

Renforcer la gouvernance des infrastructures

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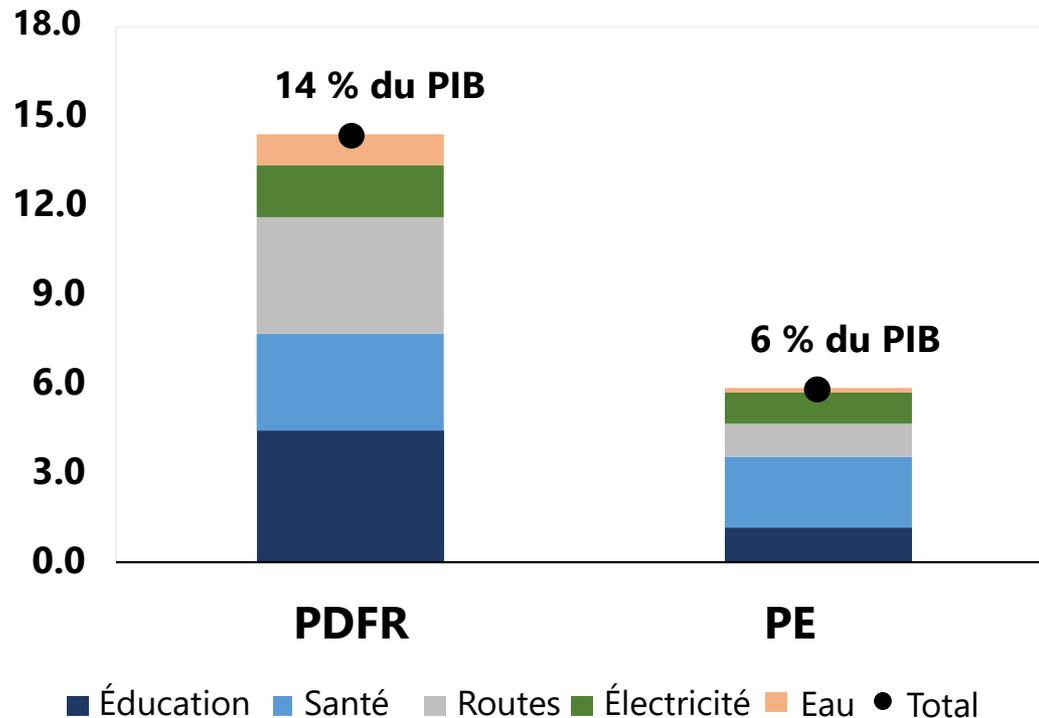
7^{ème} Forum africain sur les finances publiques

Février 2019



Les besoins en infrastructures sont énormes – et les besoins en capital humain sont également conséquents

Augmentation annuelle nécessaire en biens corporels et en capital humain ¹



- **6 %** d'augmentation du PIB nécessaire dans les PE
- **14%** d'augmentation du PIB nécessaire dans les PDFR

