road map for the tax system reform—covering policy, administration, and legal frameworks—over a four-to-six-year period. An MTRS approach to tax system reform is a government-led and country-owned effort. With a steady and sustained implementation by country authorities, an MTRS can achieve the revenue needed for critical spending measures to secure economic and social development. FAD is well-positioned to support IMF member countries in formulating and implementing MTRSs, given its recognized tax expertise and its collaborative work with IMF Legal and Area Departments, and other development partners.

Our support in tax policy, revenue administration and legislation is closely coordinated, and pays particular attention to country-specific circumstances and capacities. Our analytical and data-driven approach helps identify key areas for improvement by using diagnostic tools such as the Tax Administration Diagnostic Assessment Tool (TADAT), the Revenue Administration Fiscal Information Tool (RA-FIT), the Revenue Administration Gap Analysis Program (RA-GAP), the Fiscal Analysis of Resource Industries (FARI) framework, and the WoRLD tax revenue database.

To support our country work, we also undertake applied research on specific topics, such as the impact of taxation on investment, international tax spillovers, environmental taxation, the administration of high net wealth individuals, the impact of digitalization on tax design and tax and customs administration, the design and administration of fiscal regimes for the extractive industries, etc.

Our CD in tax policy focuses on:

- **Increasing effectiveness of value added taxes.** In many countries, we work to assist with VAT implementation, including in balancing revenue and fairness objectives.
- **Ensuring the efficiency and equity of income taxes.** We assist with securing revenues without discouraging investment on the corporate side, and with facilitating the pivotal role of personal income taxes in the fairness of the overall revenue system.
- **Working with countries on the international aspects of corporate taxation.** A key focus of our work is to support developing countries in setting up mechanisms to avoid an erosion of their tax base by cross-border profit shifting.
- **Effective use of property taxes.** These can be an efficient and equitable source of revenue especially among developing countries but are relatively underutilized.
- **Fair and effective taxation of financial instruments and institutions.** This is an essential component of a strategy for a stable and growth-supporting capital market.
- **Effective fiscal regimes governing extractive industries.** FAD has been a thought-leader in this area and a major CD provider to resource-rich developing countries.
- **Properly designed environmental taxes.** FAD is at the forefront of analysis and advice in helping countries address the externalities caused by underpricing of carbon emissions and energy usage.
- **Improved tax policy frameworks.** We support countries to improve the quality of tax policy making through promoting Tax Expenditure Assessment, and training in forecasting, modelling and impact assessment.
- **Building revenue data for effective cross-country analysis and advice.** In this context, FAD publishes the WoRLD tax revenue dataset, covering 186 countries.

## ISORA

### Comparative Data on Tax Administration from the International Survey on Revenue Administration

**Challenge:** Consistent, comparative data on tax administration are needed to develop the capacity of revenue administrations, enable country authorities to benchmark their practices and performance, and prioritize reforms. As tax administration institutions vary widely in form, roles and scale, a survey of tax administrations needs to allow for these variations and support reasonable cross-country comparisons.

**Approach:** The IMF, through FAD, has partnered with the Inter-American Center of Tax Administrations (CIAT), the Intra-European Organisation of Tax Administrations (IOTA), and the Organization for Economic Cooperation and Development (OECD) to develop a survey using agreed questions and definitions, based on the experience gained from conducting previously separate surveys. The use of an online data capture platform facilitates the application of consistency and completion checks as well as other validations to data entered by participating administrations. Data collected through ISORA is made available through a portal (<http://data.rafit.org>).

**Results:** Data collected in ISORA 2016 covers 135 countries, making it the largest country data set on tax administration issues available internationally.

