

Kenya Viewpoint

Trip Notes: fiscal slippage risks prove taxing

Tax burden and weak KES weigh heavy on mood

We spent a day in Nairobi meeting with policymakers, advisers, and private sector experts. The mood was negative relative to the upbeat mood in Nigeria (see [Nigeria Viewpoint: Trip notes: in search of hot money 13 February 2024](#)). Higher public taxes and a weak shilling were some of the factors driving sentiment in our view. Coincidentally, our visit overlapped with the announcement of the government's Eurobond issuance and partial buyback, following the reopening of the market. A week later and Kenya sentiment has subsequently improved with a strengthening of the currency.

Default risk averted as Eurobond market reopens

The successful issuance and partial buyback are positive and help to refocus Kenya analysis on fundamentals rather than refinancing risks. International market access will likely help reduce the size of domestic borrowing. Domestic borrowing costs have been rising with the central bank increasing rates and a lack of international market access leading to increased domestic borrowing. The negative is that new Eurobond issuance is more expensive than all other past issuances. The default risk reduction underscores our long-held view that Kenya would not default (see [Sub-Saharan Africa Viewpoint: Tough 2023 but brighter prospects in 2024 27 September 2023](#), and [Kenya Viewpoint: Funding in the nick of time 18 May 2023](#)).

Concerns about fiscal slippage

We remain concerned about the risks of fiscal slippage. Fiscal consolidation, based on tax revenue growth, may become increasingly challenging, due to public protests and judicial setbacks. In-year revenue collections are behind target. To keep to the fiscal targets aligned with the IMF program, Kenya's most likely option is spending cuts rather than even more tax revenue measures. Domestic debt service costs are high at about 4% of GDP. Now that external financing has been secured, we expect the focus to shift to reducing these costs by reducing the size of domestic borrowing.

Hawkish CBK could cut 100bp on KES stability

January headline CPI of 6.9% year on year is within the 5% inflation target with 2.5% deviation on either side, while the policy rate is 13%, following a 50bp increase in February 2024. We think the KES is likely to be stable post Eurobond financing and the central bank has room to ease the policy rate by up to 100bp over the next 12 months. A 6% real rate is too restrictive. Positive real rates do not need to exceed 5% – the neutral level. A lower policy rate could transmit to lower yields in government securities, given high domestic debt service costs.

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Trip feedback: watching fiscal risks

More money, fewer problems

On 17 January, the IMF executive Board approved Kenya's sixth review of the extended fund facility (EFF), extended credit facility (ECF) and the first review under the Resilience and Sustainability Facility (RSF) and disbursed about \$685 million. The IMF increased program financing compared to the \$410 million disbursed in July 2023. In other words, the EFF/ECF program was extended by 10 months until April 2025, which comes with \$540 million of new financing. An RSF arrangement was approved to run for 20 months concurrently with the EFF/ECF until April 2025. The upscaling of the EFF/ECF program + RSF provides at least \$1 billion in new financing until April 2025. The next IMF review is likely in June, to be approved and disbursed before the close of the fiscal year.

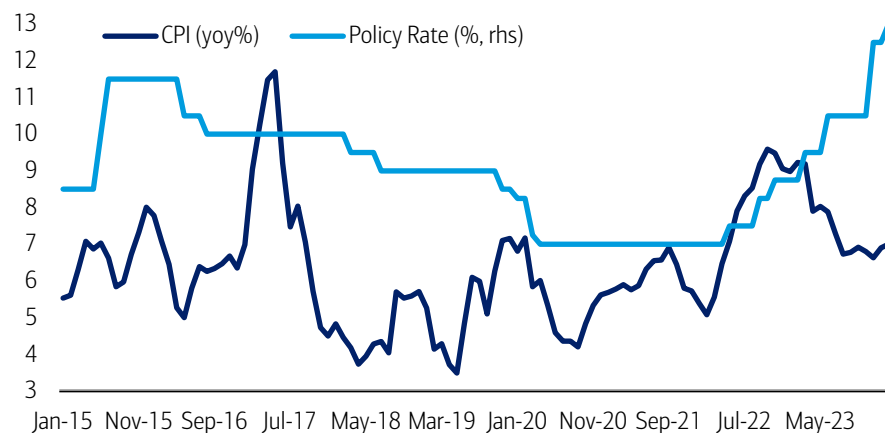
In January, Kenya also received a loan of \$210 million disbursed by the Trade and Development Bank. The World Bank is set to extend its loan financing to \$1.25-1.5 billion under the development policy operation – the last disbursement of \$1 billion was in June 2023. This time there are considerations to approve disbursements earlier in March and at the same time increase the support.

