



WORK PLAN 2011



**AFRICAN TAX
ADMINISTRATION FORUM**







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ADMINISTRATION FORUM**





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LIST OF ACRONYMS





LIST OF ACRONYMS

AfDB	African Development Bank
ATIA	African Trade Insurance Agency
AFROSAI-E	African Organisation of English-speaking Supreme Audit Institutions
ATC	African Tax Centre(s)
ATAF	African Tax Administration Forum
CABRI	Collaborative African Budget Reform Initiative
CATA	Commonwealth Association of Tax Administrators
CERDI	Centre d'Etudes et de Recherches sur le Développement International
CIAT	Inter-American Centre of Tax Administrations
CREDAF	Centre de Rencontres et d'Etudes des Dirigeants des Administrations Fiscales
DRM	Domestic Resource Mobilisation
DFID	Department for International Development, UK
DBSA	Development Bank of Southern Africa
EOI	Exchange of Information
EC	European Commission
GFG	Good Financial Governance
GTZ	German Agency for Technical
JICA	Japan International Co-operation Agency
ICTD	International Centre for Tax and Development
IDS	Institute of Development Studies
ITD	International Tax Dialogue
IMF	International Monetary Fund
NORAD	Norwegian Agency for Co-operation and Development
IOTA	Intra-European Organisation of Tax Administrations
MNE	Multi-national Enterprise
OECD	Organisation for Economic Co-operation and Development
TP	Transfer Pricing
SAICA	South African Institute of Chartered Accountants
SADC	Southern African Development Community
SIDA	Swedish International Development Agency
UN	United Nations
UNCEICTM	United Nations Committee of Experts on International Co-operation in Tax Matters
USAID	United States Agency for International Development





STRATEGIC FOUNDATION





STRATEGIC FOUNDATION

• Our Vision

ATAF shall promote efficient and effective tax administration to improve the living standards of the people of Africa.

• Our Mission

ATAF strives to provide a platform to improve the performance of tax administration in Africa. Better tax administration will enhance economic growth, increase accountability of the state to its citizens, and more effectively mobilise domestic resources.

• Our Mandate

In implementing its Mission, ATAF shall:

- Improve the capacity of African Tax Administrations to achieve their revenue objectives;
- Advance the role of taxation in African governance and state building;
- Provide a voice for African Tax Administrations; and
- Develop and support partnerships between African countries and development partners.

• Our Values

ATAF adheres to the following values:

- Dedication
- Integrity
- Equity
- Mutual respect
- Courtesy
- Loyalty





OUR STRATEGIC FRAMEWORK AND OBJECTIVES





OUR STRATEGIC FRAMEWORK AND OBJECTIVES

Our Strategic Objectives for 2011

Our strategic objectives will help us deliver against our overarching mandate and provide the necessary focus for ATAF to respond to the current challenges that African Tax Administrations are facing.

Based on these, the following objectives have been defined for 2011:

1. Facilitating and supporting the organisational development of ATAF as an international organisation.
2. Enhance the professionalism of African Tax Administrations through international dialogue and interaction.
3. Innovate, share, develop, and implement best practices in African Revenue Administration.
4. Combat tax evasion and avoidance through mutual cooperation between African administrations and international institutions.
5. Develop key relations with civil society, improve good governance and accountability between state and citizens.
6. Ensure greater synergy and cooperation in capacity development among all relevant stakeholders in order to reduce duplication and give greater support for laying a strong basis for a new approach to African taxation, state building and capacity development to African Tax Administrations.
7. Provide a mechanism for African perspectives on tax issues to inform and influence the global dialogue on tax issues.

Each of these objectives is discussed in more detail below.

2.1 OBJECTIVE 1: STRENGTHEN AFRICAN TAX ADMINISTRATIONS TO IMPROVE DOMESTIC RESOURCE MOBILISATION FOR ECONOMIC DEVELOPMENT

ATAF recognises the importance of its primary objective which is the organisational development of ATAF into a strong, effective multilateral organisation as a key agent in strengthening African Tax Administrations to improve the mobilisation of domestic resources for economic development in Africa. In this regard, our aspiration is to legally establish ATAF, enhance its status as an international organisation supported by a capacitated and proactive Secretariat of competent staff, which is capable of delivering on its mandate.