Key results from ISORA 2016 are highlighted in FAD's *Understanding Revenue Administration* series and include the following:

- Half the administrations surveyed self-identified as semi-autonomous bodies, although only a quarter of tax administrations in small states did so. Eighty percent of co-managed customs and tax administrations operate as semi-autonomous bodies.
- Over 90 percent of tax administrations prepare a strategic plan, business plans and an annual report, but only two-thirds publish their annual report, and even fewer publish their plans.
- VAT fraud is a high priority focus area for 70 percent of tax administrations. Preferential tax regimes and incentives are a high priority for 57 percent of tax administrations in lower income countries, while the administrations in higher income countries are most likely (and more likely than peers in lower income countries) to focus on the underground or cash economy, aggressive domestic tax avoidance schemes and BEPS.
- ISORA 2018 data covering around 150 countries (2016 and 2017 fiscal years) will be released mid-2019.

Our CD in revenue administration focuses on:

- **Enhancing revenue administration management and governance arrangements.** We provide tailored advice to strengthen strategic planning, reform management, and the underlying foundations for revenue administration—legal frameworks, organizational structures, management methods, performance measurement systems, and human resource and information technology strategies.
- **Improving administration of taxes.** This includes administration of taxes such as value-added taxes, customs duties, excises, income taxes, and social security contributions. We also provide CD to strengthen countries' capacity to administer fiscal revenues from the extractive industries, a significant source of income for natural resource-rich countries.
- **Strengthening taxpayer compliance management, including revenue administration functions and taxpayer segmentations.** This includes tax gap and compliance risk analysis, as well as strengthening core operational processes—in the areas of registration, returns and payment processing, taxpayer services and trade facilitation, compliance risk management, audit and inspection, investigations, border control, collection enforcement, and dispute resolution—and implementing digital innovations to improve the effectiveness of revenue administration. We provide advice on compliance strategies for different taxpayer segments—including through setting up specialized administrative units, simplified tax regimes, and strategies targeted to the large, medium, and small taxpayers.

## MTRS DEVELOPMENTS IN ASIA PACIFIC

**Challenge:** Many countries are aiming to intensify their revenue mobilization efforts, notably around tax system reforms. To focus these efforts, countries need a clearer picture of their likely revenues over the medium-term to finance their spending needs, including the Sustainable Development Goals (SDGs), and secure macroeconomic sustainability. While many countries undertake tax reform programs, these are frequently piecemeal and poorly sequenced and thus fail to achieve the desired outcomes.

**Approach:** In 2016, the Platform for Collaboration on Tax launched the Medium-Term Revenue Strategy (MTRS) concept. The MTRS framework is distinguished from other approaches to tax reform by aligning four inter-dependent components: (1) revenue and other goals based on medium-term expenditure needs, including meeting the SDGs; (2) comprehensive tax system reforms (across tax policy, revenue administration, and the legal framework) to achieve those goals; (3) sustained political commitment from formulation to implementation, across the whole-of-government and other key stakeholders; and (4) coordinated capacity development support. Many countries have some MTRS components already in place, and FAD from our Tax Policy and Revenue Administration Divisions, supported by the IMF's Legal Department, helps ensure all four components align to anchor the revenue reforms firmly into a country's overall medium-term fiscal framework, enabling a guided and sustained tax reform effort.

**Results:** Countries in the Asia Pacific region are at the forefront of the adoption of the MTRS framework:

- Papua New Guinea (PNG) launched its MTRS in November 2017. With FAD support, implementation is now underway and is helping finance PNG's long-term development goals under the Medium-Term Development Plan 2, PNG Development Strategic Plan (2010–2030), Vision 2050, and Medium Term Fiscal Strategy 2018–22.
- Lao PDR is developing its MTRS with ongoing FAD and Legal Department assistance to support the government's fiscal stability objectives articulated in the Public Finance Development Strategy to 2025 and the 9th National Socio-Economic Development Plan 2025.
- Indonesia and Thailand are planning to formulate their own MTRSs based on FAD advice to support their economic, social, and development agendas.
- Myanmar is in dialogue with FAD about the potential of formulating an MTRS to build on the current tax system reforms already underway.

