

REPUBLIC OF KENYA



# REPORT

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## THE AUDITOR-GENERAL

ON

### CONSOLIDATED FUND SERVICES - PUBLIC DEBT EXPENDITURE

FOR THE YEAR ENDED  
30 JUNE, 2025

THE NATIONAL TREASURY

THE NATIONAL ASSEMBLY  
PAPERS LAID

DATE: 11 MAR 2026

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**THE NATIONAL TREASURY**  
**CONSOLIDATED FUND SERVICES - PUBLIC DEBT**  
**ANNUAL REPORT AND FINANCIAL STATEMENTS**  
**FOR THE FINANCIAL YEAR ENDED**  
**30<sup>TH</sup> JUNE 2025**

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**Transitional IPSAS Financial Statements/Prepared in accordance with the Accrual Basis  
of Accounting Method Under International Public Sector Accounting Standards (IPSAS)**

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## **1. Acronyms and Definition of Key Terms**

### **A. Acronyms and Abbreviations**

AfDB	African Development Bank
AFD	Agence Development France
AIA	Appropriation in Aid
AU	African Union
CGAAA	County Government Additional Allocation Act
CS	Cabinet Secretary
CBK	Central Bank of Kenya
CFS	Consolidated Fund Services
CS	Cabinet Secretary
DP	Development Partner
EDF	European Development Fund
EIB	European Investment Bank
GCF	Green Climate Fund
GBF	General Budget Support
GF	Global Fund
GoK	Government of Kenya
IDA	International Development Association
IBEC	Intergovernmental Budget and Economic Council
IFAD	International Fund for Agricultural Development
IGAD	Inter Governmental Authority on Development
IFMIS	Intergraded Financial Management Information System
IPSAS	International Public Sector Accounting Standards
IMF	International Monetary Fund
IUCN	International Union for Conservation of Nature & Natural Resources
ICPAK	Institute of Certified Public Accountants of Kenya
IPSAS	International Public Sector Accounting Standards
ISB	International Sovereign Bond
KSHS	Kenya Shillings
MDA	Ministries, Departments and Agencies
MDB	Multilateral Development Banks
MTDS	Medium-Term Debt Strategy
OAG	Office of the Auditor General

OCOB	Office of the Controller of Budget
ODA	Official Development Assistance
OSHA	Occupational Safety and Health Act of 2007
PDMO	Public Debt Management Office
PFM	Public Finance Management
PforR	Programme for Results
PIU	Project Implementation Unit
PSASB	Public Sector Accounting Standards Board
PAS	Principal Administrative Secretary
PS	Principal Secretary
PSASB	Public Sector Accounting Standards Board
PPE	Property Plant & Equipment
SAGAs	Semi-Autonomous Government Agencies
SDSS	Special Data Dissemination Standard
SC	State Corporations
ROR	Receiver of Revenue
TNT	The National Treasury
UN	United Nations
UNEP	United Nations Environmental Programme
UNDP	United Nations Development Programme
UNICEF	United Nations International Children Education Fund
UNFPA	United Nations Fund for Population Activities
USAID	United States AID

## **B. Definition of Key Terms**

**Aid Effectiveness:** The extent to which development cooperation achieves intended results, guided by principles of country ownership, alignment with national priorities, harmonization of donor efforts, results-based management, and mutual accountability.

**Budget Support:** Direct financial transfers to the national exchequer to fund the national budget or sector-specific expenditures, typically based on performance or agreed benchmarks.

**Commercial Loans:** Non-concessional loans obtained on market terms, often with higher interest rates and shorter repayment periods, typically sourced from private lenders or syndicated financial institutions.

**Concessional Loans:** Loans offered on terms substantially more favourable than market terms, often involving lower interest rates, longer grace periods, and extended repayment durations. Typically offered by multilateral development banks and bilateral agencies.

**Debt Security:** A financial instrument that represents a borrower's obligation to repay money to an investor (lender) under agreed terms.

**Exchequer:** The Consolidated Fund established under Article 206 of the Constitution which will be held in a bank account called the National Exchequer Account, as stipulated in section 17 of the Public Finance Management Act, Cap412A, into which all revenues and proceeds of loans raised shall be paid and credited and from which issues from public services shall be made in a timely manner.

**Export-credit financing:** Government financial support, direct financing, guarantees, insurance or interest rate support provided to foreign buyers to assist in the financing of the purchase of goods from national exporters.

**External Resources:** All financial and technical assistance mobilized from bilateral, multilateral, philanthropic, and private entities to support public investment, service delivery, and capacity development. This includes grants, loans, guarantees, technical cooperation, and capital market instruments.

**Fiduciary Management:** Members of management directly entrusted with the responsibility of financial resources of the organization

**Foreign Direct Investment:** A category of investment that reflects the objective of establishing a lasting interest by a resident enterprise in one economy (direct investor) in an enterprise (direct investment enterprise) that is resident in an economy other than that of a direct investor.

**Grants:** Non-repayable financial resources provided by a donor, usually a government or philanthropic institution, to support development activities aligned with national or community priorities

**International Sovereign Bond:** A debt security issued by sovereign government in the international capital market to raise funds from foreign investors.

**Multilateral Development Banks (MDBs):** Institutions comprising multiple country members that provide financial and technical support for development, e.g., AfDB, World Bank.

**Official Development Assistance (ODA):** Government aid flows to developing countries and multilateral institutions that are concessional in character and primarily intended for the promotion of economic development and welfare, as defined by the OECD-DAC.

**Results-Based Financing:** A financial model in which disbursements are contingent upon the achievement of pre-agreed results or performance indicators.

## **I. Key Information and Management**

### **(a) Background information**

The Public Debt Management Office (PDMO) was established under the Public Finance Management (PFM) Act, Cap412A, which provides the institutional framework for managing Kenya's public debt. The Act outlines the roles and responsibilities of both the PDMO and the Cabinet Secretary for the National Treasury and Economic Planning in public debt management. The PDMO is domiciled in Kenya and has its offices in the National Treasury building.

### **(b) Mandate**

The PDMO derives its vision and mission from the National Treasury, in which states:

#### **Vision**

Excellence in Economic and Public Financial Management, and Development Planning.

#### **Mission**

To Provide Leadership in Economic and Public Finance Management, and development planning for shared growth through formulation, implementation and monitoring of economic, financial and development policies.

#### **Core Values**

The National Treasury believes that, for successful implementation of its mandate and realization of the national goals and aspirations, a culture of good corporate governance and optimal utilization of its resources for the overall benefit of the citizens is imperative.

To this extent, the National Treasury is committed to providing quality services to all and is guided by the following Core Values;

1. Stakeholder Participation: Adopt a participatory approach to policy formulation, planning, budgeting, monitoring and evaluation to facilitate inclusiveness, ownership and consensus.
2. Transparency and Accountability: Committed to openness, prudence and accountability in service delivery.
3. Results Oriented: Pursuing timely and effective attainment of targeted results at all levels.
4. Integrity: Uphold high moral standards and professional competence in service delivery.
5. Customer Focus: Putting customers first and continuously provide equitable, timely and quality services that match or exceed their expectations.
6. Teamwork and Commitment: Embracing teamwork and commitment through collaborative efforts of all actors to achieve common goals.

The Public Debt Management Office draws its mandate from Section 62 (3) of the PFM Act, Cap412A. This provides that the objectives of the Public Debt Management Office are to—

- a) Minimise the cost of public debt management and borrowing over the long-term taking account of risk;
- b) Promote the development of the market institutions for Government debt securities; and
- c) Ensure the sharing of the benefits and costs of public debt between the current and future generations.

In addition, the principal activities of the PDMO as mentioned in Section 63 of the PFM Act, Cap412A, and the Public Finance Management (National Government) Regulation 194 include—

- (a) Carrying out the government's debt management policy of minimizing its financing cost over the long-term taking account of risk;
- (b) Maintaining a reliable debt data base for all loans taken by the national government, county governments and their entities including other loans guaranteed by the national government;
- (c) prepare and update the annual medium-term debt management strategy including debt sustainability analysis;
- (d) Prepare and implement the national Government borrowing plan including servicing of outstanding debts;
- (e) Acting as the principal in the issuance of Government debt securities on behalf of the National Treasury;
- (f) Monitor and evaluate all borrowing and debt-related transactions to ensure that they are within the guidelines and risk parameters of the debt management strategy;
- (g) Process the issuance of loan guarantees including assessment and management of risks in national Government guarantees.
- (h) Transact in derivative financial instruments in accordance with best international practices benchmarked to the debt management offices of other governments that are internationally respected for their practices.

### **(c) Key Management**

The Public Debt day-to-day management is under the following Key organs/Offices/Directorates/Divisions;

#### **Office of the Principal Secretary**

The Principal Secretary is responsible for the day-to-day administration of the National Treasury operations and is the Accounting Officer. In addition, the Principal Secretary is charged with the responsibility of approving public debt payments and public debt reports.

**Directorate of Public Debt Management Office**

The Directorate is headed by a Director General and is organized into the following three (3) technical Departments each headed by a director:

- (a) Resource Mobilization (Front Office);
- (b) Debt Policy, Strategy and Risk Management (Middle Office); and
- (c) Debt Recording and Settlement (Back Office).

**(d) Fiduciary Management**

The key management personnel who held office during the financial year ended 30<sup>th</sup> June 2025 and who had direct fiduciary responsibility were:

No.	Designation	Name
1.	Principal Secretary	Dr. Chris Kiptoo, CBS
2.	Principal Administrative Secretary	Mr. Samson Wangusi, OGW
3.	Director General, BFEA	Mr. Albert Mwenda, MBS
4.	Director General, Accounting Services	FCPA, Bernard Ndung'u, MBS
5.	Director General, PDMO	Mr. Raphael O. Otieno
6.	Director, Budget Department	Mr. Francis Anyona, OGW
7.	Director, Public Procurement Department	Mr. Eric Korir
8.	Internal Auditor General	Dr. CPA Sammy Kimunguyi CFE, CISA
9.	Director, Government Accounting Services Department	Mr. Jona Wala
10.	Director, Exchequer Services	Ms. Jane W.N.Macharia, OGW
11.	Director, Integrated Financial Management Information System	Mr. Mboni Kyallo
12.	Director, Resource Mobilization Department	Mr. Amos Cheptoo
13.	Director, Debt Policy, Strategy and Risk Management Department	Mr. Daniel Ndolo, OGW
14.	Director, Debt Recording and Settlement Department	Mr. Jeremiah Tomno
15.	Director, Human Resource Management and Development	Mr. Benson Giuthua
16.	Director, Information Communication and Technology	Mr. Edward Rutere
17.	Director, Central Planning and Project Monitoring Department	Mr. John Olela
18.	Director Accounting Services/Head, Accounts Division	CPA. George K. Gichuru
19.	Director/Head, SCMU	Mr. Caleb Ogot
20.	Director, Public Communications Unit	Mr. Godfrey Isiya
21.	Ag. Director Administration	Mr. Denis Kirui
22.	Head, Finance Unit	Mr. Ambrose Ogango
23.	Senior Deputy Internal Auditor General /Head, Internal Audit Unit	CPA. Lucy Mugwe

No.	Designation	Name
24.	Deputy Chief State Counsel, Legal Unit	Ms. Faith Chirchir
25.	Programme Coordinator, Public Financial Management Reform Secretariat	Mr. Joel Bett

**(e) Fiduciary Oversight Arrangements**

The fiduciary oversight arrangements of the PDMO are supported by committees established by the National Treasury. The committees include:

**i. Audit Committees**

In line with the Public FMA, Cap412A, the National Treasury has established a Ministerial Audit Committee comprising six members, four of whom are independent. The Committee provides overall oversight and quality assurance including follow up on the effectiveness of implementation of audit recommendations.

The committee support the Accounting Officer with regard to the responsibilities for issues of risk, control, governance and associated assurance. The Committee also follow up on the implementation of the recommendations of internal and external auditors.

**ii. Public Finance Management Committees**

**Budget Implementation Steering Committee**

To effectively monitor the implementation of the National Government budget implementation, the National Treasury has established a steering Committee chaired by the Cabinet Secretary, National Treasury. The Principal Secretaries for the National Treasury and State Department for Economic Planning provide general oversight in the Budget implementation.

**Budget Implementation Technical Committee**

The Committee is chaired by the Principal Administrative Secretary and comprises the Directors General and various Heads of Department. The Committee is responsible for monitoring the actual implementation of the identified measures and programmes and reporting detailed progress on the same regularly.

**Budget Implementation Ministerial Committee**

To monitor the implementation of the Ministry’s budget, programmes and activities, the National Treasury has appointed a committee comprising of officers from all the Departments of the Ministry. The Committee reviews and analyses the progress made by Departments in the implementation of budget and the planned programmes and activities and advises the management accordingly.

**Public Finance Management Standing Committee (PFMSC)**

Established to provide strategic guidance on Public Finance Management according to the Public Finance Management (National Government) Regulations. The committee is crucial for ensuring prudent financial management and accountability at the National Treasury.

**iii. Top Management Committee**

To monitor the implementation of the Ministry's programmes and performance, the National Treasury has appointed Senior Management Committee comprising of Directors General. The Committee receives reports from departments, build consensus on National Treasury responses to emerging issues, challenges and risks and ensures that the decisions made are implemented in a timely manner. Additionally, the National Treasury constituted Ad hoc Committees to handle specific assignments in the Financial Year 2024/25.

**iv. Other oversight activities**

Other fiduciary oversight arrangements include the following committees with specific objectives:

**Project Implementation Committee**

To monitor the implementation of the Government's Infrastructure Projects, the National Treasury has established a Project Steering Committee comprising Principal Secretaries from implementing Ministries and appointed a technical committee comprising officers from the technical departments of the Ministry. The Committees review and analyse the progress made by ministries in the implementation of domestically and externally funded projects and advises accordingly.

**Parliamentary Activities**

To effectively manage the parliamentary activities relating to the Ministry, the National Treasury has established a committee and designated a liaison officer to coordinate the activities under the Office of the Cabinet Secretary.

**Development Partner Oversight**

To effectively manage Official Development Assistance to the Government, the National Treasury has, under the Public Debt Management Office has designated Resource Mobilization Department, a department responsible for all matters relating to Development Partners. The Department has various Units that coordinate different development partner activities in the Country.

**Public Financial Management Sector Working Group**

To facilitate the implementation of financial management reforms, the National Treasury has appointed senior officers to the Public Financial Management Sector Working Group. The Committee plays an oversight role in the implementation of financial reforms in the public service in collaboration with the development partners.

**The National Treasury Monitoring and Evaluation Technical Committee (NTPMEC)**

The National Treasury undertakes monitoring and evaluation exercises to establish progress made in the implementation of various programmes and projects including those that are funded by the development partners.

The National Treasury Monitoring and Evaluation Technical Committee (NTPMEC) is a dedicated technical committee that was established by PS/NT on 28<sup>th</sup> May, 2024 to mainstream PM&E practices within the National Treasury and ensure effective oversight and evaluation of fiscal policies, budgetary allocations, and public investments.

The Committee is mandated to enhance the efficiency, transparency, and accountability of the planning, budgeting, financial management, and M&E practices within the National Treasury. It aims to provide systematic oversight, evaluation, and evidence-based recommendations for functional and operational efficiency and realization of intended strategic outcomes.