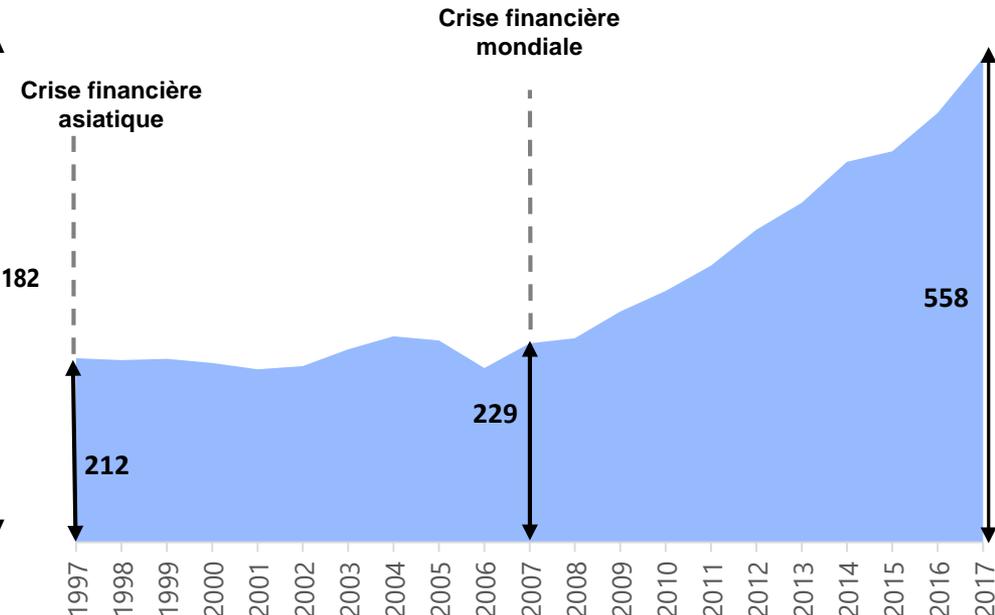
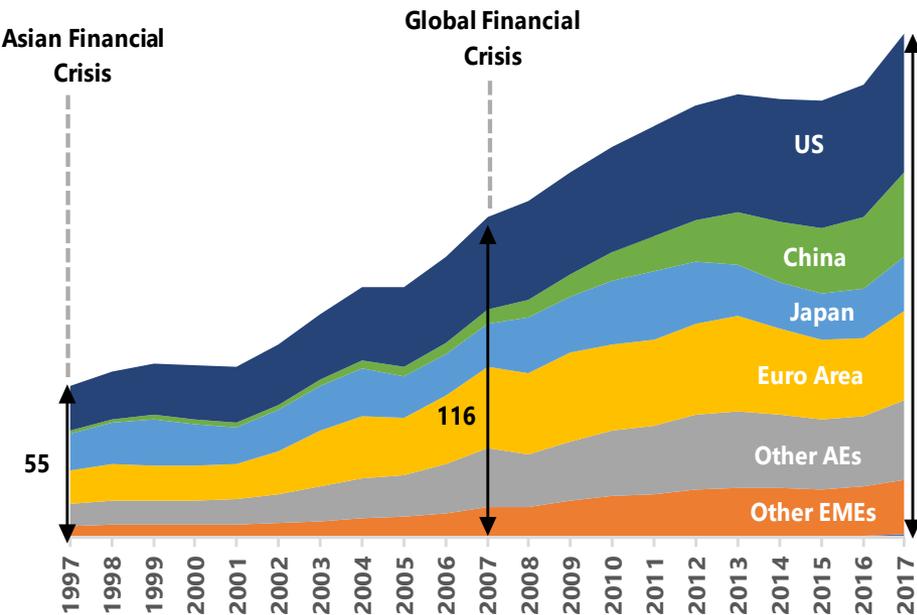
Source des données :

1/ Estimations du FMI pour les PDFR et les PE dans cinq secteurs : capital humain dans les secteurs de l'éducation et de la santé et capital physique dans les secteurs des routes, de l'électricité et de l'eau.

Il n'est pas facile de répondre à ces besoins en préservant la viabilité des finances publiques

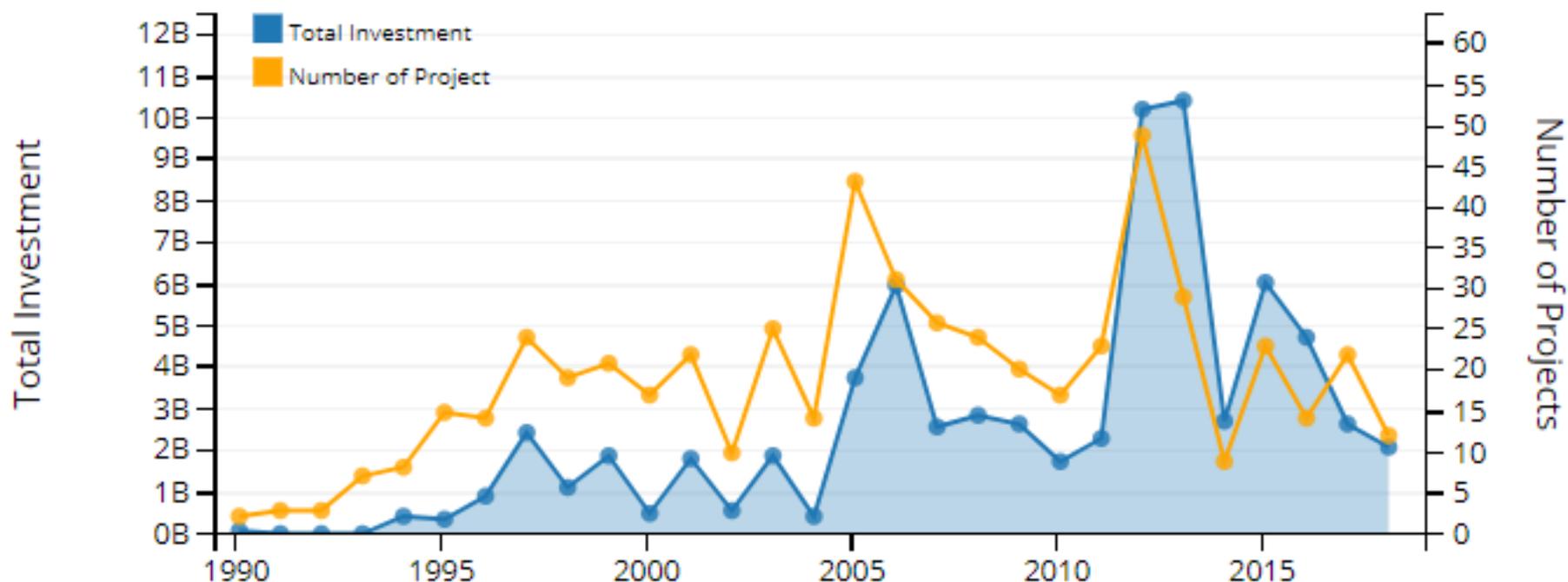
La dette mondiale a atteint le niveau record de 182 mille milliards de dollars en 2017