Negative ratings outlook likely to return to stable

All three rating agencies carry negative outlooks on Kenya. Its credit ratings stand at: Fitch B/negative, Moody's B3/negative, and S&P B/negative. Given the positive outcomes in both domestic and external funding, ratings outlooks are likely to return to stable. The funding squeeze has been dealt with in the near term, though structural issues remain around the twin deficits.

Exhibit 1: Inflation and Central Bank Rate (%)

Positive real rates have widened with hawkish hikes from CBK



Source: Haver

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Exhibit 2: USD-Kenyan Shilling Exchange rate History

Kenyan shilling has been weakening rapidly. Appreciation in the last week has been due to the re-opening up of the Eurobond market to Kenya



Source: Haver

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Exhibit 3: Monetary Policy and Inflation Rate Differential

Positive real rates close to 6% reflect too restrictive monetary policy



Source: Haver, BofA Global Research

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Hawkish CBK could cut 100bp on KES stability

The latest January headline inflation reading printed 6.9% year on year, while the policy rate is 13%, following a 50bp increase in February 2024. The Central Bank of Kenya (CBK) targets inflation of 5%, with 2.5% deviation on either side. It could be argued that it is already within the range of 2.5%-7.5% and that monetary policy does not need to tighten further. However, we think monetary policy is too restrictive now and we expect moves towards cutting, with room for a cumulative 100bps over the next 12 months. The real interest rate is almost 6% (see Exhibit 3), which is too restrictive, as is anything above 5%, in our view.

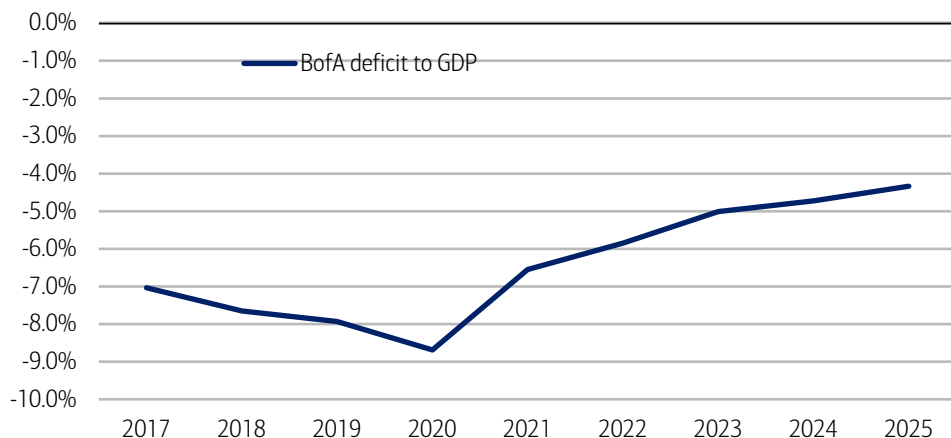
We understand the CBK's concerns on recent shilling weakness and the likely pass-through to domestic inflation. Now that the external debt default risk question has been resolved with the partial buyback, the shilling is likely to be more stable at around KES150 per USD. Positive real rates do not need to exceed 5% (the neutral rate), in our view. If inflation stays within the target band, there is room for the CBK to ease the policy rate back to 12% over the remainder of the year. Substantial shilling weakness (see Exhibit 2) is likely done.

We think the appreciation over the past week is likely temporary rather than the new normal. Kenya still runs a current account deficit that is largely financed by debt. The debt inflow may provide opportunities for FX build-up on a cyclical basis rather than representing a structural improvement. Moderate depreciation of close to 10% is a likely baseline.

Kenya's credit channel already works with private sector credit growth aligned to nominal GDP growth. The next step would be to gradually reduce dollar holdings of commercial banks into the FX market. More shilling trades and fewer dollar holdings can improve monetary policy transmission. Non-residents are increasingly paying attention to Kenya's local market, which could structurally increase dollar inflows over time. That could help to lower domestic borrowing costs too.