**(f) Entity Headquarters**

The National Treasury  
P.O. Box 30007 - 001000  
Treasury Building  
Harambee Avenue  
**Nairobi, Kenya**

**(g) Entity Contacts**

Telephone: (254)020-2252299  
Email: [Communication@treasury.go.ke](mailto:Communication@treasury.go.ke)  
Website: [www.treasury.go.ke](http://www.treasury.go.ke)

**(h) Entity Bankers**

Central Bank of Kenya  
Haile Selassie Avenue  
P.O. Box 60000  
City Square 00200  
**Nairobi, Kenya**

**(i) Independent Auditor**

Auditor-General  
Office of the Auditor General  
Anniversary Towers, University Way  
P.O. Box 30084  
GPO 00100  
Nairobi, Kenya

**(j) Principal Legal Adviser**

The Attorney General  
State Law Office and Department of Justice  
Harambee Avenue  
P.O. Box 40112  
City Square 00200  
Nairobi, Kenya

## II. Profile of Cabinet Secretary

### Cabinet Secretary



**HON. FCPA. JOHN MBADI NG'ONGO, EGH** is the Cabinet Secretary (CS) for The National Treasury. Before his appointment, Hon. Mbadi had an extensive career in public service, most recently serving as a nominated Member of Parliament (MP) and the Chairperson of the Public Accounts Committee in the National Assembly.

The CS has a rich history in legislative leadership, having served as the elected MP for Suba South Constituency. His experience extends to roles such as Assistant Minister in the Office of the Prime Minister and Leader of Minority in the National Assembly. Throughout his parliamentary tenure, he was a member of numerous key committees, including the House Business Committee, Liaison Committee, Budget and Appropriations Committee, Selection Committee, Appointments Committee, Public Accounts Committee, Public Investments Committee, Constitutional Implementation Committee, the Ad Hoc Committee on the Cost of Living, and the Defence and Foreign Relations Committee. Notably, he was also a member of the Legislative Taskforce responsible for drafting the Public Finance Management Act, Cap412A.

In addition to his political and legislative accomplishments, the CS is a seasoned finance professional with 28 years of experience. He has held the position of Accountant at the University of Nairobi and served as the Chair of Medair East Africa. Hon. Mbadi holds a Bachelor of Commerce degree with a specialization in Accounting from the University of Nairobi and is a registered member of the Institute of Certified Public Accountants of Kenya (ICPAK). His professional affiliations extend to the Architectural Association of Kenya (AAK), the Institute of Quantity Surveyors of Kenya, and the Chartered Institute of Arbitration.

His contributions have been recognized with honours such as the Chief of the Order of the Burning Spear (CBS) and Elder of the Order of the Golden Heart of Kenya (EGH). His skills span planning, budgeting, financial analysis, accounting, economics, and community development, complemented by strong leadership, effective communication, and interpersonal skills.

### III. Profile of Accounting Officer and Key Management.

#### Accounting Officer and Key Management



**DR. CHRIS K. KIPTOO, CBS** is the Principal Secretary, the National Treasury. He was appointed Principal Secretary by H.E the President William Samoei Ruto on 1<sup>st</sup> December 2022. Since his appointment, Dr Kiptoo has been at the forefront in implementing Fiscal consolidation, Public Debt management including the Eurobond, expenditure rationalization, revenue mobilization as well as reform of state-owned enterprises (SOEs).

Dr. Kiptoo is the immediate former Principal Secretary, Ministry of Environment and Forestry. Before that, he also served as a Principal Secretary at the State Department of Trade, Ministry of Industry, Trade & Cooperatives.

In his working career, Dr. Kiptoo has acquired a rich wealth of experience in economic policy analysis, mainly gained at the Central Bank of Kenya, Capital Market Authority and the International Monetary Fund, where he served in various capacities. His expertise especially relates to the design and implementation of monetary policy; balance of payments and exchange rates; fiscal operations and policy; financial sector matters including capital markets; national accounts/real sector; macroeconomic accounting, modelling and forecasting.

Additionally, Dr. Kiptoo has proven experience in environment and climate change policies, trade policy and regional integration, private sector development and advocacy, infrastructure development, institutional development of Government institutions and organisational management, all mainly gained at the Ministry of Environment and Forestry, State Department of Trade as well as Trade Mark East Africa.

#### IV. Statement by the Cabinet Secretary



The Annual Public Debt Financial Statement has been prepared in accordance with Section 81 of the Public Finance Management Act, Cap 412A. The statement highlights key issues affecting Public Debt during the Financial Year 2024/25 and details the strategic and policy measures the government is implementing to maintain debt levels within sustainable limits. It also addresses compliance with legal thresholds for public debt to Gross Domestic Product (GDP) in Present Value terms (PV) by 2028.

During the Financial Year 2024/25, the following challenges affected public debt management:

- i. High debt servicing obligations arising from both external and domestic maturities.
- ii. Depreciation of the Kenya Shilling against the Euro and Special Drawing Rights (SDRs), which increased the cost of foreign-denominated debt.
- iii. Heightened reliance on domestic borrowing, which elevated refinancing risks and increased the overall cost of servicing domestic debt.

To mitigate these challenges, the government implemented a series of liability management strategies, including debt buybacks, switches, and refinancing of upcoming maturities. Notably, the successful implementation of the Eurobond Liability Management Operation, in which the National Treasury successfully issued a new USD 1.5 billion Eurobond. This facilitated a partial buyback of USD 579 million to refinance the 2024 Eurobond, helping reduce rollover risk and stabilize foreign exchange reserves.

Additionally, the government prioritized extending the maturity profile of domestic debt by issuing longer-term Treasury bonds. This approach aimed at easing rollover pressures, distributing repayment obligations over time, reducing refinancing risk and creation of fiscal space for priority expenditures. The government also focused on reprofiling and negotiating concessional external resources to lower borrowing costs.

To enhance debt sustainability, the government initiated a major reform to automate debt service payments. This initiative seeks to eliminate manual processing and improve accountability. The automation of debt service payments is supported by the integration of the Commonwealth Meridian Debt Management System with the Integrated Financial Management Information System (IFMIS), DhowCSD system and the Central Bank of Kenya's (CBK) core banking platform.



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**Hon. FCPA John Mbadi Ng'ong'o, EGH**  
**CABINET SECRETARY**  
**THE NATIONAL TREASURY**

**V. Statement by the Accounting Officer**



The FY 2024/25 Public Debt Financial Statement has been prepared to highlight key developments in public debt management during the fiscal year. It consolidates both the successes and challenges encountered in executing debt-related activities, alongside a summary of high-level financial performance.

During the reporting period, the National Treasury undertook a broad range of activities aligned with the principles of prudent public debt management. It remained committed to its mandate by implementing significant reforms aimed at strengthening debt management.

One of the most notable undertakings was the issuance of domestic securities, which played a critical role in financing the national budget, managing liquidity in the domestic market, and smoothing the maturity profile of existing debt. Another key initiative in Kenya's debt management, was the domestic debt redemption of maturing securities and the strategic rollover of select maturities, aimed at effectively managing refinancing risks. The consistent issuance of government securities supported market stability by attracting strong investor participation and moderating yields, further deepening the domestic debt market.

To enhance transparency in debt management, the Commonwealth Meridian Debt Management System has been implemented, providing real-time access to debt statistics and improving stakeholder confidence. Additionally, priority has been given to capacity building and training for debt managers, focusing on sovereign risk analysis, debt sustainability assessments (DSA), and issuance strategies, all of which are critical for effective debt management.

The implementation of these initiatives delivered notable achievements across several areas of public debt management. Primarily, the timely and accurate servicing of both external and domestic debt obligations was sustained, reinforcing investor confidence, safeguarding Kenya's credit rating, and preserving the country's international financial standing.

Equivalently, fiscal transparency and accountability were significantly strengthened through the regular publication of monthly debt bulletins and annual debt reports. These efforts enhanced public access to debt information and aligned Kenya's reporting practices with international best practices.

Lastly, resource mobilization efforts yielded positive outcomes, with Kshs 1,077 billion raised domestically and Kshs 547 billion externally, ensuring that the government's financing needs were met in a balanced and sustainable manner.

Despite these achievements, public debt management continued to face a number of challenges. High debt service costs, particularly on domestic interest payments, exerted considerable pressure on fiscal

space and constrained the resources available for development spending. Equally, exchange rate volatility and depreciation of the Kenya Shilling against the Euro, Japanese Yen and Special Drawing Rights significantly increased the cost of servicing external debt, amplifying fiscal vulnerabilities.

Furthermore, a shortfall in ordinary revenue collection necessitated greater reliance on short-term domestic borrowing, thereby heightening refinancing risks. While, limited access to international markets, compounded by elevated global interest rates, constrained Kenya's ability to secure affordable external commercial financing.



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**Dr. Chris K. Kiptoo, CBS**  
**PRINCIPAL SECRETARY**  
**THE NATIONAL TREASURY**

## **2. Statement of Performance Against Predetermined Objectives for FY 2024/2025**

Section 81 (2) (f) of the Public Finance Management Act, Cap412A requires that, at the end of each financial year, the accounting officer when preparing financial statements of each National Government Entity in accordance with the standards and formats prescribed by the Public Sector Accounting Standards Board presents a statement of performance against predetermined objectives of the entity.

The key strategic objectives as per the Public Debt Management Office strategic plan for FY 2023-2027 are to:

- a) Mobilization of External and domestic resources,
- b) Diversification of borrowing sources,
- c) Undertake periodical portfolio review, assessment and reporting,
- d) Enhance Debt management efficiency and transparency.

### **Progress on Attainment of Strategic Development Objectives**

Expenditure in the FY 2024/2025 was geared toward the realization of the aforementioned strategic objectives as captured in the Strategic plan for FY 2023-2027. Linked to these objectives are specific programmes, outcomes and outputs and performance indicators. The implemented programmes are tabulated against actual achievements. Below is the progress implementation of the stated objectives:

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**Table 1: Programme Performance for the FY 2024/2025**

Programme	Strategic Objective	Outcome	Output	Output Indicator	Achievement for the FY 2024/2025			Cummulative Achievement by end of the FY 2024/2025			Remarks
					Target	Actual	Variance	Target	Actual	Variance	
Public Financial Management	Resource Mobilization	Transparent and accountable management of public resources	Donor Funds Disbursed	Funds disbursed to MDAs as a % of the external resources mobilized	100	86	-14	100	86	-14	Target not achieved due to low absorption by MDAs
Public Financial Management	Resource Mobilization	Transparent and accountable management of public resources	Donor Funds Disbursed	External resources mobilized as a % of fiscal gap	55	53	-2	55	53	-2	Target not fully achieved due to non-disbursement of the 7 <sup>th</sup> Development Policy Operation (DPO7) by the World Bank.
Public Financial Management	Resource Mobilization	Transparent and accountable management of public resources	Annual Borrowing Plan	No. of Annual Borrowing Plans	1	1	0	1	1	0	Target achieved
Public Financial Management	Resource Mobilization	Transparent and accountable management of public resources	Bonds Issued	No. of Sovereign/ Green bonds issued	1	2	1	1	2	1	Target achieved, the government issued USD 1.5 billion sovereign bond, whose proceeds were used to buy back part of USD 2 billion Eurobond Maturing in June 2024
Public Financial Management	Resource Mobilization	Transparent and accountable management of public resources	Bonds Issued	No. of benchmark bonds issued	12	6		12	6		First Quarter Target achieved, this was due to 3 new benchmark bonds issued and 3 earlier issues were re-opened to new investors.

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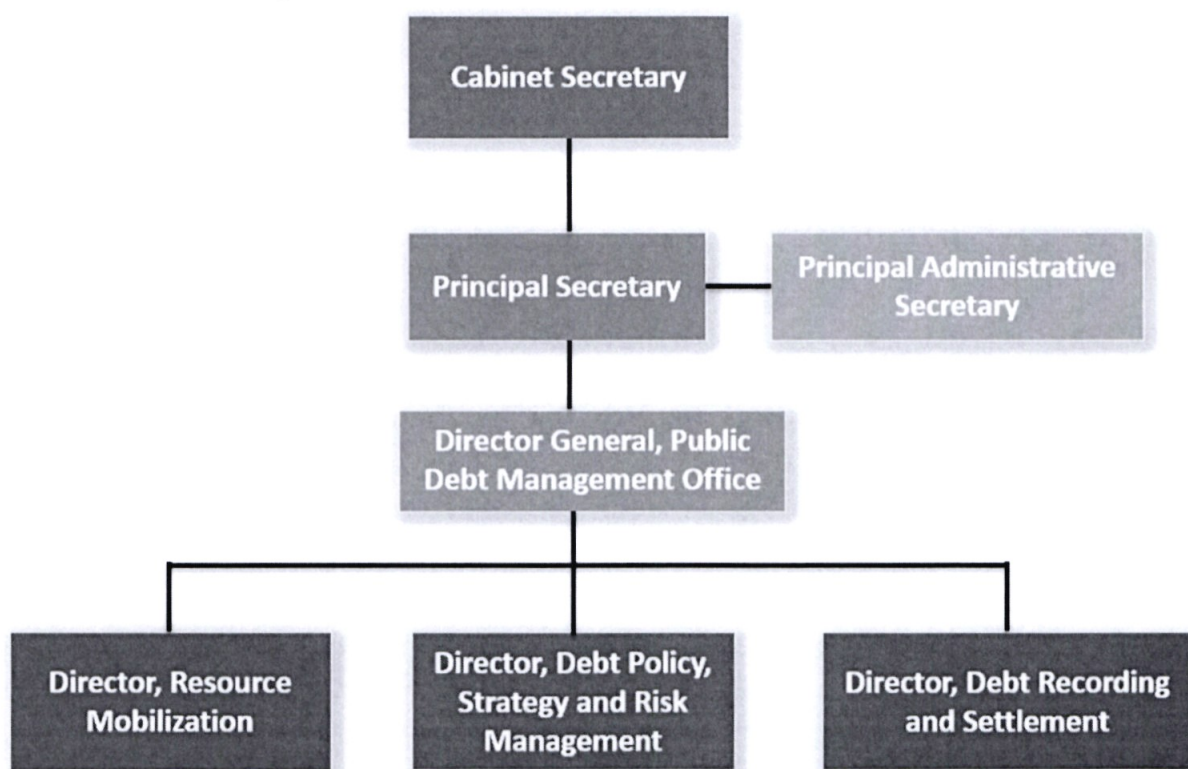
Programme	Strategic Objective	Outcome	Output	Output Indicator	Achievement for the FY 2024/2025			Cumulative Achievement by end of the FY 2024/2025			Remarks
					Target	Actual	Variance	Target	Actual	Variance	
Public Financial Management	Debt Management	Transparent and accountable management of public resources	Medium Term Debt Strategy Developed	No. of Medium-Term debt strategy developed	1	1	0	1	1	0	Target achieved
Public Financial Management	Debt Management	Transparent and accountable management of public resources	Published Annual Debt Report	No. of Annual Debt Reports Published	1	1	0	1	1	0	Target achieved
Public Financial Management	Debt Management	Transparent and accountable management of public resources	Annual Public Debt Management Performance report	No. of developed Annual Public Debt Management performance report	1	1	0	1	1	0	Target achieved
Public Financial Management	Debt Management	Transparent and accountable management of public resources	Mature serviceable public debt serviced	% of mature serviceable public debt serviced	100	100	0	100	100	0	Target achieved
Public Financial Management	Debt Management	Transparent and accountable management of public resources	Published the External Public Debt Register on the TNT website	No. of Published External Public Debt Stock & Register on the TNT website	1	1	0	1	1	0	Target achieved

### 3. Governance Statement

#### i. Leadership and Governance Structure of Public Debt Management Office

The PDMO is established under Section 62 of the PFM Act, Cap412A, and it is domiciled within the National Treasury. The governance structure is designed to ensure prudent, transparent, and sustainable management of the country’s debt portfolio. The overall leadership rests with the Principal Secretary, National Treasury, supported by the Director-General for Public Debt Management.