La dette de l'Afrique subsaharienne a atteint le niveau record de 558 milliards de dollars en 2017



La croissance des partenariats public-privé

PPP en Afrique subsaharienne : investissement total et nombre de projets¹



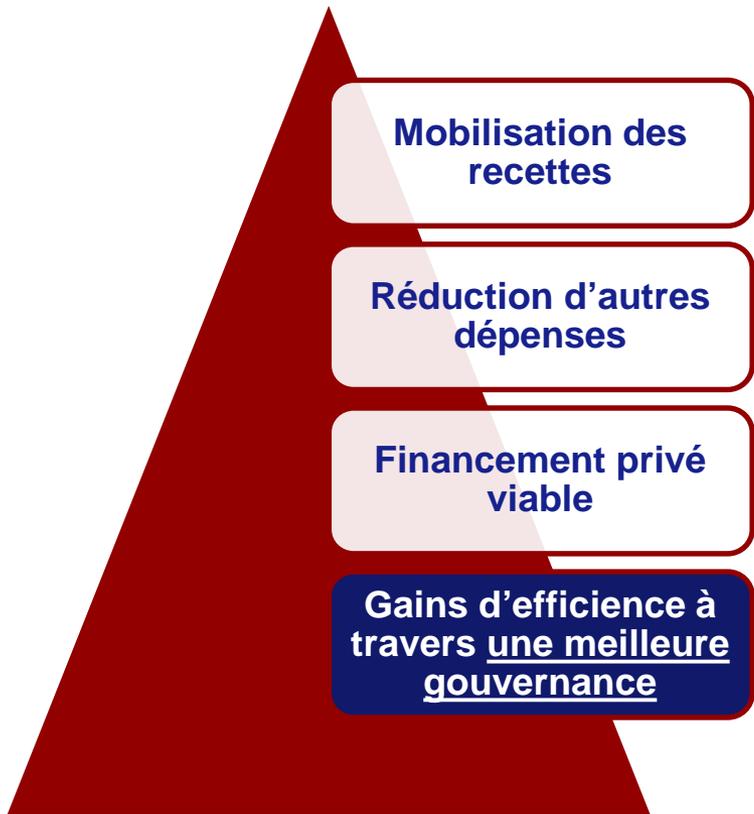
Source : base de données sur la participation du privé dans les infrastructures de la Banque mondiale au mois de janvier 2019 (comprend les données du premier semestre 2018).