The activities to be carried out in terms of the 2011 Work Plan include:

- a. Distribution of adopted texts of the founding documents to all member states and the provision of assistance and information to member states for the facilitation of their respective approval, signature and ratification processes.
- b. Establishment of the 2011 Programme of Work, as well as the facilitation of meetings to be conducted during the year. Continued support will be provided to the ATAF General Assembly, Council and three Governance Committees as set out in the Interim ATAF Agreement.
- c. Conclusion of a Host Country Agreement with the Government of the Republic of South Africa regarding the permanent seat of the ATAF Secretariat.
- d. Establishment of a permanent, independent ATAF Secretariat through the filling of positions of the Secretariat structure by means of appointments and secondments from member states.
- e. Acquisition of a bank account, office accommodation and related equipment.
- f. Begin the transfer of ATAF Secretariat operations from SARS as the Interim Secretariat to the structures of the new organisation.
- g. Review and update the three-year ATAF Strategic Plan.
- h. Development of the ATAF corporate identity in conjunction with the development of its marketing strategy.



2.2 OBJECTIVE 2: ENHANCING THE PROFESSIONALISM OF AFRICAN TAX ADMINISTRATIONS THROUGH CAPACITY DEVELOPMENT, INTERNATIONAL DIALOGUE AND INTERACTION

ATAF recognises the importance of capacity building programmes and is committed to leverage online platforms and its relations with development partners to enhance the knowledge, skills and resources available to its members. To this end, ATAF intends undertaking such capacity development through the establishment of internet-based knowledge platforms in Africa and by promoting international dialogue and interaction.

The activities to be carried out in terms of the 2011 Work Plan include:

- a. Conclusion of a Feasibility Study on the establishment, sustainability, financing, management and location(s) of (an) African Tax Centre(s) (ATC).
- b. Provision of advisory services to ATAF members through the establishment of an Electronic Resource Centre.
- c. Establishment of internet-based knowledge platforms and discussion forums.
- d. Design and implementation of a modern and regularly updated ATAF website as one of the organisation's primary communication mediums.
- e. Development of an engagement framework for the promotion of multilateral cooperation through activities with the OECD Task Team on Tax and Development, the AfDB, the IMF, and the African regional economic communities.
- f. Formalisation of the ATAF relationship with the newly-formed International Centre for Tax and Development (ICTD).
- g. Joint hosting of an ATAF – Korea Tax and Development Conference in the first half of 2011, aimed at sharing Korea's policy experiences on tax systems and administration contributing to economic development.

2.3 OBJECTIVE 3: INNOVATE, DEVELOP, SHARE AND IMPLEMENT BEST PRACTICES IN AFRICAN REVENUE ADMINISTRATION

Research and analysis will be a fundamental component of the annual ATAF Work plan. ATAF will act as a focal point for exchanging experiences on good practices, benchmarking performance, improving co-operation between, and assisting in setting the strategic direction for African Tax Administrations. ATAF seeks to contribute to the sharing of knowledge and capacity building by means of researching, hosting and actively participating in workshops, seminars and technical events focused on best practices in African Revenue Administration.

The activities to be carried out in terms of the 2011 Work Plan include:

- a. Commencement with the 2 – 3-year research project on "An Analysis of Current African Tax Administrations and Proposed Framework for the Future", through collaboration with the OECD and the IMF, as members of the International Tax Dialogue (ITD), and possibly the newly-formed International Centre for Tax and Development (ICTD).
- b. Coordination of at least two diagnostic workshops to engage all ATAF members on the research being conducted for the above project.
- c. Distribution of Synthesis Report of research on Good Financial Governance to all members states and continued cooperation with CABRI and AFROSAI-E in finalising the draft elements of a draft declaration on Good Financial Governance for consideration and adoption by African Ministers of Finance in the first half of 2011.
- d. Holding three meetings in 2011 of the ATAF Transfer Pricing Working Group and one meeting of the broader ATAF membership in this regard.
- e. Holding three meetings in 2011 of the ATAF Exchange of Information Working Group and one meeting of the broader ATAF membership in this regard.
- f. Extending the scope and approach of the AfDB / Korea-sponsored Study on DRM and Informal Economies, as begun with the East African countries, to other regions in Africa.