The PDMO Leadership Structure



#### ii. Audit and Management Committees

In line with the Public Finance Management Act, Cap412A, the National Treasury has established an Audit Committee comprising officers from each department in the PDMO. The role of the committee is to respond to audit issues in relation to public debt management activities as well as provide oversight on the effectiveness and implementation of audit recommendations. During the FY 2024/2025, the office of the Auditor General commenced a Forensic Audit on the status of public debt.

#### iii. Risk Management Policies

The PDMO operates under a comprehensive Risk Management Framework aligned to the National Treasury's Risk Management Policy. During the FY 2024/2025 the PDMO developed a comprehensive risk register to guide monitoring and mitigation of risks.

**iv. Training and Development on Governance**

In the reporting period, the PDMO supported key leadership staff to attend leadership and strategic management courses at the Kenya School of Government and other reputable international institutions. These initiatives have strengthened technical competencies, promoted ethical leadership, and enhanced the governance culture within the PDMO.

**v. Public Participation Activities**

In line with Article 201 of the Constitution of Kenya, 2010 and the Public Finance Management Act, Cap412A, the PDMO held a public participation forum on the 2025 Medium-Term Debt Strategy (MTDS). The forum provided an opportunity for the citizens and all stakeholders to review and give feedback on proposed borrowing plans and risk management measures. Insights from these engagements were incorporated into the final MTDS to strengthen its relevance and credibility.

In addition to this, the PDMO continues to disseminate the Annual Public Debt Management Report (APDMR) and the Monthly Debt Bulletins through the National Treasury website, thereby ensuring access to information and transparency. The Office also engaged in regular media briefings and Parliamentary sessions to provide updates on debt developments and reinforce accountability in line with constitutional provisions. Through these activities, the PDMO has fostered a participatory and transparent approach to debt management, ensuring that borrowing decisions and debt strategies remain inclusive and well-informed by stakeholder inputs.

**vi. Compliance with Laws and Regulations**

The PDMO ensures that public debt management activities adhere to legal requirements under the Constitution of Kenya, 2010 and the PFM Act, Cap412A along with attendant regulations.

**a. Legal Framework**

Public debt is defined under Article 214 of the Constitution. The PFM Act, Cap412A (Sections 64 and 33) and its regulations require the PDMO to prepare, publish, and publicize various reports in a timely and transparent manner.

**b. Published Reports and Timelines**

**(i) Annual Public Debt Management Report (APDMR)**

Published annually within three months after the end of the fiscal year, as required by Section 64(2)(c) of the PFM Act and Regulation 200 of the PFM (National Government) Regulations, 2015

**(ii) Medium-Term Debt Management Strategy (MTDS)**

On or before the 15th of February in each year, the report is prepared and published by the PDMO as mandated by Section 33(1) and Section 62(2)(b) of the PFM Act

**(iii) Monthly and Quarterly Debt Bulletins**

These reports provide monthly updates on public and publicly guaranteed debt. They are published monthly on the National Treasury website.

**(iv) Annual Borrowing Plan (ABP)**

The PDMO prepares and publishes the ABP each year as mandated in section 63(d) and 64 (2)(b) to guide implementation of the MTDS as stipulated in Section 186 of the PFM (National Government) Regulations, 2015

**(v) Report on New Loans Contracted by Government**

The office prepares and submits to Parliament the report every four months in accordance with Section 31(3) of the PFM Act, Cap412A.

**(vi) External Resources Estimates Handbook**

A report on the external borrowing is published annually as aligned to the Constitution, the Public Finance Management Act, Cap412A, the Public Debt and Borrowing Policy, and the Kenya External Resources Policy (KERP). These legal and policy frameworks guide the sourcing and management of the ODA.

**(vii) External Public Debt Register**

Annually prepared and publicized as required under PFM Act, Cap412A and Public Audit Act, 2003.

**(viii) Guarantees Debt Report**

The office publishes this report annually, as mandated by Article 213 of the Constitution and Sections 32 (1)(2) of the PFM Act, Cap412A; it details all government guarantees issued in the financial year.

**c. Operational Systems and Oversight**

The PDMO utilizes the Commonwealth Meridian system for all debt operations—enhancing accuracy and standardization in line with international best practices such as the IMF’s GFSM 2014 and the World Bank’s DRS.

Oversight and compliance are reinforced through: Internal and external audits, scrutiny by the Parliamentary Committees on Budget and Public Debt, and Authorization of withdrawals from the CFS by the Controller of Budget.

#### 4. Management Discussion and Analysis

The financial year 2024/25 marked a pivotal chapter for the PDMO, as it continued to implement strategic initiatives aimed at ensuring the sustainability of Kenya's public debt. The National Treasury has pursued a balanced approach to borrowing, ensuring that financing needs are met at the least possible cost and with a prudent degree of risk in line with the Medium-Term Debt Strategy (MTDS) 2025 and the Public Finance Management (PFM) Act, Cap412A.

Kenya's public debt has grown steadily over the last five financial years, reflecting both increased domestic and external financing requirements. The total debt stock rose from Kshs 7.7 trillion in FY 2020/21 to an estimated stock of Kshs11.8 trillion in FY 2024/25, representing an average annual growth rate of 12.0%.

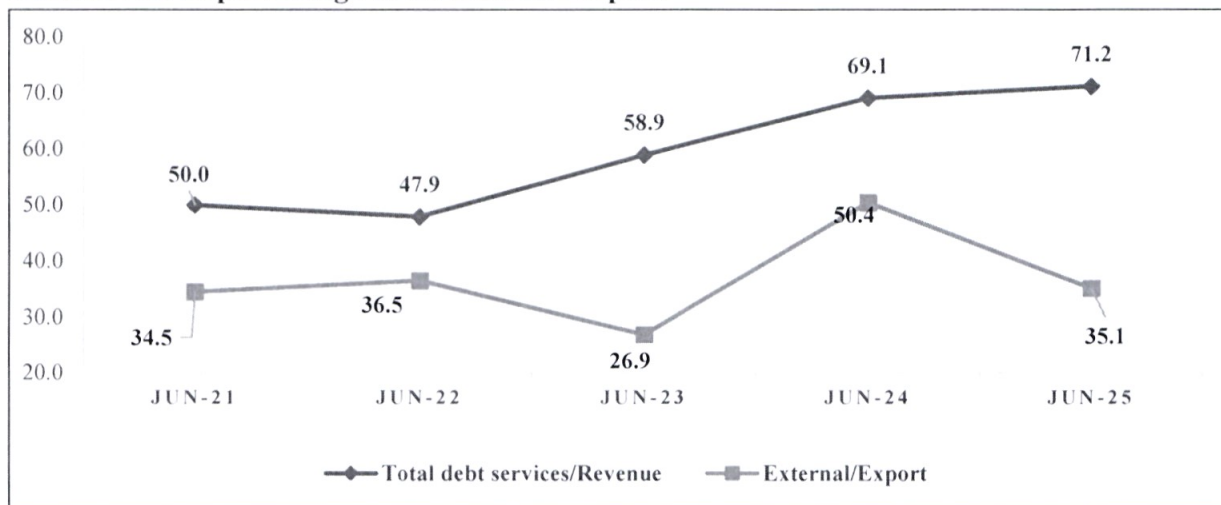
#### Trends in Kenya's Public and Publicly Guaranteed Debt

	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24	FY 2024/25*
<b>Total PPG debt stock</b>	<b>7,696,634</b>	<b>8,761,418</b>	<b>10,585,113</b>	<b>10,580,455</b>	<b>11,801,660</b>
<b>O/w External</b>	3,999,541	4,334,791	5,667,799	5,171,704	5,488,8465
<b>O/w Domestic</b>	3,697,093	4,426,627	4,917,315	5,408,751	6,313,195
<b>% share of External debt</b>	52.0	49.5	53.5	48.9	46.5
<b>% share of Domestic debt</b>	48.0	50.5	46.5	51.1	53.5
<b>Nominal GDP</b>	<b>11,304,100</b>	<b>12,752,164</b>	<b>14,274,419</b>	<b>15,826,415</b>	<b>17,434,534</b>
<b>As percentage of GDP</b>					
<b>Total PPG debt to GDP</b>	<b>68.1</b>	<b>68.7</b>	<b>74.2</b>	<b>66.9</b>	<b>67.7</b>
<b>O/w External</b>	35.4	34.0	39.7	32.7	31.5
<b>O/w Domestic</b>	32.7	34.7	34.4	34.2	36.2
<b>PV of Debt to GDP</b>	58.8	63.1	64.4	64.4	63.7
<b>Annual Growth rate</b>					
<b>Total PPG debt stock</b>	15.0	13.8	20.8	-0.0	11.5
<b>O/w External</b>	13.8	8.4	30.8	-8.8	6.1
<b>O/w Domestic</b>	16.4	19.7	11.1	10.0	16.7
<b>Real GDP Growth</b>	7.6	4.8	5.3	5.6	4.9

Similarly, debt service obligations increased from Kshs 780.6 billion in FY 2020/21 to Kshs 1,611.8 billion in FY 2024/25, driven mainly by higher interest payments on domestic debt and

rising external amortizations. This trend underscores growing fiscal pressures, with the debt service-to-revenue ratio exceeding 50% in FY 2024/25.

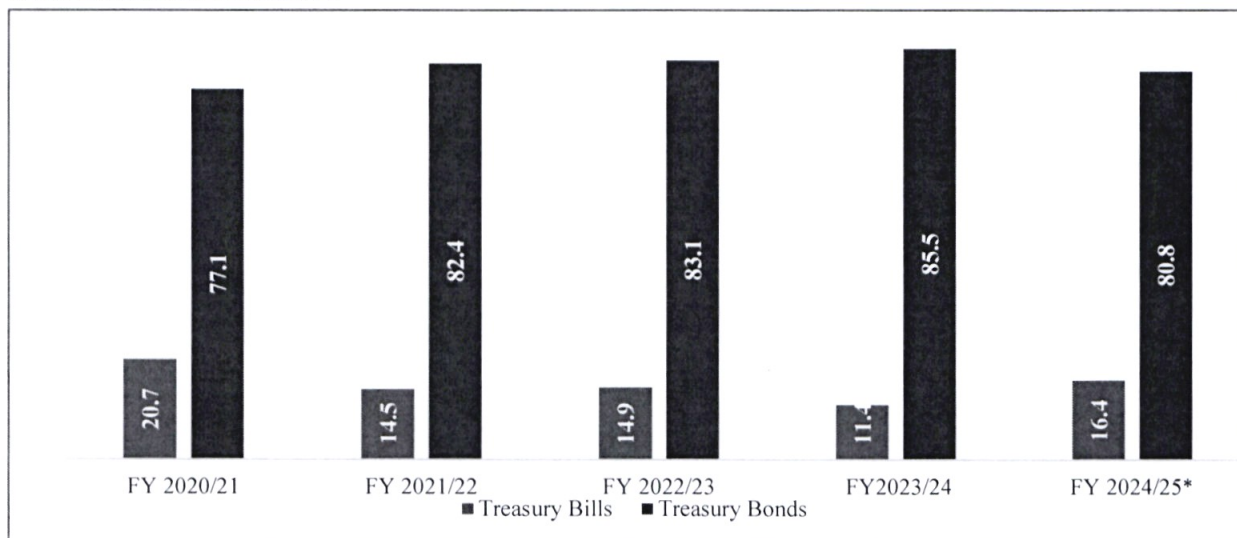
**Debt service as percentage of revenue and export**



Domestic debt interest payments stood at Kshs 776.3 billion while external interest payments were Kshs 211.2 billion. The debt portfolio remained broadly balanced at 52% domestic and 48% external, consistent with the Government’s medium-term debt strategy to mitigate foreign exchange risk while maintaining market stability.

In tandem, the Office oversaw the redemption of maturing domestic debt and executed selective rollovers to mitigate refinancing risks through the issuance of benchmark bonds. Treasury Bill holdings declined from 20.7 percent in June 2021 to 16.4 percent in June 2024, while Treasury Bonds rose to 80.8 percent of as a share of domestic debt over the same period.

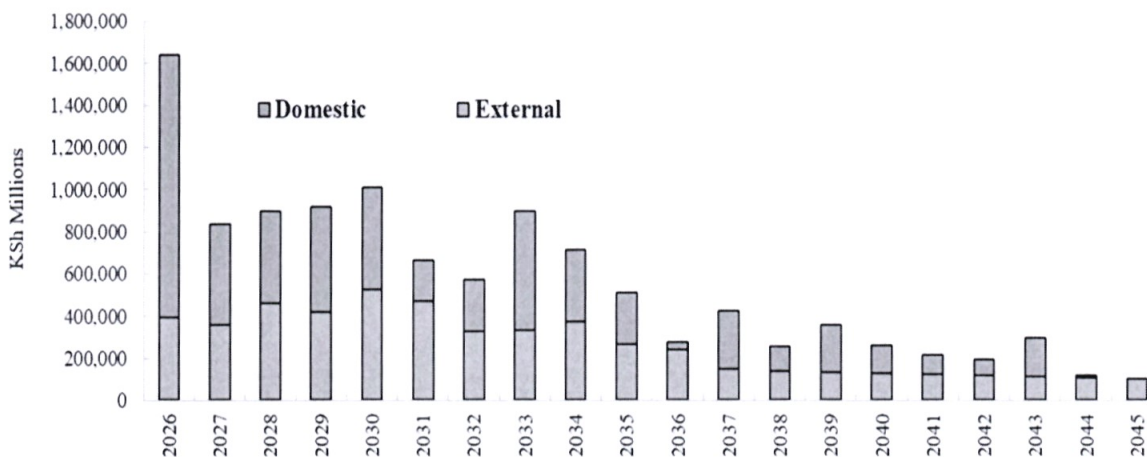
**Domestic Debt Structure**



On the external front, the PDMO ensured the timely servicing of Kenya’s multilateral, bilateral, and commercial loans, thereby safeguarding the country’s creditworthiness. It also successfully restructured and negotiated concessional external resources, which contributed to lowering the overall cost of borrowing. A major milestone was the partial buy-back and refinancing of the 2024 Eurobond, a move that significantly reduced rollover risk and smoothed the maturity profile.