Difficultés/problèmes dans la gestion des PPP et des risques qui en découlent

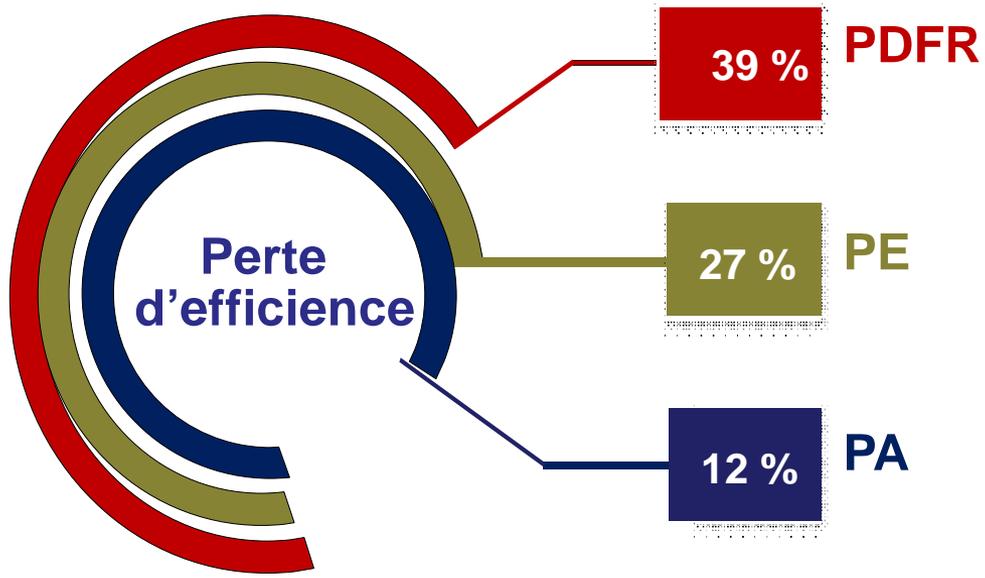
- **Le projet PPP est-il abordable d'un point de vue budgétaire?**
 - Pas de contrôle du ministère des Finances dans l'évaluation des risques liés aux PPP et de la viabilité budgétaire
 - Les passifs liés aux PPP ne sont pas suivis et communiqués
 - Absence de limites spécifiques aux expositions budgétaires liées aux PPP
- **Traiter les PPP comme des projets «hors bilan»**
 - Les PPP échappent aux règles budgétaires et aux plafonds d'endettement
- **Problèmes de gestion des contrats PPP**
 - Passation de marchés inadéquate pour les PPP et/ou opérateurs privés insuffisamment qualifiés
 - Manque de contrôle de la performance du partenaire privé et non-application des pénalités prévues dans le contrat

Dépenser plus et dépenser mieux

Moyens de répondre aux besoins d'infrastructures



Pertes d'efficacité de l'investissement public

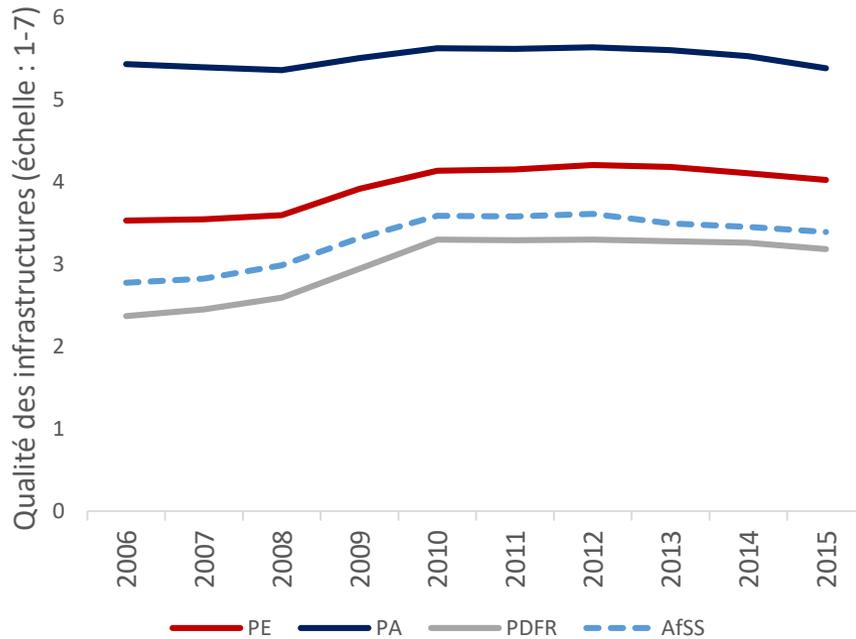


Source : rendre l'investissement public plus efficace, 2015, FMI.