Exhibit 4: Fiscal Deficit to GDP history and Forecast

Fiscal consolidation likely to slow over the medium



Source: Haver, BofA Global Research.

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Risks of fiscal slippage

Fiscal slippage in the current fiscal year ending June and in the medium term is a significant risk in our view. Fiscal consolidation through more revenues would be challenging to say the least, underlined by public protests and wrangles over finance measures in the courts. The public outcry relates to higher and new taxes. Opposition leader, Raila Odinga, pushed for social protests to put pressure on the government to reverse tax increases. Measures implemented in the 23/24 budget, such as: 1) increasing the highest personal income tax rate to 35%; 2) raising VAT levied on petroleum products to 16%, from the current 8%; 3) a new digital tax on financial assets at 3%; and 4) increasing the excise duty rate on mobile money transfers to 15% from 12%. Various other taxes were also introduced including a 1.5% housing levy and a hospital insurance levy.

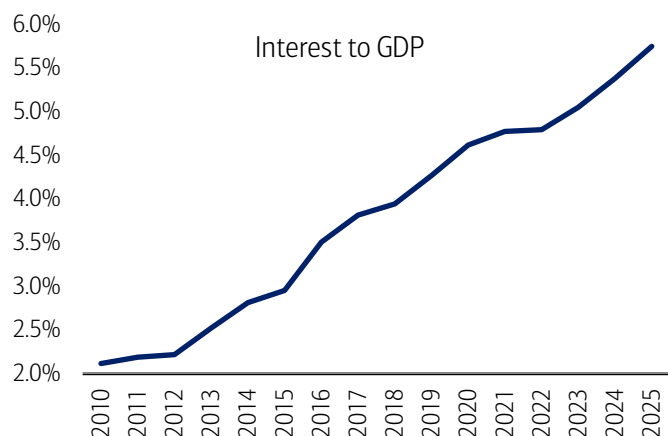
We have also seen court battles between the executive and judiciary – the new measures in the Finance bill were suspended until certain revisions were made, which resulted in its delayed implementation. More recently, it's the housing levy that is in dispute in the public courts. Judiciary decisions against the executive highlight the court's independence, which is an institutional strength. However, revenue collection would slow and result in missing targets. Kenya will need to moderate expenditure to stay on fiscal track.

In-year data shows half-year fiscal revenues are behind targets. Revenue has grown 14.5% year on year relative to the original target growth of over 25%. We assume conservative full-year growth of 15%. On the spending side, planned growth was over 20% while in-year spending is showing close to 10%, or at least KES300 billion slower than target. At this rate, we think the full-year deficit is likely to be around 5% (government: -4.9%) and achieve a primary balance – not too bad but not good enough for IMF targets of a surplus of 0.3% of GDP. Our deficit reduction path is much slower than the government's. We assume a likely deficit of -4.7% of GDP (government: -3.9%) in fiscal 2024/25, and -4.3% (-3.3%) in fiscal 2025. Nevertheless, it is still a welcome path, despite being weaker than the government's ambitious plan.

The supplementary budget is due to be presented in the coming weeks, where medium-term forecasts could be subject to revisions.

Exhibit 5: Debt service as ratio to GDP

Remains on a rising path, which is unsustainable over the medium term.

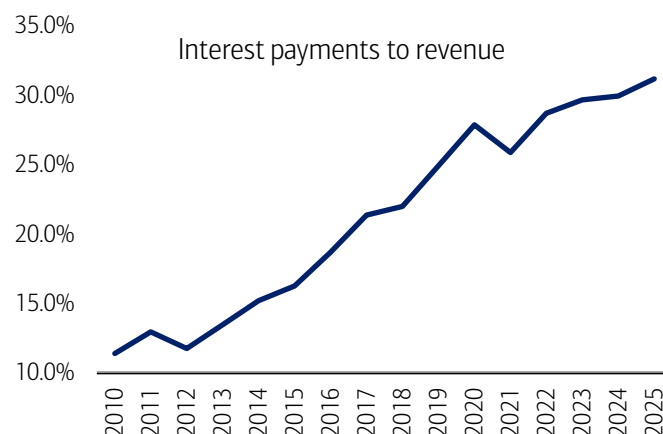


Source: Haver, BofA Global Research

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Exhibit 6: Debt service to revenue ratio

Debt service costs are rising faster than revenue growth despite new tax measures.