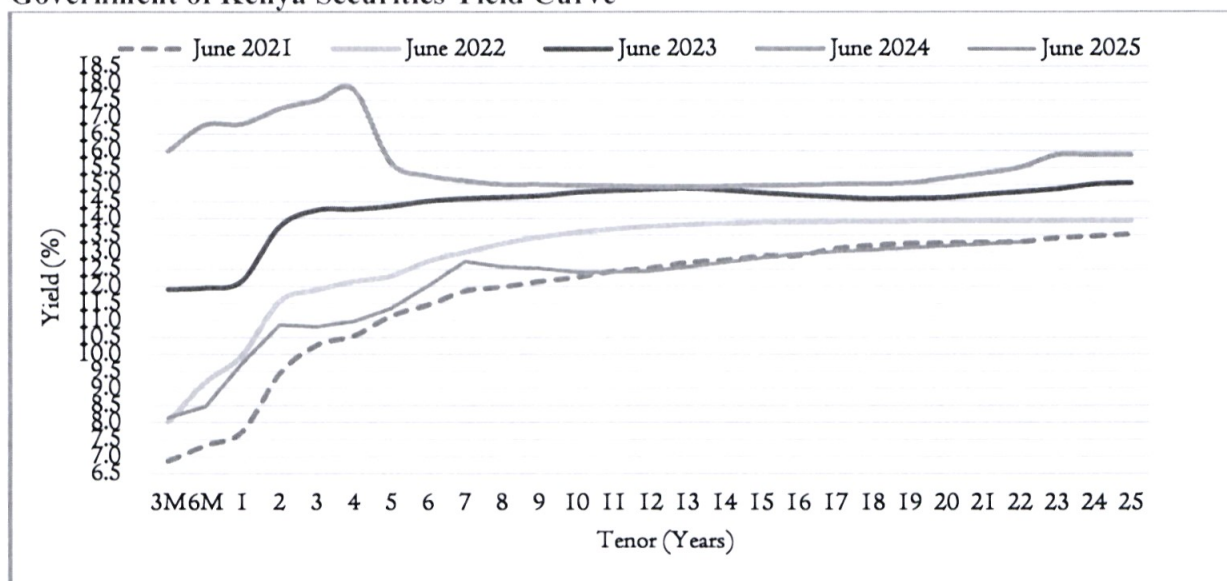
Macroeconomic performance has significantly influenced public debt trends in Kenya. During the period under review, Kenya’s economy was on a stable recovery path despite challenges occasioned by global shocks. In 2025, the Kenyan shilling stabilized after a period of volatility, which helped ease some of the pressures related to external debt servicing. However, public debt operations continue to encounter several risks. The refinancing risk remains high due to substantial external redemptions, particularly from Eurobonds and syndicated loans, although liability management operations have provided some relief.

**Redemption Profile of Public Debt**



Interest rate risk has intensified with elevated domestic yields, raising servicing costs, but this has been partly mitigated by lengthening maturities and issuing fixed-rate instruments.

**Government of Kenya Securities Yield Curve**



To address the challenges posed by high debt servicing costs and exchange rate volatility, the PDMO has adopted a comprehensive liability management policy. This includes debt buybacks, switches, and refinancing of upcoming maturities to smooth the repayment profile and ease near-term debt service pressures. The issuance of longer-term Treasury bonds has also been prioritized to extend the maturity profile of domestic debt and reduce refinancing risks.

During the fiscal year, public debt management operations were conducted in accordance with the Public Financial Management (PFM) Act, Cap412A and the Public Debt and Borrowing Policy. Transparency has been a fundamental principle of the Public Debt Management Office (PDMO) and has improved through the regular publication of Monthly Debt Bulletins, the Annual Public Debt Management Report (APDMR 2023/24), and the Audited External Debt Register. While the present-value debt-to-GDP ratio remains above the statutory ceiling at approximately 68 percent as of June 2025, the ongoing fiscal consolidation and portfolio restructuring are expected to restore compliance by 2028.

The PDMO has implemented the Commonwealth Meridian Debt Management System, which provides real-time access to debt statistics and improves stakeholder confidence. Looking ahead, the Office is preparing to establish the Office of the Registrar of Public Debt. This initiative aims to enhance the efficiency and transparency of government securities transactions by ensuring accurate record-keeping and timely settlement.

Another key priority is the timely preparation and publication of the Annual Borrowing Plan (ABP), which will articulate the government's borrowing needs and strategies for the upcoming financial year. The ABP will be developed in accordance with the Public Finance Management Act and made publicly available via the National Treasury's website to promote transparency and accountability.

Disclosure practices have been improved in accordance with international standards, such as the IMF's Special Data Dissemination Standard (SDDS Plus). Investor engagement has been enhanced through roadshows and structured communication, which have positively influenced market perceptions and reduced risk premiums.

The Public Debt Management Office (PDMO) is actively reviewing and refining the Public Debt and Borrowing Policy (2020) to ensure it aligns with changing economic conditions and fiscal objectives. The strategy focuses on reducing the cost of debt while managing associated risks, maintaining a balanced debt portfolio, enhancing transparency, and ensuring compliance with statutory requirements. Regular assessments of debt sustainability and the adoption of best practices are essential components of this process.

In the future, the Public Debt Management Office (PDMO) will focus on enhancing debt sustainability by automating debt service payments and integrating debt management systems. There will also be an emphasis on capacity-building initiatives. The PDMO plans to explore innovative financing instruments, such as green bonds, to support Kenya's sustainable development goals and efforts to enhance climate resilience. Additionally, capacity-building will be prioritized through training sessions for debt managers on sovereign risk analysis, debt sustainability assessments, and issuance strategies.

In conclusion, despite the challenges faced, the financial year 2024/25 was marked by significant progress in public debt management. The PDMO remains committed to prudent and transparent debt practices that safeguard Kenya's fiscal stability and contribute to the country's broader economic growth and development.

## **5. Environmental and Sustainability Reporting**

### **a) Sustainability strategy and profile**

The PDMO acknowledges that effective debt management is essential for long-term national sustainability and economic resilience. During the financial year under review, the PDMO continued to advance the National Treasury's sustainability agenda by embedding environmental, social, and governance (ESG) considerations into its core debt management functions. The Accounting Officer reaffirmed the office's commitment to aligning public debt operations with Kenya's long-term development blueprint, Vision 2030, as implemented through the Fourth Medium-Term Plan (MTP IV), the Bottom-Up Economic Transformation Agenda (BETA), and the Sustainable Development Goals (SDGs). In light of this, the debt management strategy is directly connected to Kenya's aforementioned national development priorities, ensuring the achievement of the SDGs.

In response to global trends and domestic macroeconomic shifts, the PDMO prioritized climate-resilient fiscal planning. This plan addresses Kenya's exposure to climate-related risks, including severe flooding and prolonged droughts in 2024. The office responded by developing the Draft Sustainability-Linked Financing Framework, which outlines Kenya's approach to issuing sovereign sustainability-linked debt instruments tied to measurable climate and social outcomes. This framework draws on international best practices, including the International Capital Market Association (ICMA), Sustainability-Linked Bond Principles, and positions Kenya to attract ESG-conscious investors.

To build internal capacity, the PDMO participated in the rollout of the Climate Finance Training Handbook, which equips staff with tools for climate budgeting, green tagging, and ESG integration.

Notable achievements during the year included the successful integration of ESG metrics into debt reporting templates and active participation in the national 15 billion Tree Planting Campaign.

**b) Environmental performance /climate change/ mitigation of natural disasters**

The PDMO's environmental performance is guided by the overarching policy framework of the National Treasury, which is anchored in the National Climate Change Action Plan (NCCAP III 2023–2027) and Kenya's Second Nationally Determined Contribution (NDC). The frameworks commit the government to a low-carbon, climate-resilient development pathway and mandate the integration of climate risk into fiscal and debt sustainability analysis. Although PDMO's direct operational impact is minimal, PDMO significantly influences through the financial instruments procured. The National Treasury's policy prioritizes financing that aligns with Kenya's climate mitigation and adaptation objectives, disaster resilience, and a transition to a green & blue economy.

In line with these commitments, the PDMO participated in several initiatives aimed at reducing environmental footprint. The staff participated in reforestation efforts in Nyandarua and Bomet counties, contributing to the national tree planting campaign. Internally, the office implemented waste reduction measures, including digitization of debt records and automation debt management practices to minimize paper usage.

The office also supported biodiversity conservation through landscape restoration projects under the African Forest Landscape Restoration Initiative (AFR100), including fencing of Mau Forest and rehabilitation of the Lake Naivasha Basin. The incorporation of environmental impact assessment into all projects, including all debt financing projects and integration of climate change aspects in project financing are key milestones in the PDMO and the National Treasury commitments to sustainability in tandem with the third objective of the office, ensuring intergenerational equity.

The main goal of PDMO is to develop the green bond, which is a direct effort to reduce the national portfolio's environmental impact by directing funds to renewable energy, clean transportation, and sustainable water management. While PDMO does not directly manage biodiversity, the green bond framework includes categories for financing biodiversity conservation and climate-smart agriculture, contributing to natural disaster mitigation through enhanced ecosystem resilience.

**c) Employee welfare**

The PDMO adheres to the employment and welfare policies of the National Treasury, which are governed by the Employment Act 2007, the Persons with Disabilities Act 2025, and the Occupational Safety and Health Act (OSHA) 2007. These policies promote inclusivity, equity, and safety in the workplace.

The PDMO's recruitment process adheres to the National Treasury's Human Resource policies and the Values and Principles of the Public Service, which prohibit discrimination and promote equal opportunity. Hiring decisions are based on merit and technical competency, in line with the Constitution regarding leadership and integrity.

To support career development, the PDMO facilitated staff participation in ESG workshops and climate finance training programs. Performance appraisal and reward systems are aligned with public service-wide human resource policies, promoting meritocracy and continuous improvement.

**d) Operational practices**

The PDMO upholds responsible operational practices, particularly in its supply chain management and supplier relations. All supplier contracts are subject to rigorous vetting for legal compliance and transparency, ensuring alignment with Kenya's sustainable procurement goals.

**e) Community Engagements-**

The Director General PDMO participated in the 4th Pastoralist Leadership Summit (PLS) held in Wajir Town from December 8th to 10th, 2024. The summit, organized by the Frontier Counties Development Council (FCDC) and the Kenya Pastoralist Parliamentary Group (PPG), aims to address the needs of pastoralist communities in Kenya. This year's theme is "Unlocking Policy and Financial Bottlenecks to Maximize Pastoralism Potential in Kenya".

## **6. Statement of Management Responsibilities**

Section 81 (1) of the Public Finance Management Act, 2012 requires that, at the end of each financial year, the Accounting Officer for a National Government entity shall prepare financial statements in respect of that entity. Section 81 (3) requires the financial statements so prepared to be in a form that complies with relevant accounting standards as prescribed by the Public Sector Accounting Standards Board of Kenya from time to time.

The Accounting Officer is responsible for the preparation and presentation of the **Public Debt** financial statements, which give a true and fair view of the state of affairs of the **Public Debt** for and as at the end of the financial year ended on 30<sup>th</sup> June, 2025. This responsibility includes: (i) maintaining adequate financial management arrangements and ensuring that these continue to be effective throughout the reporting period, (ii) maintaining proper accounting records, which disclose with reasonable accuracy at any time the financial position of the **Public Debt**, (iii) designing, implementing and maintaining internal controls relevant to the preparation and fair presentation of the financial statements, and ensuring that they are free from material misstatements, whether due to error or fraud, (iv) safeguarding the assets of the **Public Debt** ; (v) selecting and applying appropriate accounting policies, and (vi) making accounting estimates that are reasonable in the circumstances.

The Accounting Officer accepts responsibility for the CFS-Public Debt financial statements, which have been prepared on the Accrual Basis Method of Financial Reporting, using appropriate accounting policies in accordance with International Public Sector Accounting Standards (IPSAS). The Accounting Officer is of the opinion that the CFS-Public Debt financial statements give a true and fair view of the state of **Public Debt** transactions during the financial year ended June 30, 2025, and the financial position as at that date. The Accounting Officer further confirms the completeness of the accounting records maintained for the **Public Debt**, which have been relied upon in the preparation of the financial statements as well as the adequacy of the system of internal controls.

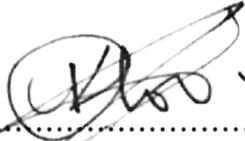
The Accounting Officer confirms that the **Public Debt** financial statements have been prepared in a form that complies with relevant accounting standards prescribed by the Public Sector Accounting Standards Board of Kenya.

The National Treasury  
Consolidated Fund Services - Public Debt  
**Annual Report and Financial Statements for the year ended June 30, 2025**

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**Approval of the financial statements**


The CFS- **Public Debt** financial statements were approved on 2/12/ 2025 and signed by:



.....  
Dr. Chris Kiptoo, CBS  
Principal Secretary  
THE NATIONAL  
TREASURY



.....  
Raphael O. Otieno  
Director General  
PUBLIC DEBT  
MANAGEMENT OFFICE



.....  
CPA Daniel K. Mwangi  
Head Public Debt Settlement  
ICPAK No.13665

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## **REPORT OF THE AUDITOR-GENERAL ON CONSOLIDATED FUND SERVICES - PUBLIC DEBT EXPENDITURE FOR THE YEAR ENDED 30 JUNE, 2025 - THE NATIONAL TREASURY**

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### **PREAMBLE**

I draw your attention to the contents of my report which is in three parts:

- A. Report on Financial Statements that considers whether the financial statements are fairly presented in accordance with the applicable financial reporting framework, accounting standards and the relevant laws and regulations that have a direct effect on the financial statements;
- B. Report on Lawfulness and Effectiveness in the Use of Public Resources which considers compliance with applicable laws, regulations, policies, gazette notices, circulars, guidelines and manuals and whether public resources are applied in a prudent, efficient, economic, transparent and accountable manner to ensure the Government achieves value for money and that such funds are applied for the intended purpose; and,
- C. Report on Effectiveness of Internal Controls, Risk Management and Governance which considers how the entity has instituted checks and balances to guide internal operations. This responds to the effectiveness of the governance structure, risk management environment and internal controls, developed and implemented by those charged with governance for orderly, efficient and effective operations of the entity.

A Qualified Opinion is issued when the Auditor-General concludes that, except for material misstatements noted, the financial statements are fairly presented in accordance with the applicable financial reporting framework. The Report on Financial Statements should be read together with the Report on Lawfulness and Effectiveness in the Use of Public Resources, and the Report on Effectiveness of Internal Controls, Risk Management and Governance.

The three parts of the report are aimed at addressing the statutory roles and responsibilities of the Auditor-General as provided by Article 229 of the Constitution, the Public Finance Management Act, 2012, and the Public Audit Act, 2015. The three parts of the report when read together constitute the report of the Auditor-General.

### **REPORT ON THE FINANCIAL STATEMENTS**

#### **Qualified Opinion**

I have audited the accompanying transitional IPSAS financial statements of The National Treasury CFS -Public Debt Expenditure set out on pages 1 to 33, which

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*Report of the Auditor-General on Consolidated Fund Services - Public Debt for the year ended 30 June, 2025-  
The national Treasury*

comprise of the Statement of Financial Assets and Financial Liabilities as at 30 June, 2025, Statement of Financial Performance, Statement of Cash Flows and Statement of Comparison of Budget and Actual amounts for the year then ended and a summary of significant accounting policies and other explanatory information in accordance with the provisions of Article 229 of the Constitution of Kenya, 2010, and Section 35 of the Public Audit Act, 2015. I have obtained all the information and explanations which to the best of my knowledge and belief, were necessary for the purpose of the audit.

In my opinion, except for the effect of the matters described in the Basis for Qualified Opinion section of my report, the transitional IPSAS financial statements present fairly, in all material respects, the financial position of Consolidated Fund Services(CFS) - Public Debt as at 30 June, 2025 and of its financial performance and its cash flows for the year then ended, in accordance with International Public Sector Accounting Standards Accrual Basis (including the transitional provisions permitted under IPSAS 33) and The National Treasury and Economic Planning Circular No. 3 of 14 April, 2025 and comply with the Public Finance Management Act, 2012.

### **Basis for Qualified Opinion**

#### **Variance Between Consolidated Fund Services-Public Debt Statements and The Receiver of Revenue – External Resources Statements on Drawdowns for the Year.**

The Summary Statement of Public Debt Stock reflects total public and public guaranteed debt of Kshs.11,825,756,993,061 which includes external debt of Kshs.5,445,550,282,204 and as disclosed in Note 19c(ii) to the Consolidated Fund Services - Public Debt. Included in the external debt is an amount of Kshs.553,159,653,618 (Kshs.553,186,865,797 less Kshs.27,222,179 Draw Down Reversal) in respect of borrowings drawn down during the year. However, the Statement of Financial Performance of the Receiver of Revenue - External Resources reflects non-exchange revenue of Kshs.560,105,995,744 resulting to an unreconciled variance of Kshs.6,946,352,126.