Les inefficiences notables se traduisent par des disparités sur le plan de la qualité et de l'accès aux infrastructures

Qualité des infrastructures

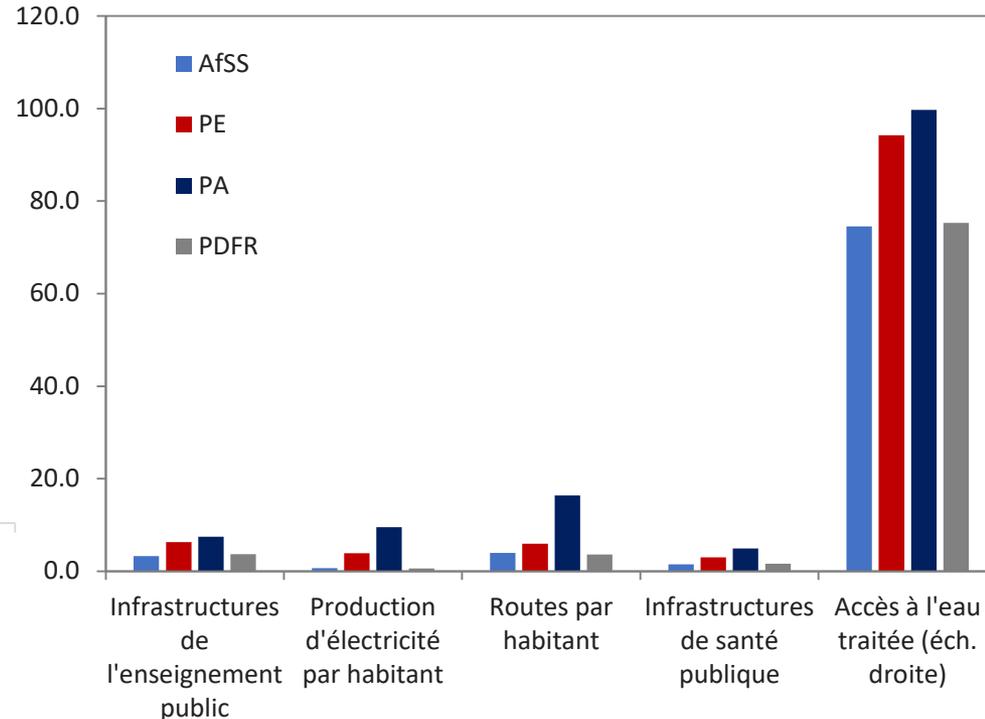
(indicateurs de perception)



Source : Forum économique mondial (2017)

Accès physique aux infrastructures

(pour mille habitants, données annuelles les plus récentes)



Source : rendre l'investissement public plus efficient, 2015, FMI. Base de données mise à jour en 2017.

L'EGIP du FMI favorise une meilleure gouvernance des infrastructures et de meilleurs résultats d'investissement

Exhaustive

- Cadre macrobudgétaire
- Planification d'investissement
- Budgétisation à moyen terme
- Gestion de projet



Pratique

- Recommandations concrètes
- Adaptée au contexte national
- Plan d'action hiérarchisé et échelonné



Évaluation de la gestion des investissements publics (EGIP)



Accessible

- Tableaux récapitulatifs efficaces
- Comparaison entre pairs
- Distinction claire entre conception, efficacité et degré d'importance



Facilite la coordination

- Vecteur pour l'aide au suivi
- Améliore la coordination entre partenaires au développement

Le cadre EGIP est exhaustif et couvre toutes les étapes de l'investissement



Exhaustif

PLANIFICATION

1. Principes ou règles budgétaires
2. Plans nationaux et sectoriels
3. Coordination entre entités
4. Évaluation du projet
5. Proposition d'alternatives

MISE EN OEUVRE

11. Passation de marchés
12. Disponibilité du financement
13. Gestion et supervision de portefeuille
14. Gestion de la mise en œuvre du projet
15. Suivi des biens publics

AFFECTATION

6. Budgétisation pluriannuelle
7. Globalité du budget
8. Financement de l'entretien
9. Budgétisation pour les investissements
10. Sélection de projet

FACTEURS TRANSVERSAUX FAVORABLES

- Cadres juridiques et institutionnels
- Capacités du personnel
- Systèmes informatiques