## PUBLIC FINANCIAL MANAGEMENT

**Strong public financial management (PFM) is essential for the sustainability of public finances, allocation of resources for effective delivery of public policies, and ensuring fiscal transparency and fighting against corruption.** Our support in this area focuses on:

- **Comprehensive assessments of PFM systems.** FAD analyzes the effectiveness, efficiency and transparency of PFM systems using a suite of standardized assessment tools such as Fiscal Transparency Evaluations (FTE), Public Investment Management Assessments (PIMA), and Public Expenditure Financial Accountability (PEFA).
- **Improving core PFM systems.** FAD advises on strengthening fiscal frameworks, budget preparation, and treasury management to enhance the role of the budget as the central instrument for allocation of public resources. FAD also has expertise in budget execution and expenditure controls, accounting and fiscal reporting, financial management information systems, and internal control and audit.
- **Supporting advanced reforms.** FAD supports the adoption of advanced PFM practices, such as medium-term fiscal and budget frameworks, fiscal rules, fiscal councils, performance-based budgeting, accrual accounting, fiscal risk management, efficient public investment, spending reviews, and balance sheet analysis.
- **Strengthening PFM legal frameworks.** FAD (with the IMF's Legal Department) analyzes legal frameworks and advises on the legal changes required to support PFM reforms. This includes preparation of legislation, such as the budget system laws and fiscal responsibility law.
- **Restructuring of central finance agencies.** FAD advises on strengthening the organization of ministries of finance, state treasuries, debt and cash management offices, and independent fiscal institutions, such as fiscal councils.
- **Innovative capacity development.** FAD organizes a suite of PFM workshops, training events and on-line courses to help build capacity in member countries. It also publishes hands-on guidance materials.

## STRENGTHENING INFRASTRUCTURE GOVERNANCE

### The Public Investment Management Assessment (PIMA)

High-quality infrastructure is essential for sustainable and equitable economic growth. To achieve this, more quality infrastructure spending is needed in almost all countries. But spending better is just as important as spending more. IMF analysis has shown that, on average, countries lose about 30 percent of the potential returns to their infrastructure investments due to inefficiencies in the public investment process. Strengthening infrastructure governance institutions can provide more predictable, credible, efficient, and productive public investment and lower perceived levels of rent-seeking and corruption. On average, stronger institutions could close around two-thirds of the efficiency gap.

The IMF's Public Investment Management Assessment (PIMA) tool serves as an overarching framework for assessing infrastructure governance in our member countries. It examines the strength of fifteen infrastructure governance institutions across the three key stages of public investment—planning, allocation and implementation—to help countries identify priorities for reform. Each assessment includes an evaluation of strengths and weaknesses of both the institutional design and its effectiveness, comparisons with peer countries, and a detailed action plan focusing on practical steps to strengthen the efficiency of public investment.

The IMF has completed PIMAs in more than 50 countries. These assessments have shown that institutions for planning are stronger than institutions for allocation and implementation of public investment. Weaknesses are common in the appraisal, selection and management of projects, as well as in monitoring of infrastructure assets. Many countries have begun to implement recommendations identified in PIMAs. In several cases, the PIMA has also been a catalyst for donor support and helped improve coordination among providers of capacity development support.

## EXPENDITURE POLICY

FAD provides capacity development to member countries on a broad range of expenditure topics. The focus is on ensuring that public spending levels are fiscally sustainable and enhancing spending efficiency and fairness. Public spending is evaluated through a range of benchmarking tools comparing expenditure levels, spending composition, and spending efficiency with country peers, as well as with established good practices. Over the past five years, FAD has delivered country CD missions and training on numerous expenditure topics, including:

- Broad-based **expenditure rationalization** reforms across all economic and functional classifications aimed at identifying both short-term and medium-term expenditure savings as well as enhancing expenditure efficiency.
- **Reforms of public pension systems** to restore their financial sustainability while protecting their underlying equity and poverty alleviation objectives.
- **Energy subsidy reforms** focused on sustainably reducing the fiscal cost of subsidies, designing automatic pricing mechanisms to protect fiscal gains over the medium term, and identifying mitigating social measures to protect the poor.
- **Projection of public health and pension spending** over the medium term to facilitate their integration into medium-term budget frameworks.
- Enhancing the **efficiency of public investment** spending, including through appropriate accounting for the fiscal risks associated with public-private partnerships (PPPs).
- Government wage bill management, including compensation and employment measures consistent with efficient service delivery and fiscal sustainability.