OUR STRATEGIC FRAMEWORK AND OBJECTIVES

- g. Hosting of technical conferences, seminars and technical events on topics of importance to African Tax Administrations.
- h. Hosting of seven ATAF technical events, conducted in collaboration with various partners. Based on complementing the ATAF Projects as well as the areas most requested by administrations, the proposed topics for 2011 are:
- Large Business Units (14 – 18 February 2011) - Kenya
 - Transfer Pricing (introductory)
 - Exchange of Information (introductory)
 - Taxpayer Services (TPS)
 - Advanced Transfer Pricing
 - Exchange of Information (Advanced)
 - Organisation and Management of Tax Administrations
- The venues and dates for these events (apart from the one in Kenya) are in the process of being established based on members country offers to host, as well as the availability of technical experts to facilitate the events.
- i. Collaboration with the IMF's Fiscal Affairs Department (through their AFRITAC Centres) and the Tax Academy of the International Bureau for Fiscal Documentation (IBFD) in the access to additional events for ATAF member states (e.g. five spaces free of charge for the IBFD course "Negotiation of Tax Treaties" in January 2011 in Amsterdam, the Netherlands).
- j. Hosting of three additional seminars on:
- Stakeholder Management, Communications, Media, Marketing and Branding in Tax Administrations;
 - Financial Management and Good Governance in Tax Administrations; and
 - An event for Heads of Tax Administrations on a strategic topic yet to be determined (possibly on Domestic Resource Mobilisation).
- k. Establishment of a database of African technical experts and researchers for use for ATAF activities.

2.4 OBJECTIVE 4: COMBATING TAX EVASION AND AVOIDANCE THROUGH MUTUAL CO-OPERATION BETWEEN AFRICAN TAX ADMINISTRATIONS AND INTERNATIONAL INSTITUTIONS

Tax evasion and avoidance cause a significant loss of tax revenue that could otherwise have been utilised for economic and social development. For this reason, ATAF intends to coordinate research projects with development partners in developing ATAF members' knowledge and skills base on tax avoidance and evasion.

The activities to be carried out in terms of the 2011 Work Plan include:

- a. Conducting a comparative analysis of tax avoidance and evasion in international and African Tax Administrations for publication and dissemination to members and development partners. The sharing of such information is intended to assist member states in understanding and detecting new tax avoidance schemes, enabling countries to adapt their risk management strategies and identify successful legislative and administrative responses.
- b. Hosting of a round table discussion / seminar between tax authorities and law enforcement agencies on measures to counter tax evasion and avoidance and the concomitant activities such as fraud and corruption.

2.5 OBJECTIVE 5: DEVELOPING KEY RELATIONS WITH CIVIL SOCIETY; IMPROVE GOOD GOVERNANCE AND ACCOUNTABILITY BETWEEN STATE AND CITIZENS

We aspire to build the relationship between ATAF and civil society, thereby acting as a catalyst to promote compliance, improve internal controls, good financial governance and accountability between the state and its citizens.

The activities to be carried out in terms of the 2011 Work Plan include:

- a. Identification and development of relationships with civil society partners, for example, Tax Justice Network, and Christian Aid, for formal engagement during the 2012 and 2013 annual Work Plan.
- b. Preparations for the hosting of a roundtable discussion event / interactive dialogue in early 2012 between civil society organisations and representatives from tax administrations to build relations that seek to maximise tax morality and voluntary compliance levels.

2.6 OBJECTIVE 6: ENSURING GREATER SYNERGY AND CO-OPERATION IN CAPACITY DEVELOPMENT AMONG ALL RELEVANT STAKEHOLDERS IN ORDER TO REDUCE DUPLICATION AND GIVE GREATER SUPPORT TO AFRICAN TAX ADMINISTRATIONS

As the most systematic effort at improving tax administration in Africa, ATAF aspires to consolidate and strengthen opportunities for coordination and information-sharing between national and international tax organisations in order to pool resources and build capacity, thereby bringing African experiences to international attention and adapting international concepts for use in African Tax Administrations. ATAF's continued support of similar work delivered by development partners will reinforce ATAF's work, increase ATAF's presence and avoid duplication of events.