In the circumstances, the accuracy of the external debt amount of Kshs.5,445,550,282,204 could not be confirmed.

The audit was conducted in accordance with International Standards of Supreme Audit Institutions (ISSAIs). I am independent of The National Treasury CFS-Public Debt Expenditure Management in accordance with ISSAI 130 on the Code of Ethics. I have fulfilled other ethical responsibilities in accordance with the ISSAI and in accordance with other ethical requirements applicable to performing audits of financial statements in Kenya. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my qualified opinion

### **Emphasis of Matter**

#### **Costly Domestic Debt**

The Summary Statement of Public Debt Stock reflects total public and Public guaranteed debt of Kshs.11,825,756,993,061 which comprises of domestic debt,

external debt and guaranteed debts of Kshs.6,296,966,045,427, Kshs.5,445,550,282,204 and Kshs.83,240,665,430 respectively. Further the Statement of Financial Performance reflects finance costs of Kshs.1,045,409,176,208 as disclosed in Note 7 to the financial statements which comprises of interest on external borrowing and interest on domestic borrowing of Kshs.183,626,678,494 and Kshs.861,782,497,714 respectively. However, interest on internal debt was 82% while interest on external debt was 18% of the total finance costs respectively. The cost of domestic debt is therefore more than three times the cost of external borrowing even though it forms 53.4% of the total debt.

In the circumstances, there is need to enhance fiscal discipline through growth of revenues and controlled expenditure to reduce overreliance on expensive internal debt.

## **Other Matter**

### **Unresolved Prior Year Matters**

Several issues were raised in the 2023/2024 report of the Auditor General. Reports on Lawfulness and Effectiveness in Use of Public Resources and Report on Effectiveness of Internal Controls. Risk Management and Governance. However, though the internal audit staff stated that the recommendations were still under review and not resolved as detailed in **Appendix I**, there was no evidence on deliberations of the issues by the Audit Committee or any action taken by the Management to resolve the issues.

My opinion is not modified in respect of this matter.

## **Other Information**

The Management is responsible for the Other Information set out on page vi to xxxii which comprise of Key Entity Information and Management ,Profile of Cabinet Secretary, Profile of Accounting Officer and Key Management, Statement by the Cabinet Secretary, Statement by the Accounting Officer, Statements of Performance against Predetermined Objectives for Financial Year 2024/2025,Governance Statement, Management Discussion and Analysis, Environmental and Sustainability Reporting and Statement of Management Responsibilities. The other Information does not include the financial statements and my audit report thereon.

In connection with my audit on The National Treasury Consolidated Fund Services - Public Debt for the year ended 30 June, 2025 financial statements, my responsibility is to read the Other Information and in doing so, consider whether the Other Information is materially inconsistent with the financial statements or my knowledge obtained in the audit or otherwise appears to be materially misstated. If based on the work I have performed, I conclude that there is a material misstatement of this Other Information, I am required to report that fact. I have nothing to report in this regard.

My opinion on the financial statements does not cover the Other Information and accordingly, I do not express an audit opinion or any form of assurance conclusion thereon.

# REPORT ON LAWFULNESS AND EFFECTIVENESS IN THE USE OF PUBLIC RESOURCES

## Conclusion

As required by Article 229(6) of the Constitution, based on the audit procedures performed, except for the effect of the matter described in the Basis for Conclusion on Lawfulness and Effectiveness in the Use of Public Resources section of my report, I confirm that nothing else has come to my attention to cause me to believe that public resources have not been applied lawfully and in an effective way.

## Basis for Conclusion

### 1. Deviation from Approved 2024 Medium - Term Debt Strategy and Annual Borrowing Plan

The Medium - Term Debt Strategy for the fiscal year 2024/2025 aims to reduce debt costs and manage risks with a financing mix of 45% from external sources and 55% from domestic sources. However, the actual borrowing as at 30 June 2025, net external sources to domestic borrowing of Kshs.333,685,224,122 and Kshs.886,681,611,541 respectively representing a ratio of 27:73 deviating from the approved strategy.

Further, the Annual Borrowing Plan for financial year 2024/2025 stated that the fiscal deficit of Kshs.768,570,000,000 was to be financed through net external financing of Kshs.355,477,000,000 and net domestic financing Kshs.413,093,000,000. However, as at 30 June, 2025, total net external financing was Kshs.333,685,224,122 while net domestic financing was Kshs.886,681,611,541.32, resulting to a total financing deficit of Kshs.1,220,366,835,663, and a variance between projected and actual fiscal deficit of Kshs.451,773,835,663 as analysed in the table below:

(A)	Target Borrowing mix as per MTDS (B)	Balance of loans at beginning of year (1 July 2024) as per the Summary Statement of Public Debt (C)	Balance of loans at 30 June, 2025 as per Summary Statement of Public Debt (D)	Actual Net Borrowing (E) =(D)-(C)	Actual Percentage (%) Net Borrowing
External	45%	5,071,538,693,977	5,405,223,918,099	333,685,224,122	27%
Domestic	55%	5,410,284,433,886	6,296,966,045,427	886,681,611,541	73%
<b>Total</b>	<b>100%</b>	<b>10,481,823,127,863</b>	<b>11,702,189,963,526</b>	<b>1,220,366,835,663</b>	<b>100%</b>

However, there was no approval for the deviation, contrary to the Select Committee on Public Debt and Privatization Report on the 2023 Medium-Term Debt Management Strategy that recommended that any deviation from the approved borrowing strategy required an approval from the National Assembly.

In the circumstances, Management was in breach of medium-term debt strategy and the recommendations of the Public Debt and Privatization Committee.

## **2. Failure to Ratify the Reviewed National Treasury – Central Bank of Kenya Agency Agreement 2016 on Commission Fees**

Audit review of the Central Bank of Kenya and The National Treasury agency agreement revised in 2022 has not been ratified into a binding agreement and has existed as a draft agreement form.

In the circumstances, the commission fees rates currently in use have not been reviewed for consideration of adjustments to address any changes on the prevailing economic circumstances for nine (9) years since its initiation in 2016 in compliance with Section 7.1 of the TNT – CBK Agency Agreement.

## **3. Misapplication of Eurobond Proceeds**

Audit review established that the Resource Mobilization Department had written to the Cabinet Secretary, The National Treasury and Economic Planning (CS, NT & EP), through an internal memo Ref: TNT/RMD/014/1071/01/001 'TY' (03), dated 2 January, 2025 requesting approval of a policy decision to issue an International Sovereign Bond for liability management operation. Consequently, there was a successful issuance of USD 1.5 billion at 9.5% rate for amortizing notes due in 2036, with the proceeds intended primarily for the liability management/buyback of the Government of Kenya's USD 900 million Eurobond.

However, document review of The National Treasury & Economic Planning internal memo to the Director General, Public Debt Management Office, Ref: AG.3/104 Vol.10(42) dated 6 May, 2025 revealed that out of the Eurobond proceeds raised amounting to Kshs.188,350 million (USD 1,457 million), a total of Kshs.78,317 million was utilized for buyback operations. Out of the remaining Kshs.110,000 million, Kshs.30,000 million was used to cover shortfalls arising from Treasury Bond (domestic debt) proceeds on 7 April, 2025 pending disbursement of external resources.

Further, the legal opinion presented to the Permanent Secretary, National Treasury dated 15 May, 2025, the Offering Circular and the Subscription Agreement (both of which form the contractual basis of the subscription) provides that the primary use of the proceeds from the new issue shall be to purchase the 2027 Notes under the buyback as well as for the refinancing of other external indebtedness.

In addition, the opinion provides that any material deviation on the utilization of the proceeds requirements may constitute a breach of contractual obligations and warranties set out in the Subscription Agreement as well as the covenants made to Note holders under the Deed of Covenant and terms and conditions of the Notes.

The utilization of the sovereign bond proceeds to cover for shortfalls arising from The Treasury Bond was a breach of the subscription agreement, which only permits the application of any balances toward repayment of external indebtedness. The audit could also not establish whether the proceeds that were used to cover the Treasury Bond were reimbursed after receipt of the external resources.

In the circumstances, the regularity and effectiveness in the utilization of Kshs.110,000 million proceeds of the Eurobond could not be confirmed.

#### **4. Outstanding Central Bank of Kenya Overdraft**

As disclosed in Note 19(a) to the financial statements, indicates an overdraft amounting to Kshs.53,397,901,056 as at 30 June, 2025. However, the overdraft facility had not been paid as at 30 June, 2025 contrary to Regulations 83 (3) of the Public Finance Management (National Government) Regulations, 2015 states that National Government overdraft at the Central Bank of Kenya shall be retired by the end of each financial year.

In the circumstances, Management was in breach of the law.

#### **5. Avoidable Penalty Costs**

The Statement of Financial Performance reflects 'Other fees' amount of Kshs.31,342,060,784 as disclosed in Note 8 to the financial statements. Included in other fees on foreign borrowing is Kshs.27,614,306,332, out of which Kshs. 3,139,601 were avoidable payments related to penalties in respect of late interest, penalty fees, and penalty on late principal payments.

In the circumstances, the penalty costs result to increased loan servicing costs.

#### **6. Avoidable Commitment Fees on Undrawn Balances**

The Statement of Financial Performance reflects 'Other Fees' amount of Kshs.31,342,060,784 as disclosed in Note 8 to the financial statements. Included in the amount is foreign borrowing of Kshs.27,614,306,332, out of which commitment fees on undrawn loan amounts paid during the period under review amounted to Kshs.1,079, 876,429. Notably the high cost of commitment fees could have been minimized or avoided if The National Treasury (TNT) and implementing agencies ensured proper coordination for timely drawdown of loan facilities.

In the circumstances, the avoidable commitment fees result to increased loan servicing costs.

#### **7. Failure to Service Outstanding Loans**

The Summary Statements of Public Debt reflects amounts of Kshs.14,419,139,177 in respect of five outstanding loans for security contracts and Kshs.997,249,012 in respect to bilateral loans, totaling Kshs.15,416,388,189 as at 30 June, 2025.

Review of loan records and reports provided revealed the following;

##### **7.1 Security Contracts**

The five security loans maturity dates range between the years 2007 to 2022 except for Loan ID 2002005 that is to mature in 2040. However, files and information for five (5) dormant Security Contract related to the above loans were not provided for audit review. In addition, review of the Debt Management Report of 2016 shared by The National Treasury revealed that there were five (5) Security Contracts related to the Anglo-Leasing security-sector contracts arising from a loan signed on 4 December,

2003 for modernization of Kenya's passport system and purchase of security equipment for use at Kenya's borders.

Further, a review of the Debt Management report of 2016, revealed that the Office of the Controller and Auditor General was tasked to undertake a special audit on the loan procurement and project implementation. The key findings of the report of the Controller and Auditor – General, 2006 were that the security contract projects violated procurement laws and regulations, projects were overpriced and that in some cases, there was no credit extended and the Government of Kenya was paying interest on its own funds.

However, supporting documents on the status of the implementation of the contracts were not provided for audit review. Further, there was no supporting evidence provided on whether the loans were repaid.

## **7.2 Bilateral Loans**

Two (2) Bilateral loans (Loan ID 2001007 and 2002005), their debt servicing invoices from the creditor have not been furnished to the Public Debt Management Office (PDMO) since 2007. It was not clear why PDMO has not followed up on the invoices for the repayment of the two (2) loans.

Failure by PDMO to service their obligations as and when they arise, is a breach of loan agreement terms and poses the risk of law suits, penalties and adverse credit ratings. This was contrary to Section 50(1) of the Public Finance Management Act, 2012, which states that in guaranteeing and borrowing money, the national government shall ensure that its financing needs and payment obligations are met at the lowest possible cost in the market which is consistent with a prudent degree of risk.

In the circumstances, Management was in breach of the law.

## **8. Foreign Exchange Loss**

The Statement of Financial Performance and as disclosed in Note 11 to the financial statements reflects a foreign exchange loss of Kshs.163,200,601,407 which includes an exchange loss of Kshs.67,041,783,302 for a World Bank loan (International Development Association) and another exchange loss of Kshs.19,082,514,615 for an International Monetary Fund loan as reflected in the Summary Statement of Public Debt for the financial year 2024/2025 in Foreign Currency. No explanation was provided to explain the nature of this exchange losses and/or what action the Government has taken to stabilize the rates and to minimize such losses.

In the circumstances, the foreign exchange losses totaling Kshs.163,200,601,407 could not be confirmed.

## **9. Other Public Debts**

### **9.1 Sports, Arts and Development Funds**

Review of Sports, Arts and Development Fund (SASDF) Board correspondences revealed that it approved the financing of the Talanta Sport City Project from the

SASDF receivables in the financial year 2024/2025. The Fund entered into a revenue securitization arrangement under which part of the revenues of the SASDF were pledged and placed under the control of a trustee to secure upfront financing for capital projects. The arrangement ring fenced future public revenues for debt servicing purposes and restricted the Fund's discretion over the revenues.

However, the securitized financing was not disclosed or approved as public debt and no evidence was provided of Parliamentary approval for the creation of such financial obligations. This was contrary to Section 2 of the Public Finance Management Act, 2012 which defines public debt as any obligation requiring repayment from public

funds and Article 214 of the Constitution that provides that public debt means all financial obligations attendant to loans raised or guaranteed and securities issued by the national government. Further, it is contrary to Sections 50 and 58 of the Public Finance Management Act, 2012 which requires Cabinet and Parliamentary approval before the national government incurs public debt. However, supporting documents to demonstrate the approval were not provided.

## **9.2. Kenya Roads Board**

In October 2024, The National Treasury and Economic Planning granted approval for a Road Infrastructure Loan Facility of up to Kshs.175 Billion, to be leveraged on Kshs.7 from the Road Maintenance Levy. The funds were to be applied to settle pending bills and other obligations at the State Department for Roads. As a result, the Government opted to securitize a portion of the Fuel Levy –specifically Kshs.7 out of every Kshs.25 per litre to raise about Kshs.175 billion required to settle the pending bills. The sale of the future receivables was recognized as sale of future cash receivables through the Kenya Roads Board. However, the arrangement ring fenced the future public revenues from the Fund for debt servicing purposes and restricted the Board's discretion over the revenues.

Additionally, the securitized financing was not disclosed or approved as public debt and no evidence was provided of Parliamentary approval for the creation of such financial obligations. This was contrary to Section 2 of the Public Finance Management Act, 2012 which defines public debt as any obligation requiring repayment from public funds. It was also contrary to Article 214 of the Constitution that provides that public debt means all financial obligations attendant to loans raised or guaranteed and securities issued by the national government and Sections 50 and 58 of the Public Finance Management Act, 2012 which requires Cabinet and Parliamentary Approval before the national government incurs public debt. However, supporting documents to demonstrate the approval were not provided.

## **9.3. Payment in Arrears**

The outstanding debt of Kshs.11,825,756,993,061 does not include payment arrears (pending bills) which are current liabilities owed to providers of goods and services reported under Ministries, Departments and Agencies (MDAs) and Donor Funded Projects during the year under review. It does not also include other liabilities and bank overdrafts incurred by national public sector entities including State-Owned Enterprises (SOEs).

#### **9.4. Cereals and Sugar Finance Corporation**

The Statement of Outstanding Obligations Guaranteed by the Government for financial year 2024/2025 reflects accounts receivables related to the Cereals and Sugar Finance Corporation accounts of Kshs.152,317,825 which is a guaranteed obligation. However, the guarantee has not been reflected in the Summary Statement of Public Debt for financial year 2024/2025. Management indicated that it is in the process of finalizing the write-off with the Cabinet Secretary's approval already given. However, as at the time of completing the audit, the write off process had not been completed.