**Expenditure policy CD is supported by a range of analytical products**, including books on the reform of public pensions and health care reforms, inequality and fiscal policy, and energy subsidy reform. Other complementary activities include capacity-building workshops and online training courses.

## CARIBBEAN REGION

### Management of Public-Private Partnerships (PPPs)

**Challenge:** Caribbean countries plan to use PPPs to improve both access and quality of infrastructure. But implementing PPPs create fiscal costs and risks to the government. Against this background, FAD built capacity in member countries of the Caribbean Regional Technical Assistance Center (CARTAC) to implement transformative infrastructure projects while better managing the fiscal impact of PPPs.

**Approach:** This project, financed by Canada, was designed to ensure that our capacity building efforts have a long-lasting impact in the region. It involved three workshops over three consecutive years that provided hands-on training using the PPP Fiscal Risk Assessment Model (PFRAM). PFRAM is a joint IMF-World Bank tool designed for staff in ministries of finance to assess fiscal costs and risks arising from PPPs. FAD staff also created a regional survey on PPP management framework and practices. All key stakeholders involved in capacity building in the region, including the Caribbean Development Bank and the World Bank, actively participated to ensure capacity development consistency and sustainability.

#### Results:

- **Peer learning.** Participants built on knowledge acquired during consecutive workshops and shared their experiences which encouraged peer learning.
- **PFRAM application.** Participants from Barbados and Jamaica applied PFRAM to PPP country-specific projects to quantify fiscal costs and identify risks and presented the results to their peers.
- **Regional survey.** FAD staff designed a regional survey on PPP management frameworks and practices, the results of which were discussed during the final seminar to identify solutions for institutional improvements.
- **Departmental paper.** A FAD departmental paper will be published presenting key findings and recommendations on how to improve the fiscal management of PPPs in the region.

## CUTTING-EDGE AND POLICY RELEVANT RESEARCH

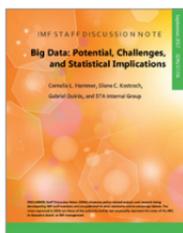
The Fund's research and intellectual leadership in the fiscal area has been significant for decades and has provided a critical foundation for our capacity development. In addition, our hands-on experience of **solving real-world issues** informs our analytical work.

Our publications are available at [IMF.org/external/publications](https://www.imf.org/external/publications) and our data series at [IMF.org/en/data](https://www.imf.org/en/data).

## FAD Publications: Sharing the Knowledge and Lessons Learned



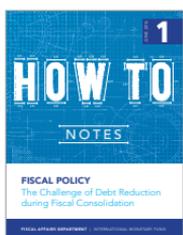
Since 2009, the Fiscal Monitor has surveyed and analyzed the latest public finance developments, updated fiscal implications of the crisis and medium-term fiscal projections, and assessed policies to put public finances on a sustainable footing.



**Staff Discussion Notes** showcase the latest policy-related analysis and research being developed by IMF staff and are published to elicit comment and to further debate. They are generally brief and written in nontechnical language, and so are aimed at a broad audience interested in economic policy issues.



**Technical Notes and Manuals** are produced by FAD to expand the dissemination of their technical advice. They present general advice and guidance, drawn in part from unpublished technical reports, to a broader audience.



**“How-to” notes** are designed to help officials in member countries, IMF staff, and all interested stakeholders to address topical issues from a very practical point of view. They draw on FAD capacity development advice and cross-country policy work.

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# FAD'S MISSION

*“Helping countries shape public finances that support sustainable and inclusive growth.”*



**FISCAL AFFAIRS**