The activities to be carried out in terms of the 2011 Work Plan include:

- a. Development of relations with other regional tax networks (such as CIAT, CREDAF, CATA, IOTA) in order to identify areas for joint seminars / activities;
- b. Undertaking visits to the Secretariats of other regional tax networks in order to capitalise on their experience in the running of the Secretariat, conduct governance processes and development of annual work plans.
- c. Exploration of formalisation of relations with other tax networks through the development of Memoranda of Understanding with these networks once ATAF is legally established.

2.7 OBJECTIVE 7: PROVIDING A MECHANISM FOR AFRICAN PERSPECTIVES TO INFORM AND INFLUENCE THE GLOBAL DIALOGUE ON TAX ISSUES

Globalisation increases the importance to governments, tax administrations and business of benchmarking, developing and implementing internationally accepted principles of taxation and standards for the administration of taxation systems.

In promoting the value of ATAF, the activities to be carried out in terms of the 2011 Work Plan include:

- a. Identification and utilisation of international opportunities for ATAF participation in international fora to promote the awareness and understanding of African perspectives on tax issues and advocate solutions that meet African requirements.
- b. Participation in the meetings of the joint OECD CFA-DAC programme, in collaboration with the Global Forum on Transparency and Exchange of Information, to assist developing countries to benefit from the more transparent global tax environment.



LOGICAL FRAMEWORK OF OBJECTIVES AND DELIVERABLES



OBJECTIVE 1: FACILITATING AND SUPPORTING THE ORGANISATIONAL DEVELOPMENT OF ATAF AS AN INTERNATIONAL ORGANISATION

Expected Accomplishments/Outcomes:

Enhanced stability and accelerated sustainable development of ATAF through the establishment of a competent Secretariat

Objective	Outputs	Specific Activities	Key Activities	Progress Markers 2011
Organisational development of ATAF as an international organisation	Finalise founding documents	Establish permanent and independent Secretariat	Adopt Agreement and Rules & Procedures by Council	Ratified and supported documentation by stakeholders
			Distribute adopted texts of founding documents to all member states	Secondment of staff by member states to South Africa
	Legal establishment of ATAF supported by an operational Secretariat	Develop 3-year Strategic Plan	Acquire a bank account, office accommodation and related equipment	Acquire a bank account, office accommodation and independent Secretariat
			Begin transfer of ATAF Secretariat operations from SARS	Effective and efficient overall management of ATAF
			Appointments and secondment of Secretariat staff from member states	Fully capacitated, modern and efficient Secretariat
	Establish ATAF institutions	Market ATAF corporate identity	Establish 2011 Work Programme	Supported and strengthened organisational development
			Facilitate Strategic Planning and Review Workshop Sessions	Completed, adopted and implemented Strategic Plan
			Review and update 3-year Strategic Plan	Established ATAF General Assembly, Council, and Governance Committees
	Market ATAF corporate identity	Facilitate and support marketing strategy of ATAF	Coordinate 2011 meetings: General Assembly, Council, and Governance Committees	Strengthened capacity building, including improving governance of the development process
			Provide support to 3 Governance Committees	Strengthened and supported presence of ATAF

OBJECTIVE 2: ENHANCING THE PROFESSIONALISM OF AFRICAN TAX ADMINISTRATIONS THROUGH CAPACITY DEVELOPMENT, INTERNATIONAL DIALOGUE AND INTERACTION

Expected Accomplishments/Outcomes:

Establishment of internet based knowledge and skills sharing centres on tax matters in Africa