In the circumstances, failure to obtain the required approvals and to disclose the securitizations and the payment in arrears obligations as public debt exposes the Government to incurrence of undisclosed fiscal risk.

The audit was conducted in accordance with ISSAI 3000 and ISSAI 4000. The standards require that I comply with ethical requirements and plan and perform the audit to obtain assurance about whether the activities, financial transactions and information reflected in the financial statements comply in all material respects, with the authorities that govern them. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my conclusion.

#### **REPORT ON EFFECTIVENESS OF INTERNAL CONTROLS, RISK MANAGEMENT AND GOVERNANCE**

##### **Conclusion**

As required by Section 7(1)(a) of the Public Audit Act, 2015, based on the audit procedures performed, except for the effect of the matters described in the Basis for Conclusion on Effectiveness of Internal Controls, Risk Management and Governance section of my report, I confirm that nothing else has come to my attention to cause me to believe that internal controls, risk management and governance were not effective.

##### **Basis for Conclusion**

#### **1. Weaknesses in Information Communication Technology System**

Review of ICT systems revealed the following:

##### **1.1. Change Management Framework and Vendor Privileged Access Controls During System Updates**

The audit established that the back office of the Public Debt Management Office (PDMO) has operational procedures outlining how changes are performed, including approval responsibilities, risk considerations, and step-by-step implementation. These procedures are in the form of a user manual, not a formal Change Management Policy aligned to governance frameworks. Missing elements include change classification, escalation paths, audit trail requirements, and formal endorsement by management. Further, there is no documented process explaining how vendors' privileged access is granted, monitored, or revoked during patching. This was contrary to Regulation 110(1) of the Public Finance Management (National Regulations) Regulations, 2015

that requires that Accounting Officers for a National government entity to institute appropriate access controls needed to minimize breaches of information confidentiality, data integrity and loss of business continuity.

The system may be susceptible to undisclosed and unauthorized changes and was in breach of the law.

### **1.2. Lack of Approved Business Continuity Plan**

The Public Debt Management Office (PDMO) has developed a draft Business Continuity Plan (BCP) outlining key elements such as Recovery Time Objectives and Recovery Point Objectives, and has initiated the establishment of a Disaster Recovery site. However, the BCP remains in draft form and has not been formally approved. Consequently, without a finalized and approved BCP, The National Treasury lacks a frame work to guide response and recovery efforts of a high-risk area such as PDMO. The lack of a BCP increases the risk of prolonged service disruption and inadequate coordination during an incident.

### **1.3. Lack of Documented Evidence for Backup and Restoration Testing**

Interviews with the System Administrator revealed that restoration tests are conducted periodically. However, no supporting documentation on formal reports, logs, or records of these tests were provided. This means there is no audit trail showing the dates, results, issues encountered, or corrective actions taken during such tests.

Lack of documented process increases the risk that backup failures or data corruption could go undetected until an actual recovery is needed, potentially resulting in extended service downtime or data loss.

### **1.4. Password Expiry Requirement Not Enforced in the System**

The system does not currently enforce the required 90-day password expiry as stipulated by The National Treasury Information Security Policy (ISP) (November 2023), thus can remain active beyond the stipulated timeframe. Additionally, Multi-Factor Authentication (MFA) is not yet implemented, despite being a recommended enhancement for strengthening security, particularly for privileged and remote accounts.

These lapses pose security risk from potential compromise of accounts, especially privileged accounts, due to prolonged password validity.

### **1.5. Lack of Regular Review of the System Audit Logs**

The system is configured to generate audit logs that capture user activities and system changes. However, the audit found no supporting evidence that these logs are reviewed on a regular basis by PDMO management or IT personnel. This poses a risk of delay in detecting and responding to security incidents, reduced ability to identify patterns of misuse or attempted breaches therefore missing opportunities to strengthen system security through trend analysis.

In the circumstances, the effectiveness of Information Communication Technology system could not be confirmed.

The audit was conducted in accordance with ISSAI 2315 and ISSAI 2330. The standards require that I plan and perform the audit to obtain assurance about whether effective processes and systems of internal controls, risk management and overall governance were operating effectively in all material respects. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my conclusion.

### **Responsibilities of the Management and those Charged with Governance**

Management is responsible for the preparation and fair presentation of these financial statements in accordance with International Public Sector Accounting Standards

(Accrual Basis) and for maintaining effective internal controls as Management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error and for its assessment of the effectiveness of internal controls, risk management and governance.

In preparing the financial statements, Management is responsible for assessing the National Treasury's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless Management is aware of the intention to cease operations.

Management is also responsible for the submission of the financial statements to the Auditor-General in accordance with the provisions of Section 47 of the Public Audit Act, 2015.

In addition to the responsibility for the preparation and presentation of the financial statements described above, Management is also responsible for ensuring that the activities, financial transactions and information reflected in the financial statements comply with the authorities which govern them and that public resources are applied in an effective way.

Those charged with governance are responsible for overseeing The National Treasury's financial reporting process, reviewing the effectiveness of how Management monitors compliance with relevant legislative and regulatory requirements, ensuring that effective processes and systems are in place to address key roles and responsibilities in relation to overall governance and risk management, and ensuring the adequacy and effectiveness of the control environment

### **Auditor-General's Responsibilities for the Audit**

My responsibility is to conduct an audit of the financial statements in accordance with Article 229(4) of the Constitution, Section 35 of the Public Audit Act, 2015 and the International Standards of Supreme Audit Institutions (ISSAIs). The standards require that, in conducting the audit, I obtain reasonable assurance about whether the financial statements as a whole are free from material misstatements, whether due to fraud or error and to issue an auditor's report that includes my opinion in accordance with Section 48 of the Public Audit Act, 2015. Reasonable assurance is a high level of assurance but is not a guarantee that an audit conducted in accordance with ISSAIs will always detect a material misstatement when it exists. Misstatements can arise

from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

In conducting the audit, Article 229(6) of the Constitution also requires that I express a conclusion on whether or not in all material respects, the activities, financial transactions and information reflected in the financial statements are in compliance with the authorities that govern them and that public resources are applied in an effective way. In addition, I consider the entity's control environment in order to give an assurance on the effectiveness of internal controls, risk management and governance processes and systems in accordance with the provisions of Section 7 (1) (a) of the Public Audit Act, 2015.

Further, I am required to submit the audit report in accordance with Article 229(7) of the Constitution.

Detailed description of my responsibilities for the audit is located at the Office of the Auditor-General's website at: <https://www.oagkenya.go.ke/auditor-generals-responsibilities-for-audit/>. This description forms part of my auditor's report.



**FCPA Nancy Gathungu, CBS**  
**AUDITOR-GENERAL**

**Nairobi**

**24 December, 2025**

## Appendix I: Implementation Status of Auditor-General's Recommendations

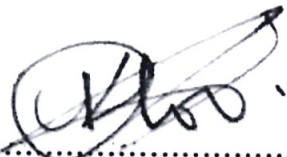
No.	Financial Year	Issue / Observations from Auditor
1.	2023/2024	Variances between Prior year audited Outstanding debt Stock and prior year audited balances
2.	2023/2024	Unreconciled Loan Balances between Commonwealth Secretariat Meridian System balances and Summary Statement of public debt
3.	2023/2024	Costly domestic debt
4.	2023/2024	Budgetary Control and Performance
5.	2023/2024	Outstanding Central Bank of Kenya Overdraft
6.	2023/2024	Deviation from approved 2023 medium term debt Strategy
7.	2023/2024	Unsupported Restructuring of Aror, Kimwarer and Itare Dams Loan Projects
8.	2023/2024	Inadequate Monitoring and Evaluation on the Utilization of Borrowed Funds
9.	2023/2024	Payment of Avoidable Commitment Fees on Undrawn Balances
10.	2023/2024	Abandoned and Stalled Works for Construction of Rehabilitation and Expansion of Kwale Water Supply and Operation improvement Works
11.	2023/2024	Lack of Completion Rate Analysis on Debt Funded Projects
12.	2023/2024	Lack of Support Documents on Public Participation
13.	2023/2024	Variation of Contract Beyond 25% Threshold
14.	2023/2024	Failure to Compensate Project Affected Persons
15.	2023/2024	Failure to Perform Internal Audit on Management of Public Debt
16.	2023/2024	Inadequate Change Management Procedures- Commonwealth Secretariat Meridian System
17.	2023/2024	Inadequate Control on Vendor Access to Live Commonwealth Secretariat Meridian System

The National Treasury  
 Consolidated Fund Services - Public Debt  
**Annual Report and Financial Statements for the year ended 30 June, 2025**

**8. Statement of Financial Performance for the year ended 30 June 2025**

	Notes	2024-2025
		Kshs
<b>Revenue from non-exchange transactions</b>		
Transfers from Exchequer	5	1,559,899,099,590
Premiums on T Bonds & Interest	6	32,933,342,791
<b>Total Revenues</b>		<b>1,592,832,442,381</b>
<b>Expenses</b>		
Finance costs	7	1,045,409,176,208
Other fees	8	31,342,060,784
Transfers	9	1,077,537,073,636
<b>Total Expenses</b>		<b>2,154,288,310,629</b>
Other gains and losses	10	(10,577,406,487)
Foreign exchange gain/(loss)	11	(163,200,601,407)
<b>Change for the year</b>		<b>(173,778,007,894)</b>
<b>Net Debt/liability adjustment</b>		<b>(735,233,876,142)</b>

The Financial Statements set out on pages 1 to 5 were signed by:



Dr. Chris Kiptoo, CBS  
 Principal Secretary  
THE NATIONAL  
TREASURY



Raphael O. Otieno  
 Director General  
PUBLIC DEBT  
MANAGEMENT OFFICE



CPA Daniel K. Mwangi  
 Head Public Debt Settlement  
ICPAK No.13665

The National Treasury  
 Consolidated Fund Services - Public Debt  
**Annual Report and Financial Statements for the year ended 30 June, 2025**

9. Statement of Financial Position as at 30 June 2025


	Notes	2024-2025	Opening Statement 1 <sup>st</sup> July 2024
		Kshs	Kshs
<b>Assets</b>			
Cash and Cash equivalents	16	1,646,510,867	303,526,010
Other Receivables from Non-Exchange transactions	17	0	48,200,000
<b>Total Assets (A)</b>		<b>1,646,510,867</b>	<b>351,726,010</b>
<b>6</b>			
<b>Current Liabilities</b>			
Accrued Interest	18	180,061,000,275	157,430,651,667
Current Portion of Borrowings (Public Debt)	19a	1,442,947,821,105	676,910,519,177
<b>Total Current Liabilities</b>		<b>1,623,008,821,380</b>	<b>834,341,170,844</b>
<b>Non-Current Liabilities</b>			
Non-Current Portion of Borrowings (Public Debt)	19b	10,299,568,506,526	9,798,381,920,498
<b>Total Non- Current Liabilities</b>		<b>10,299,568,506,526</b>	<b>9,798,381,920,498</b>
<b>Total Liabilities (B)</b>		<b>11,922,577,327,906</b>	<b>10,632,723,091,342</b>
<b>Net debt/liability (A-B)</b>		<b>(11,920,930,817,039)</b>	<b>(10,632,371,365,331)</b>
<b>Represented by:</b>			
<b>Net debt/liability</b>		<b>(11,920,930,817,039)</b>	<b>(10,632,371,365,331)</b>
<b>Net Assets/liabilities</b>		<b>(11,920,930,817,039)</b>	<b>(10,632,371,365,331)</b>

The Financial Statements set out on pages 1 to 5 were signed by:



.....

**Dr. Chris Kiptoo, CBS**  
 Principal Secretary  
THE NATIONAL  
TREASURY



.....

**Raphael O. Otieno**  
 Director General  
PUBLIC DEBT  
MANAGEMENT OFFICE



.....

**CPA Daniel. K Mwangi**  
 Head Public Debt Settlement  
ICPAK No.13665

**10. Statement of Changes in Net Assets for the year ended 30 June 2025**

	<b>Net Debt Stock</b>	<b>Reserves</b>	<b>Total</b>
<b>Balance b/f as at 30<sup>th</sup> June 2024</b>	301,719,960	0	301,719,960
<b>Adjustment:</b> Recognition of Assets	50,006,050	0	50,006,050
<b>Recognition of Liabilities</b>	(10,632,723,091,342)	0	(10,632,723,091,342)
<b>Opening statement of financial Position As at July 1, 2024</b>	<b>(10,632,371,365,331)</b>	0	<b>(10,632,371,365,331)</b>
Net debt adjustment	(735,233,876,142)	0	(735,233,876,142)
Returns to Exchequer	(138,700,000)		(138,700,000)
Changes during the year(External Resources)	(553,186,875,566)	0	(553,186,875,566)
<b>Balance c/d as at June 30, 2025</b>	<b>(11,920,930,817,039)</b>	<b>0</b>	<b>(11,920,930,817,039)</b>

**11. Statement of Cash Flows for the year ended 30 June 2025**

Description		2024-2025
	Notes	Kshs
<b>Cash flows from operating activities</b>		
<b>Receipts</b>		
Transfers from exchequer	5	1,559,947,299,590
<b>Total receipts</b>		<b>1,559,947,299,590</b>
<b>Payments</b>		
Finance Costs	7b	869,323,975,440
Other fees	8	27,614,306,332
Transfers	9	1,077,537,073,636
<b>Total payments</b>		<b>1,974,475,355,408</b>
<b>Net cash flows from/(used in) operating activities</b>		<b>(414,528,055,818)</b>
<b>Cash flows from financing activities</b>		
Receipts – Domestic Debt	12	2,441,688,327,542
Refinancing	13	(1,310,755,169,177)
Return to Exchequer	14	(138,700,000)
Repayment of borrowings	15	(714,923,417,691)
<b>Net cash flows from financing Activities</b>		<b>415,871,040,675</b>
<b>Net increase/(decrease) in cash &amp; Cash equivalents</b>		<b>1,342,984,856</b>
Cash and cash equivalents at 1 July		303,526,010
<b>Cash and cash equivalents at 30 June</b>		<b>1,646,510,867</b>

**12. Statement of Comparison of Budget and Actual amounts for the year ended 30 June 2025**

<b>Description</b>	<b>Original budget</b>	<b>Adjustments</b>	<b>Final budget</b>	<b>Actual on a comparable basis</b>	<b>Budget utilization difference</b>	<b>% of utilization</b>
	<b>A</b>	<b>B</b>	<b>C=a+b</b>	<b>D</b>	<b>E=c-d</b>	<b>F=d/c %</b>
<b>Receipts</b>						
Transfers from exchequer	1,943,593,865,746	-201,808,293,252	1,741,785,572,494	1,559,947,299,589.85	181,838,272,904.15	90%
<b>Total revenue</b>	<b>1,943,593,865,746</b>	<b>-201,808,293,252</b>	<b>1,741,785,572,494</b>	<b>1,559,947,299,589.85</b>	<b>181,838,272,904.15</b>	
<b>Payments</b>						
Finance Costs and Other Fees	1,009,877,370,802	-13,020,526,591	996,856,844,211	896,938,282,080.45	99,918,562,130.55	90%
Repayment of borrowings	933,716,494,944	-188,787,766,661	744,928,728,283	714,923,417,690.50	30,005,310,592.50	96%
<b>Total expenses</b>	<b>1,943,593,865,746</b>	<b>-201,808,293,252</b>	<b>1,741,785,572,494</b>	<b>1,611,861,699,770.95</b>	<b>129,923,872,723.05</b>	
<b>Surplus/deficit</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(51,914,400,181.10)</b>	<b>51,914,400,181.10)</b>	

*Budget Notes*

*The difference between the original and Final budget was due to Re- allocations*

**Budget Reconciliation to the Statement of Cash Flows**

Description of Particulars		Amount in Kshs
	Actual Surplus Amounts as per the statement of Budget	(51,914,400,181)
1	Opening balance	303,526,010
2	Changes in deposits	(138,700,000)
3	Reason for differences	53,397,901,057
4	Reason for differences	(1,816,020)
	<b>Closing Cash and Cash Equivalent as per the statement of Cash flows</b>	<b>1,646,510,866</b>

### **13. Notes to the Financial Statements**

#### **1. Establishment**

*The Public Debt Management Office* is established by and derives its authority and accountability from the PFM Act, 2012 Section 62 (1). *The Public Debt Management Office* is wholly owned by the Government of Kenya and is domiciled in Kenya. The *Public Debt Management Office's* principal activities are outlined in the PFM Act, 2012 Section 63.