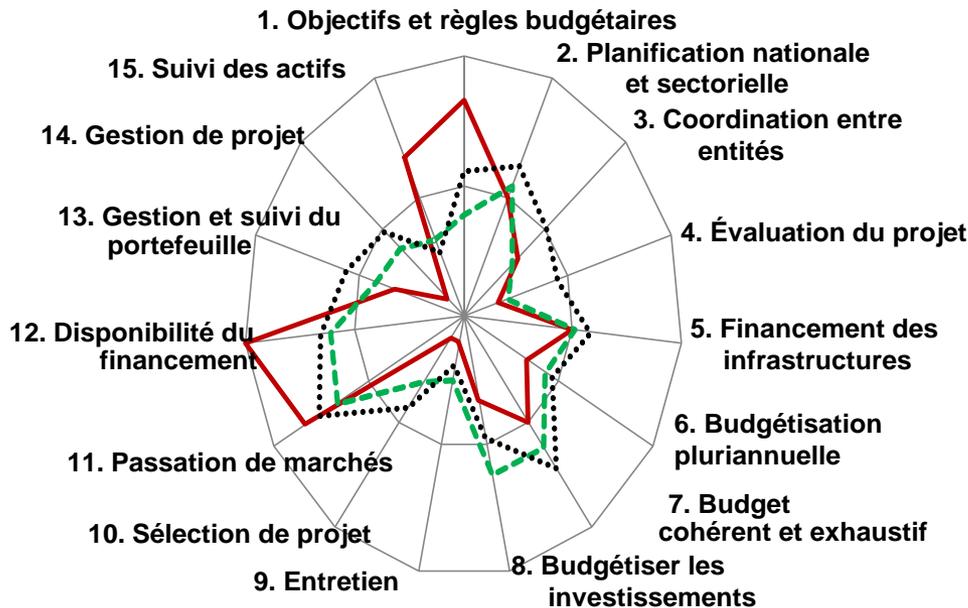
Accessibilité des conclusions et communication efficace avec les parties prenantes

Accessible

Graphiques « en toile d'araignée » : analyse comparative avec les pairs



« carte thermique » : conception et efficacité; principales actions prioritaires



— Pays X - - - PE Monde

Phase / Institution		Institutional Strength	Effectiveness
A. Planning	1 Fiscal rules	Strong: Debt rule since 2009, deficit rule in effect since 2014, with an investment clause and automatic adjustment mechanism.	Medium: In 2014, the deficit exceeded the ceiling by 0.4 percent of GDP within the margin, despite under execution of capital spending.
	2 National and sectoral planning	Good: National development under preparation; multiplicity of sectoral strategies with some performance measures.	Low: Around 80 sectoral strategies are in place, without clear coordination and incomplete costing.
	3 Central-local coordination	Medium: Debt limits constrain debt for municipalities; information for municipalities timely, no rule-based allocation of capital transfers.	Medium: In 2014, optimistic projections of own revenues of 6 million result in corresponding under execution of capital spending for municipalities.
	4 Public-private partnerships	Good: PPPs guided by strategy within strong institutional and legal framework, but not included in MTBF or budget documentation.	High: Existing PPPs capital stock account for 1.2 percent of GDP, but several projects planned. Fiscal risks currently low.
	5 Regulation of infrastructure companies	Good: Regulatory framework supports competition; prices set by independent regulators; weak financial oversight assessment of fiscal risks of POEs.	Medium: Challenges to regulators' independence. Public investment of POEs account for 0.1 percent of GDP, but fiscal risks not assessed.
B. Allocation	6 Multi-year budgeting	Good: Multi-year ceilings of capital spending are published based on not published projections of full cost of capital projects, but not binding.	Low: There are large discrepancies between MTBF ceilings and budget allocations (22 percent for n+2).
	7 Budget comprehensiveness	Medium: Budget incorporates loans and co-financed donor funding, but not externally financed grants and PPPs.	High: Externally financed projects not in the budget less than 3% of total capital spending; extra-budgetary capital spending is insignificant.
	8 Budget unity	Good: Budgets disclose capital and current appropriations in a single document in line with GFS, but project specific information is not disclosed.	Low: Auditor General qualified the 2014 financial statements because of 5 percent misclassifications of current as capital spending.
	9 Project appraisal	Medium: The methodology is comprehensive, but results not published and limited risk analysis.	Medium: MoF and BOs lack resources to undertake the required analysis.
	10 Project selection	Medium: Most project selection carried out by BOs, broadly in line with criteria in PIP Manual; but role of MoF weak and no legal basis.	Low: Weak and fragmented decision making on project prioritization and selection contributes to the 45 percent efficiency gap.
C. Implementation	11 Protection of investment	Low: Projects appropriated on annual basis only, no restrictions on virements, and restricted carryovers.	Medium: Average under execution of the annual budget was 10 percent, in line with regional average.
	12 Availability of funding	Good: Cash flows planned quarterly and generally released in time, but some grants outside TSA.	Medium: 1.1 percent of capital spending is in arrears, but total arrears are 2 percent of GDP in 2014.
	13 Transparency of execution	Medium: Procurement law in line with internet standards; quarterly monitoring; limited ex post audit of projects.	Low: Court proceedings limit ex post audits of projects to donor-funded projects.
	14 Project management	Medium: Major projects have project managers; adjustment rules generally in place; no ex post reviews.	Medium: In 2012 and 2013, around one fourth of the projects had delays.
	15 Assets accounting	Good: Nonfinancial assets regularly surveyed, depreciated and reported annually.	Medium: Poor data quality, e.g. mismatch of between capital spending and stocks of 33 percent.