Objective	Outputs	Specific Activities	Key Activities	Progress Markers 2011
Enhancing the professionalism of African Tax Administrations through capacity development	Plan, execute and manage African Tax Centre(s)	Conduct thorough Feasibility Study Plan, execute and manage ATC(s) as an ATAF institution	Carry out detailed feasibility study Plan, execute and manage 1st ATC from outcomes of feasibility study	Established, efficiently managed and well supported academic institution
	Plan, execute and manage ATAF website	Plan, execute and manage ATAF website	Design independent website Implement and maintain portal Establish internet-based knowledge platforms and discussion forums	Participation of tax officials through knowledge sharing/generating internet site
	Plan, execute and manage e-Resource Centre	Plan, execute and manage e-Resource Centre	Design independent resource centre Implement and maintain portal Establish internet-based knowledge platforms and discussion forums	Establishment of a "one-stop shop" in terms of data, analysis, views, professional opinions, progress and advice on tax developments in African Administrations
Enhancing the professionalism of African Tax Administrations through international dialogue & interaction	Promote multilateral cooperation	Prepare international framework document	Complete international framework document to promote multilateral co-operation	Enhanced co-ordination and collaboration through effective consultations and consensus building with the OECD, the AfDB, the IMF, and the African regional economic communities
		Participate in international meetings/events/ research activities	Formalisation of the ATAF relationship with the newly-formed ICTD Joint hosting of an ATAF – Korea Tax and Development Conference	Enhanced co-ordination and collaboration with international stakeholders

OBJECTIVE 3: INNOVATE, DEVELOP, SHARE AND IMPLEMENT BEST PRACTICES IN AFRICAN REVENUE ADMINISTRATIONS

Expected Accomplishments/Outcomes:

To contribute to a better Africa through participation of technical events focusing on best practises in African Revenue Administrations

Objective	Outputs	Specific Activities	Key Activities	Progress Markers 2011
INNOVATE best practices in African Revenue Administrations	Establish 2-3 year research project on current functioning of African Tax Administrations	Conduct regular Peer Reviews	Prepare peer review mechanisms Coordinate at least 2 diagnostics workshops to establish current state of African Tax Administrations	Collection of available quantitative and qualitative comparable data by member states in support of planning, monitoring and evaluation of progress made towards the MDGs
	Distribution of Declaration on Good Financial Governance in collaboration with CABRI and AFROSAI-E	Research tax systems in Africa	Distribute Synthesis Report of Research on Good Financial Governance to all member states, and continue collaboration with CABRI and AFROSAI-E	Enhanced data quality thereby avoiding duplication of effort and production of conflicting data. Adoption of Declaration by African Ministers of Finance in 2011.
DEVELOP best practices in African Revenue Administrations	Develop and implement guidelines based on best practices	Identify Transfer Pricing Project	Develop and implement guidelines on transfer pricing Coordinate 3 meetings of the working groups	Developed guidelines, templates, policy briefs and toolkits
		Identify Exchange of Information Project	Coordinate 1 meeting / conference of the broader ATAF membership Develop and implement guidelines on Eol	Developed and updated guidelines, templates, policy briefs and toolkits
		Identify Informal Economies & DRM Project	Coordinate 3 meetings of the working groups Coordinate 1 meeting / conference of the broader ATAF membership	
		Commence with an e-Resource Centre	Extend the scope and approach of the AfDB / Korea-sponsored Study on DRM and Informal Economies to other regions in Africa Design platform Gather data Manage information	Up-to-date reference materials and improved availability of data
SHARE best practices in African Revenue Administrations	Host technical conferences, seminars & technical events on topics of importance to African Tax Administrations	Organise 7 technical events in collaboration with various partners	Host 7 technical events in collaboration with various partners, ie: • Large Business Units • Transfer Pricing (Intro.) • Exchange of Information (Intro.) • Taxpayer Services (TPS) • Advanced Transfer Pricing • Exchange of Information (Adv.) • Organisation and Management of Tax Administrations	Coordinated technical events and seminars that are topical and relevant to ATAF members
		Organise 3 seminars in collaboration with various partners	Host 3 additional seminars on: • Stakeholder Management, Communications, Media, Marketing and Branding in Tax Administrations; • Financial Management and Good Governance in Tax Administrations; and • An event for Heads of Tax Administrations on a strategic topic (to be determined)	Building international relations that support the development of African Tax Administrations
		Promote multilateral cooperation and collaboration	Collaborate with the IMF's Fiscal Affairs Dept. and the IBFD in accessing additional events for ATAF member states.	
IMPLEMENT best practices in African Revenue Administrations	Call upon African pool of experts and researchers on various tax matters	Provide technical experts to assist with the implementation of guidelines	Establish database of various expertise to provide advisory services to members	Developed and updated guidelines, templates, policy briefs and toolkits
		Participation of ATAF in global forum	Develop and implement guidelines and training materials for taxpayer education	