#### **2. Statement of Compliance and Basis of Reporting**

The financial statements have been prepared on a historical cost basis except for the measurement at re-valued amounts of certain items of property, plant and equipment, marketable securities and financial instruments at fair value, impaired assets at their estimated recoverable amounts and actuarially determined liabilities at their present value.

The preparation of financial statements in conformity with International Public Sector Accounting Standards (IPSAS) allows the use of estimates and assumptions. It also requires management to exercise judgment in the process of applying the *Entity's* accounting policies. The areas involving a higher degree of judgement or complexity, or where assumptions and estimates are significant to the financial statements, are disclosed in Note 5 of these financial statements.

The financial statements have been prepared in accordance with the PFM Act, and International Public Sector Accounting Standards (IPSAS)

The financial statements have been prepared and presented in Kenya Shillings, which is the functional and reporting currency of the *Entity*. The accounting policies adopted have been consistently applied to all the years presented.

**3. Adoption of New and Revised Standards**

*i) New and amended standards and interpretations in issue effective in the year ended 30 June 2025.*

There were no new and amended standards issued in the financial year.

*ii) New and amended standards and interpretations in issue but not yet effective in the year ended 30 June 2025.*

<b>Standard</b>	<b>Effective date and impact:</b>
IPSAS 43: Leases	<b><i>Applicable 1<sup>st</sup> January 2025</i></b> The standard sets out the principles for the recognition, measurement, presentation, and disclosure of leases. The objective is to ensure that lessees and lessors provide relevant information in a manner that faithfully represents those transactions. This information gives a basis for users of financial statements to assess the effect that leases have on the financial position, financial performance and cashflows of an Entity. The new standard requires entities to recognise, measure and present information on right of use assets and lease liabilities.
IPSAS 44: Non- Current Assets Held for Sale and Discontinued Operations	<b><i>Applicable 1<sup>st</sup> January 2025</i></b> The Standard requires, Assets that meet the criteria to be classified as held for sale to be measured at the lower of carrying amount and fair value less costs to sell and the depreciation of such assets to cease and: Assets that meet the criteria to be classified as held for sale to be presented separately in the statement of financial position and the results of discontinued operations to be presented separately in the statement of financial performance.
IPSAS 45: Property Plant and Equipment	<b><i>Applicable 1<sup>st</sup> January 2025</i></b> The standard supersedes IPSAS 17 on Property, Plant and Equipment. IPSAS 45 has additional guidance/ new guidance for heritage assets, infrastructure assets and measurement. Heritage assets were previously excluded from the scope of IPSAS 17 in IPSAS 45, heritage assets that satisfy the definition of PPE shall be recognised as assets if they meet the criteria in the standard. IPSAS 45 has an additional application guidance for infrastructure assets, implementation guidance and illustrative examples. The standard has clarified existing principles e.g. valuation of land over or under the infrastructure assets, under- maintenance of assets and distinguishing significant parts of infrastructure assets.
IPSAS 46: Measurement	<b><i>Applicable 1<sup>st</sup> January 2025</i></b> The objective of this standard was to improve measurement guidance across IPSAS by:

	<ul style="list-style-type: none"> <li>i. Providing further detailed guidance on the implementation of commonly used measurement bases and the circumstances under which they should be used.</li> <li>ii. Clarifying transaction costs guidance to enhance consistency across IPSAS.</li> <li>iii. Amending where appropriate guidance across IPSAS related to measurement at recognition, subsequent measurement and measurement related disclosures.</li> </ul> <p>The standard also introduces a public sector specific measurement bases called the current operational value.</p>
IPSAS 47: Revenue	<p><b><i>Applicable 1<sup>st</sup> January 2026</i></b></p> <p>This standard supersedes IPSAS 9- Revenue from exchange transactions, IPSAS 11 Construction contracts and IPSAS 23 Revenue from non-exchange transactions. This standard brings all the guidance of accounting for revenue under one standard. The objective of the standard is to establish the principles that an entity shall apply to report useful information to users of financial statements about the nature, amount, timing and uncertainty of revenue and cash flow arising from revenue transactions.</p>
IPSAS 48: Transfer Expenses	<p><b><i>Applicable 1<sup>st</sup> January 2026</i></b></p> <p>The objective of the standard is to establish the principles that a transfer provider shall apply to report useful information to users of financial statements about the nature, amount, timing and uncertainty of expenses and cash flow arising from transfer expense transactions. This is a new standard for public sector entities geared to provide guidance to entities that provide transfers on accounting for such transfers.</p>
IPSAS 49: Retirement Benefit Plans	<p><b><i>Applicable 1<sup>st</sup> January 2026</i></b></p> <p>The objective is to prescribe the accounting and reporting requirements for the public sector retirement benefit plans which provide retirement to public sector employees and other eligible participants. The standard sets the financial statements that should be presented by a retirement benefit plan.</p>
IPSAS 50: Exploration For & Evaluation of Mineral Resources	<p><b><i>Applicable 1<sup>st</sup> January 2027</i></b></p> <p>The objective of this Standard is to specify the financial reporting for the exploration for and evaluation of mineral resources. The Standard requires:</p> <ul style="list-style-type: none"> <li>i. Limited improvements to existing accounting practices for exploration and evaluation expenditures.</li> <li>ii. Entities that recognize exploration and evaluation assets to assess such assets for impairment in accordance with this Standard and measure any impairment in accordance with IPSAS 26.</li> <li>iii. Disclosures that identify and explain the amounts in the entity's financial statements arising from the exploration for and evaluation of mineral resources and help users of those financial statements</li> </ul>

	understand the amount, timing and certainty of future cash flows from any exploration and evaluation assets recognized.
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*iii) Early adoption of standards*

The Public Debt did not early – adopt any new or amended standards in the financial year.

**4. Summary of Significant Accounting Policies**

**a) Revenue recognition**

**i) Revenue from non-exchange transactions**

Revenues from non-exchange transactions with other government entities are measured at fair value and recognized on obtaining control of the asset (cash, goods, services and property) if the transfer is free from conditions and it is probable that the economic benefits or service potential related to the asset will flow to the *Public Debt* and can be measured reliably.

**b) Budget information**

The original budget for FY 2024/2025 was approved by the National Assembly on *June 2024*. Subsequent revisions or additional appropriations were made to the approved budget in accordance with specific approvals from the appropriate authorities. The additional appropriations are added to the original budget by the *Public Debt* upon receiving the respective approvals in order to conclude the final budget. Accordingly, the *Public Debt* recorded additional appropriations of KShs **(201,808,293,252)** on June 2025 budget following the governing body’s approval. The *Public Debt*’s budget is prepared on a different basis to the actual income and expenditure disclosed in the financial statements.

The financial statements are prepared on accrual basis using a classification based on the nature of expenses in the statement of financial performance, whereas the budget is prepared on a cash basis. The amounts in the financial statements were recast from the accrual basis to the cash basis and reclassified by presentation to be on the same basis as the approved budget. A comparison of budget and actual amounts, prepared on a comparable basis to the approved budget, is then presented in the statement of comparison of budget and actual amounts. In addition to the Basis difference, adjustments to amounts in the financial statements are also made for differences in the formats and classification schemes adopted for the presentation of the financial statements and the approved budget. A statement to reconcile the actual amounts on a comparable basis included in the statement of comparison of budget and actual amounts and the actuals as per the statement of cash flows has been presented understatement of budget comparison page 6 of these financial statements.

**c) Financial instruments**

IPSAS 41 addresses the classification, measurement and de-recognition of financial assets and financial liabilities, introduces new rules for hedge accounting and a new impairment model

for financial assets. The Public Debt does not have any hedge relationships and therefore the new hedge accounting rules have no impact on the entity's financial statements. . A financial instrument is any contract that gives rise to a financial asset of one *entity* and a financial liability or equity instrument of another *entity*. At initial recognition, the *Public Debt* measures a financial asset or financial liability at its fair value plus or minus, in the case of a financial asset or financial liability not at fair value through surplus or deficit, transaction costs that are directly attributable to the acquisition or issue of the financial asset or financial liability.

**a) Financial assets**

**Classification of financial assets**

The Public Debt Office classifies its financial assets as subsequently measured at amortized cost, fair value through net assets/ equity, or fair value through surplus and deficit on the basis of both the Public Debt's management model for financial assets and the contractual cash flow characteristics of the financial asset. A financial asset is measured at amortized cost when the financial asset is held within a management model whose objective is to hold financial assets in order to collect contractual cash flows and the contractual terms of the financial asset give rise on specified dates to cash flows that are solely payments of principal and interest on the principal outstanding. A financial asset is measured at fair value through net assets/ equity if it is held within the management model whose objective is achieved by both collecting contractual cashflows and selling financial assets and the contractual terms of the financial asset give rise on specified dates to cash flows that are solely payments of principal and interest on the principal amount outstanding. A financial asset shall be measured at fair value through surplus or deficit unless it is measured at amortized cost or fair value through net assets/ equity unless the Public Debt has made irrevocable election at initial recognition for particular investments in equity instruments.

**Subsequent measurement**

Based on the business model and the cash flow characteristics, the Public Debt classifies its financial assets into amortized cost or fair value categories for financial instruments. Movements in fair value are presented in either surplus or deficit or through net assets/ equity subject to certain criteria being met.

**Amortized cost**

Financial assets that are held for collection of contractual cash flows where those cash flows represent solely payments of principal and interest, and that are not designated at fair value through surplus or deficit, are measured at amortized cost. A gain or loss on an instrument that is subsequently measured at amortized cost and is not part of a hedging relationship is recognized in profit or loss when the asset is de-recognized or impaired. Interest income from these financial assets is included in finance income using the effective interest rate method.

**Fair value through net assets/ equity**

Financial assets that are held for collection of contractual cash flows and for selling the financial assets, where the assets' cash flows represent solely payments of principal and

interest, are measured at fair value through net assets/ equity. Movements in the carrying amount are taken through net assets, except for the recognition of impairment gains or losses, interest revenue and foreign exchange gains and losses which are recognized in surplus/deficit. Interest income from these financial assets is included in finance income using the effective interest rate method.

### **Receivables**

Receivables are recognized at fair value.

### **Fair value through surplus or deficit**

Financial assets that do not meet the criteria for amortized cost or fair value through net assets/ equity are measured at fair value through surplus or deficit. A business model where the Public Debt manages financial assets with the objective of realizing cash flows through solely the sale of the assets would result in a fair value through surplus or deficit model.

### **b) Financial liabilities**

#### **Classification**

The *Public Debt* classifies its liabilities as subsequently measured at amortized cost except for financial liabilities measured through surplus and deficit. Public debt is recognized upon receipt of the funds.

### **d) Contingent liabilities**

The *Public Debt* does not recognize a contingent liability but discloses details of any contingencies in the notes to the financial statements unless the possibility of an outflow of resources embodying economic benefits or service potential is remote.

### **e) Contingent assets**

The *Public Debt* does not recognize a contingent asset but discloses details of a possible asset whose existence is contingent on the occurrence or non-occurrence of one or more uncertain future events not wholly within the control of the *Public Debt* in the notes to the financial statements. Contingent assets are assessed continually to ensure that developments are appropriately reflected in the financial statements. If it has become virtually certain that an inflow of economic benefits or service potential will arise and the asset's value can be measured reliably, the asset and the related revenue are recognized in the financial statements of the period in which the change occurs.

### **f) Nature and purpose of reserves**

The Public Debt has no reserve.

### **g) Changes in accounting policies and estimates**

The *Public Debt* recognizes the effects of changes in accounting policy retrospectively. The effects of changes in accounting policy are applied prospectively if retrospective application is impractical.

**h) Foreign currency transactions**

Foreign currency transactions are accounted for at the ruling rate of exchange on the transaction date. Debt stock denominated in foreign currency is accounted for in Kenya shillings by applying the exchange rate as at 30<sup>th</sup> June 2025 on the reporting date. The exchange rate used is provided for in Appendix 2

**i) Related parties**

A related party is regarded as a person or entity with the ability to exert control individually or jointly or to exercise significant influence over the Public Debt management office or vice versa. Members of key management are regarded as related parties and comprise the Accounting Officer, the directors, and senior managers.

**j) Cash and cash equivalents**

Cash and cash equivalents comprise cash on hand and cash at bank, short-term deposits on call and highly liquid investments with an original maturity of three months or less, which are readily convertible to known amounts of cash and are subject to insignificant risk of changes in value. Bank account balances include amounts held at the Central Bank of Kenya at the end of the financial year.

**k) Comparative figures**

In preparing these financial statements, the *Public debt* has elected to apply paragraph 79 of IPSAS 33, which allows Public Debt to present one statement of financial performance, one statement of cash flow, one statement of net assets and the statement of financial position and an opening statement of financial position and related notes as at the time of first-time adoption of the accrual basis of accounting.

**l) Subsequent events**

There have been no events subsequent to the financial year end with a significant impact on the financial statements for the year ended June 30, 2025.