Source: Haver, BofA Global Research

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Debt service burden more domestic than external

The next big concern should be managing to moderate growth in domestic debt service. It is more expensive to borrow in the local market than abroad. We recognise that the latter is somewhat reduced by largely concessional financing from official lenders. However, Kenya's debt service burden relates more to domestic than external debt. Only 24% of debt service goes to external creditors, while 76% goes to domestic debt service. When expressed as a ratio of GDP, 1% is external debt service and 4% is domestic debt service. Overall, Kenya spends about 5% of GDP on interest costs. The debt stock mix between external and domestic is literally 50/50.

Domestic yields likely edged higher for two reasons: the rising central bank policy rate and increased borrowing by the government in the domestic market. The domestic yield curve is flattish, with front-end treasury bills as high as the belly and long-end securities. For instance, treasury bills yield around 18%, while the recent February 2024 7-year infrastructure bond has been issued at 18.6%. Nevertheless, funding conditions in the domestic market have improved with uptake of securities better than in the previous fiscal year. We are seeing more interest in infrastructure bonds (tax free) and short to medium tenors.

Domestic liquidity problems that characterised the fiscal year ending 30 June 2023 are now largely over. The government faced delays in salary payments in March 2023 and the undersubscription of domestic securities auctions, reflecting the domestic liquidity squeeze. The domestic financing target was met in June, just before the fiscal year-end, with a large oversubscription of the infrastructure bond. Expected external disbursements were slow, while the IMF approved its funding only in July, after the fiscal year had closed.

Still resilient economic growth

We expect GDP to continue to grow at 5% pa, similar to its historical average. Its post-pandemic recovery has been strong restoring growth close to 5%. That is 7.5% in 2021, and around 5% in 2022 and 2023. Much of the growth relies on services-driven activities: financial, telecommunications, retail, tourism and a regional hub for manufacturing. The agriculture sector's contribution to economic growth is small and sometimes negative due to weather-related shocks, such as frequent droughts. However, the contribution to employment is more than 50% of the total in Kenya.

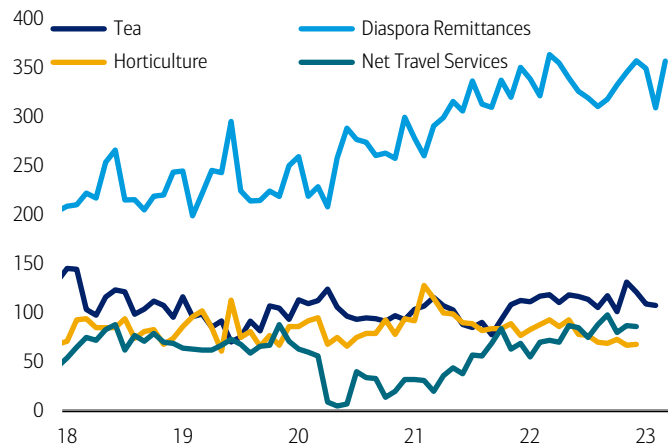
Narrow economy + structural twin deficits

Kenya has a narrow economic base and structural twin deficits that rely more on debt financing and less on FDI. It has limited domestic goods production and relies on

imports. Peers in Southern and West Africa are endowed with resources that allow them to run consistent trade surpluses. The services and agriculture sectors are key for economic growth and export receipts. The top-five USD earnings come from: diaspora remittances, Kenya airline receipts, tourism receipts, tea exports and horticulture. All current account receipts combined are not sufficient to cover current account payments, leading to moderately high current account deficits. Diaspora remittances are the single-largest source of current account receipts. Remittance growth is striking, and the tourism recovery has been strong. Tea and horticulture are performing broadly in line with historical levels. Services receipts have recovered robustly, primarily on the back of a revival in tourism.

Exhibit 7: Kenya's key goods and services exports (mn US\$)

Diaspora remittances are single largest source of USD inflows



Source: Haver, BofA Global Research

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