OBJECTIVE 4: COMBATING TAX EVASION AND AVOIDANCE THROUGH MUTUAL CO-OPERATION BETWEEN AFRICAN TAX ADMINISTRATIONS AND INTERNATIONAL INSTITUTIONS

Expected Accomplishments/Outcomes:

Consolidated relations in bridging international and African tax reform experiences

Objective	Outputs	Specific Activities	Key Activities	Progress Markers 2011
Develop knowledge and skills base on tax avoidance and evasion through mutual co-operation between African Tax Administrations and international institutions	Conduct comparative analysis between international and regional tax administrations	Publish and disseminate analysis report	Draw comparative analysis of tax avoidance and evasion in international and African Tax Administrations	Developed and updated guidelines, templates, policy briefs and toolkits for publication and dissemination to members and development partners
			Hosting and facilitating round table discussion / seminar on tax avoidance and evasion	Established international networks to combat fraud and corruption

OBJECTIVE 5: DEVELOPING KEY RELATIONS WITH CIVIL SOCIETY; IMPROVING GOOD GOVERNANCE AND ACCOUNTABILITY BETWEEN STATE AND CITIZENS

Expected Accomplishments/Outcomes:

Adequate and effective systems of internal controls, risk management and good financial governance

Objective	Outputs	Specific Activities	Key Activities	Progress Markers 2011
Developing key relations with civil society; improving good financial governance and accountability between state and citizens	Coordinate network with civil society organisations	Identify civil society partners	Identify and develop relationships with civil society partners, eg: Tax Justice Network, and Christian Aid	Building relations that seek to promote democratic dialogue, consensus building on governance and a sense of accountability and responsibility in the management of public affairs
	Foster strong relationship and dialogue	Facilitate roundtable discussions between civil society organisations and representatives from tax administrations	Begin preparations to host and facilitate a roundtable discussion / interactive dialogue between civil society organisations and representatives from tax administrations	

OBJECTIVE 6: ENSURING GREATER SYNERGY AND CO-OPERATION IN CAPACITY DEVELOPMENT AMONG ALL RELEVANT STAKEHOLDERS IN ORDER TO REDUCE DUPLICATION AND GIVE GREATER SUPPORT TO AFRICAN TAX ADMINISTRATIONS

Expected Accomplishments/Outcomes:

Consolidated and strengthened relations in order to advance an African tax reform agenda

Objective	Outputs	Specific Activities	Key Activities	Progress Markers 2011
Ensuring greater synergy and co-operation in capacity development among all relevant stakeholders in order to reduce duplication and give greater support to African Tax Administrations	Engage with other regional tax networks Foster strong relationship and dialogue	Engage with other regional tax networks	Identify and develop areas for joint seminars / activities with other tax networks such as CIAT, CREDAF, CATA, IOTA. Develop Memorandum of Understanding with other tax networks such as CIAT, CREDAF, CATA, IOTA, once ATAF is legally established Undertake visits to the Secretariats of other regional tax networks to capitalise on their experiences	Enhanced data quality thereby avoiding duplication of effort and production of conflicting data

OBJECTIVE 7: PROVIDING A MECHANISM FOR AFRICAN PERSPECTIVES ON TAX ISSUES TO INFORM AND INFLUENCE THE GLOBAL DIALOGUE ON TAX ISSUES

Expected Accomplishments/Outcomes:

Informed international community on African tax policies and practices

Objective	Outputs	Specific Activities	Key Activities	Progress Markers 2011
Providing a mechanism for African perspectives on tax issues to inform and influence the global dialogue on tax issues	Inform international forums on African tax systems and developments	Participate in international forums while promoting various African perspectives	Identify and utilise international opportunities for ATAF to participate in international fora while promoting various African perspectives	Developed networks with development partners. Enhanced knowledge sharing in achieving the Millennium Development Goals (MDGs)
	Bring ATAF experiences into global development frameworks	Acknowledge ATAF as competent stakeholder in providing appropriate input	Participate in the meetings of the joint OECD CFA-DAC programme, in collaboration with the Global Forum on Transparency and Exchange of Information	



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