Recommandations pratiques et principales actions prioritaires



Pratique

Un plan d'action échelonné

Recommendations and Actions		FY16/17	FY17/18	FY18/19	Responsibility	Technical Assistance
A. Sustainable Public Investment Planning						
<i>Recommendation 1: In the near term, improve the quality of strategic planning by enhancing the current documents.</i>						
Expand government investment	Provide government long-term strategies and investment priorities.				MoFED/Sector Ministries	FAD/AFS or Development Partners
Provide government long-term strategies and investment priorities.	For major projects, include in the PSIP a detailed reconciliation between investment estimates in the PSIP and the actual spending, and describe the impacts on project implementation.				MoFED/Sector Ministries	
Implement major investment projects together with a detailed reconciliation between investment estimates in the PSIP and the actual spending, and describe the impacts on project implementation.	Provide in Vision 2030 a consistent overview of the government's main strategies and investment priorities, with clear prioritization and linkages between sectors and projects.				MoFED	
<i>Recommendation 2: In the longer term, provide a more comprehensive statement of the government's development strategy for public investments in new and updated strategic documents</i>						
Identify in Vision 2030 a consistent overview of the government's main strategies and investment priorities, with clear prioritization and linkages between sectors and projects.	Update sector strategies to provide a comprehensive description of priority projects with indicative estimates for costs and expected outputs.					

Recommendations and Actions	FY16/17	FY17/18	FY18/19	Responsibility	Coordination
A. Sustainable Public Investment Planning					
<i>Recommendation 2: Provide a more comprehensive statement of the government's development strategy for public investments in new and updated strategic documents</i>					
Provide in Vision 2030 a consistent overview of the government's main strategies and investment priorities, with clear prioritization and linkages between sectors and projects.				Prime Minister Office	
Identify in the National Strategy for Land Use suitable sites for the different initiatives and projects, and provide a basis for the strategic acquisition of land.				Ministry of Lands	
Update sector strategies to provide a comprehensive description of priority projects with indicative estimates for costs and expected outputs.				Sector Ministries	WB

Recommendations and Actions		FY16/17	FY17/18	FY18/19	Responsibility	Technical Assistance
<i>Outcome 5: Oversight role of the Minister of Finance in assessing exempted PPP projects strengthened.</i>						
Update sector strategies to provide a comprehensive description of priority projects with indicative estimates for costs and expected outputs.	Identify in the National Strategy for Land Use suitable sites for the different initiatives and projects, and provide a basis for the strategic acquisition of land.				MoFED	FAD/AFS
Identify in the National Strategy for Land Use suitable sites for the different initiatives and projects, and provide a basis for the strategic acquisition of land.	Update sector strategies to provide a comprehensive description of priority projects with indicative estimates for costs and expected outputs.				MoFED	
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Un vecteur de coopération approfondie



Facilite la coordination



Ghana

Programme quadriennal de la Banque mondiale avec le gouvernement pour renforcer la gestion économique, y compris la gestion de l'investissement public

Mozambique

Programme triennal Banque mondiale/DFID avec le gouvernement pour renforcer la gestion de l'investissement public

Les EGIP ont été réalisées dans le monde entier et dans toutes les catégories de revenus



49 EGIP

La mise en œuvre pratique (efficacité) n'est pas au niveau de la conception institutionnelle

Afrique subsaharienne : paramètres institutionnels et efficacité



Merci!

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