**Notes to the Financial Statements (Continued)**

**5. Transfers from Exchequer**

Nature of transfer	Total transfers
	Period ended June 2025
	Kshs
Transfers From Exchequer	1,559,947,299,590
Receivable 2023-2024	(48,200,000)
<b>Total</b>	<b>1,559,899,099,590</b>

**6. Premiums & Interest on T Bonds**

Nature of transfer	Total transfers
	Period ended June 2025
	Kshs
Premiums	6,337,994,032
Accrued Interest	2,461,064,627
Interest from Bond Issues	24,134,284,131
<b>Total</b>	<b>32,933,342,791</b>

**7. Finance Costs**

Description	2024-2025
	Kshs
Interest Payments on External Borrowings	183,626,678,494
Interest on T-bonds	520,331,319,282
Interest on Pre-1997 Overdraft	491,416,921
Interest on Bank Overdraft	7,443,909,075
Discount on T-Bills	117,359,087,241
Discounts on T- Bonds	36,095,764,920
Accrued interest – T Bond	180,061,000,275
<b>Total finance costs</b>	<b>1,045,409,176,208</b>

**7b Finance Costs**

<b>Description</b>	<b>2024-2025</b>
	<b>Kshs</b>
Interest Payments on External Borrowings	183,626,678,494
Interest on T-bonds	520,331,319,282
Accrued Interest – T Bonds	157,430,651,667
Interest on Pre-1997 Overdraft	491,416,921
Interest on Bank Overdraft	7,443,909,075
<b>Total</b>	<b>869,323,975,439</b>

**8. Other Fees**

<b>Description</b>	<b>2024-2025</b>
	<b>Kshs</b>
Foreign Borrowings	27,614,306,948
T Bond Costs	1,406,400,674.35
T Bill Costs	2,321,353,162.10
<b>Total Other Fees</b>	<b>31,342,060,784</b>

**9. Transfers to Exchequer**

<b>Description</b>	<b>2024-2025</b>
	<b>Kshs</b>
Domestic T-Bonds	837,253,083,217
Domestic T-Bills	240,283,990,420
<b>Total Transfers</b>	<b>1,077,537,073,636</b>

**10. Other Gain & Losses**

<b>Description</b>	<b>2024-2025</b>
	<b>Kshs</b>
Prior Period Adjustments	10,604,628,666
Drawdown Reversals	(27,222,179)
<b>Total Transfers</b>	<b>10,577,406,487</b>

**11. Foreign exchange gains/ losses**

Description	2024-2025
	Kshs
Foreign exchange gain/ (loss)	163,200,601,407
<b>Total foreign exchange rates gain/(losses)</b>	<b>163,200,601,407</b>

**12. Receipts from Financing activities**

Description	2024-2025
	Kshs
Overdraft	53,397,901,088
Treasury Bills	1,551,039,159,596
Treasury Bonds	837,251,266,858
<b>Total</b>	<b>2,441,688,327,542</b>

**13. Refinancing**

Description	2024-2025
	Kshs
Overdraft	61,020,669,177
Treasury Bills	1,249,734,500,000
<b>Total</b>	<b>1,310,755,169,177</b>

**14. Return to Exchequer**

Description	2024-2025
	Kshs
Treasury Redemption	90,500,000
Treasury Redemption	48,200,000
<b>Total</b>	<b>138,700,000</b>

**15. Repayments of Borrowings**

<b>Description</b>	<b>2024-2025</b>
	<b>Kshs</b>
Treasury Redemption	358,932,943,691
Pre 1997	1,110,000,000
IMF	6,761,946,114
Foreign Borrowing	348,118,527,886
<b>Total</b>	<b>714,923,417,691</b>

**16. (a) Cash and Cash Equivalents**

<b>Description</b>	<b>2024-2025</b>	<b>Opening statement</b>
		<b>1<sup>st</sup> July 2024</b>
	<b>Kshs</b>	<b>Kshs</b>
Cash at Bank	1,646,510,867	303,526,010
<b>Total</b>	<b>1,646,510,867</b>	<b>303,526,010</b>

**16 (b) Detailed Analysis of the Cash and Cash Equivalents**

<b>Financial Institution</b>	<b>Account number</b>	<b>2024-2025</b>	<b>Opening statement</b>
		<b>Kshs</b>	<b>1<sup>st</sup> July 2024</b>
		<b>Kshs</b>	<b>Kshs</b>
CBK - Public Debt	1000204378	1,646,510,867	211,219,960
CBK- Treasury Bond Redemption	1000004053	000	90,500,000
CBK – Treasury Bond Interest	1000004061	000	31
CBK – Treasury Bond	1000000988	000	1,806,020
CBK – Treasury Bond	1000000977	000	000
CBK – Treasury Bills Redemption Suspense	1000004088	000	000
<b>Grand Total</b>		<b>1,646,510,867</b>	<b>303,526,010</b>

**17. Other Current Asset**

Description	2024-2025	Opening statement 1 <sup>st</sup> July 2024
	Kshs	Kshs
Receivable from Exchequer	0	48,200,000
<b>Total</b>	<b>0</b>	<b>48,200,000</b>

**18. Accrued Interest**

Description	2024-2025	Opening statement 1 <sup>st</sup> July 2024
	Kshs	Kshs
Treasury Bond	180,061,000,275	157,430,651,667
<b>Total</b>	<b>180,061,000,275</b>	<b>157,430,651,667</b>

**19. Borrowings**

**19 (a) Current Portion of Borrowings (Public Debt)**

Description	2024-2025	Opening Statement 1 <sup>st</sup> July 2024
	Kshs	Kshs
Overdraft	53,397,901,057	61,020,669,177
Treasury Bills	1,036,874,950,000	615,889,850,000
T-Bonds	295,050,500,597	0
External Debt	57,624,469,451	0
<b>Total</b>	<b>1,442,947,821,105</b>	<b>676,910,519,177</b>

**19 (b) Non-Current Portion of Borrowings (Public Debt)**

Description	2024-2025	Opening Statement 1 <sup>st</sup> July 2024
	Kshs	Kshs
External Borrowings	5,387,925,812,753	5,070,484,012,210
Domestic Borrowings	4,911,642,693,773	4,727,897,908,287
<b>Total</b>	<b>10,299,568,506,526</b>	<b>9,798,381,920,498</b>

**Notes to the Financial Statements (Continued)**

**19 (c) Analysis of Borrowings**

<b>Description</b>	<b>2024-2025</b>	<b>Opening statement 1<sup>st</sup> July 2025</b>
Domestic Borrowings	6,296,966,045,427	5,404,808,427,464
External Borrowings	5,445,550,282,204	5,070,484,012,210
<b>Total Borrowing (i+ii)</b>	<b>11,742,516,327,631</b>	<b>10,475,292,439,674</b>

**19 (c) (i) Domestic Borrowing**

<b>Description</b>	<b>Monetary Authority/Pre-1997 Govt. O.D. Debt CBK</b>	<b>Transfer of the 2021 IMF SDR Allocation For Kenya</b>	<b>Treasury Bonds</b>	<b>Treasury Bills</b>	<b>Overdraft CBK</b>	<b>Totals</b>
Balance at beginning of the year 1st July 2024	17,233,755,686	83,541,323,466	4,627,122,829,135	615,889,850,000	61,020,669,177	5,404,808,427,464
Add: borrowings drawn down during the year	0	0	841,820,100,000	1,670,719,600,000	53,397,901,057	2,565,937,601,057
Less: Repayments of during the year	(1,110,000,000)	(6,761,946,114)	(358,932,943,691)	0		(366,804,889,805)
Exchange rate gain/losses on foreign borrowing	0	3,780,075,888	0	0	0	3,780,075,888
Refinancing	0	0	0	(1,249,734,500,000)	(61,020,669,177)	(1,310,755,169,177)
Restructuring	0	0	0	0	0	0
<b>Closing Balance 30th June 2025</b>	<b>16,123,755,686</b>	<b>80,559,453,240</b>	<b>5,110,009,985,444</b>	<b>1,036,874,950,000</b>	<b>53,397,901,057</b>	<b>6,296,966,045,427</b>

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**19 (c) (ii) External Borrowing**

<b>Description</b>	<b>Multilateral Debt</b>	<b>Bilateral Debt</b>	<b>Commercial Loans</b>	<b>International Sovereign Bonds</b>	<b>Suppliers Credit</b>	<b>Totals</b>
Balance at beginning of the year 1st July 2024	2,786,948,450,766	1,087,650,515,410	328,524,696,318	854,878,200,000	13,536,831,484	5,071,538,693,977
Less Repayment 1 July 2024 to 2nd July 2024- Reported	(982,306,556)	(72,375,211)	0	0	0	(1,054,681,767)
Add: borrowings drawn down during the year	231,984,120,973	61,830,014,534	867,455,753	258,505,274,537	0	553,186,865,797
Less: Repayments of during the year	(55,432,694,334)	(150,358,411,615)	(52,090,816,701)	(90,236,605,160)		(348,118,527,809)
Exchange rate gain/losses on foreign borrowing	112,770,358,400	33,329,265,036	12,884,661,345	(446,066,955)	882,307,693	159,420,525,519
<i>Refinancing</i>	0	0	0	0	0	0
<i>Restructuring</i>	0	0	0	0	0	0
<i>Draw down Reversal</i>	(27,222,179)	0		0	0	(27,222,179)
<i>Prior Period Adjustments</i>	(8,746,586,055)	17,943,298,326	1,407,916,395	0	0	10,604,628,666
<b>Closing Balance 30th June 2025</b>	<b>3,066,514,121,015</b>	<b>1,050,322,306,479</b>	<b>291,593,913,111</b>	<b>1,022,700,802,422</b>	<b>14,419,139,177</b>	<b>5,445,550,282,204</b>

**Notes to the Financial Statements (Continued)**

**19 (d) Contracted Debt**

As at the end of the year, the Government of Kenya had contracted debt worth Kshs 455,402,257,710. Out of this, Kshs 296,988,964,258 had been drawn down and comprises of the total debt stock as shown on note 19. The Government recognises debt once drawn down and not when contracted.

**19 (e) Other loans**

The Government of Kenya issues letters of comfort whenever state-based institutions seek advances from commercial banks. The letters of comfort are issued on the strength of the institutions' balance sheets to repay the loans. The outstanding balances are reflected in the Central Bank of Kenya's net domestic financing report.

**19 (f) Future commitments to repay debt**

As at 30<sup>th</sup> June 2025, the Government of Kenya has the following future commitments to settle principal and interest on borrowings in the next 12 months.

<b>Financier/Lender</b>	<b>Loan Principal</b>
	<b>Kshs</b>
Domestic	1,385,323,351,654
External	57,624,469,451
<b>Total commitments</b>	<b>1,442,947,821,105</b>

**Cash Generated from Operations.**

<b>Description</b>	<b>2024-2025</b>
	<b>Kshs</b>
<b>Surplus for the year</b>	<b>(735,233,876,142)</b>
Adjusted for:	
Changes in Receivables	48,200,000
Changes in accrued interest	22,630,348,608
Discount- T Bills	117,359,087,241
Discount- T Bonds	36,,095,764,920
Premiums	(6,337,994,032)
Interest	(2,461,064,627)
Interest from Bond Issue	(24,134,284,131)
Exchange Gain /(Loss)	163,200,601,407
Other Gain/ (Loss)	10,577,406,487
T- Bond Costs	1,406,400,674
T-Bills Costs	2,321,353,162
<b>Net Cash flow from Operating activities</b>	<b>(414,528,055,818)</b>

## 20. Financial Risk Management

The Public debt's activities expose it to a variety of financial risks including credit and liquidity risks and effects of changes in foreign currency. The Public debt's overall risk management programme focuses on unpredictability of changes in the business environment and seeks to minimise the potential adverse effect of such risks on its performance by setting acceptable levels of risk. The Public debt's financial risk management objectives and policies are detailed below:

### i) Liquidity risk management

Ultimate responsibility for liquidity risk management rests with the National Treasury's management who have built an appropriate liquidity risk management framework for the management of the Public Debt's short, medium and long-term funding and liquidity management requirements. The Public Debt manages liquidity risk through continuous monitoring of forecasts and actual cash flows.

The table below represents cash flows payable by the Public Debt under non-derivative financial liabilities by their remaining contractual maturities at the reporting date. The amounts disclosed in the table are the contractual undiscounted cash flows. Balances due within 12 months equal their carrying balances, as the impact of discounting is not significant.

	Less than 1 month	Between 1-3 months	Between 3-12 months	Total
	Kshs	Kshs	Kshs	Kshs
<b>As at 30 June 2025</b>				
Current portion of borrowings	192,599,503,317	336,097,709,895	914,250,607,893	1,442,947,821,105
<b>Total</b>	<b>192,599,503,317</b>	<b>336,097,709,895</b>	<b>914,250,607,893</b>	<b>1,442,947,821,105</b>

### ii) Market risk

The National Treasury has put in place an internal audit function to assist it in assessing the risk faced by the Public Debt on an ongoing basis, evaluate and test the design and effectiveness of its internal accounting and operational controls.

Market risk is the risk arising from changes in market prices, such as interest rate, and foreign exchange rates which will affect the Public Debt's value of its holding of financial instruments. The objective of market risk management is to manage and control market risk exposures within acceptable parameters, while optimising the return. The Public Debt's Finance Department is responsible for the development of detailed risk management policies (and for the day-to-day implementation of those policies). There has been no change to the Public Debt's exposure to market risks or the way it manages and measures the risk.

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**a) Foreign currency risk**

The Public Debt has transactional currency exposures. Such exposure arises through repayment of loans denominated in foreign currency and the conversion of debt stock in local currency at each reporting period. The Public Debt manages foreign exchange risk from future commercial transactions and recognised liabilities by projecting expected sales proceeds and matching the same with expected payments. The carrying amount of the Public Debt's foreign currency-denominated monetary assets and monetary liabilities at the end of the reporting period are as follows:

**FY 2024/25**

	<b>In Kshs</b>	<b>Other currencies</b>	<b>Total</b>
	<b>Kshs</b>	<b>Kshs</b>	<b>Kshs</b>
<b>As At 30 June 2025</b>			
<b>Financial Assets</b>			
Cash	1,646,510,867	0	1,646,510,867
Receivables from non-exchange transactions	0	0	0
Others (specify)	0	0	0
<b>Total Financial Assets</b>	<b>1,646,510,867</b>	<b>0</b>	<b>1,646,510,867</b>
<b>Financial Liabilities</b>			
<b>Borrowings</b>	6,216,406,592,187	5,526,109,735,444	11,742,516,327,631
<b>Total Financial Liabilities</b>	<b>6,216,406,592,187</b>	<b>5,526,109,735,444</b>	<b>11,742,516,327,631</b>
<b>Net Foreign Currency Asset/(Liability)</b>	<b>(6,214,760,081,320)</b>	<b>(5,526,109,735,444)</b>	<b>(11,740,869,816,764)</b>

**Foreign currency sensitivity analysis**

**FY 2024/25**

	<b>In Kshs</b>	<b>Other currencies</b>	<b>Total</b>
	<b>Kshs</b>	<b>Kshs</b>	<b>Kshs</b>
<b>As At 30 June 2025</b>			
<b>Financial Assets</b>			
Cash	1,646,510,867	0	1,646,510,867
Receivables from non-exchange transactions	0	0	0
Others (specify)	0	0	0
<b>Total Financial Assets</b>	<b>1,646,510,867</b>	<b>0</b>	<b>1,646,510,867</b>
<b>Financial Liabilities</b>			
Borrowings	6,216,406,592,187	6,041,624,900,859	12,258,031,493,046
<b>Total Financial Liabilities</b>	<b>6,216,406,592,187</b>	<b>6,041,624,900,859</b>	<b>12,258,031,493,046</b>
<b>Net Foreign Currency Asset/(Liability)</b>	<b>(6,214,760,081,320)</b>	<b>(6,041,624,900,859)</b>	<b>(12,256,384,982,179)</b>

The following table demonstrates the effect on the Public Debt's statement of financial performance when applying the sensitivity for a reasonable possible change in the exchange rate of the three main transaction currencies, with all other variables held constant. The reverse would also occur if the Kenya Shilling appreciated with all other variables held constant.

	<b>Change in currency rate</b>	<b>Effect on Profit before tax</b>	<b>Effect on Equity/Net assets</b>
	<b>Kshs</b>	<b>Kshs</b>	<b>Kshs</b>
<b>2025 June</b>			
Euro	10%	0	(105,694,689,270)
USD	10%	0	(267,981,753,971)
XDR	10%	0	(141,838,722,174)

**b) Interest rate risk**

Interest rate risk is the risk that the Public Debt's financial condition may be adversely affected as a result of changes in interest rate levels. The Public Debt's interest rate risk arises public debt stock. The interest rate risk exposure arises mainly from interest rate movements on the Public Debt.

**Management of interest rate risk**

To manage the interest rate risk, management has endeavoured to negotiate loans at favourable interest rates and terms, including a moratorium on loans. During the period under review, management has continually managed to monitor and report on public debt risks by advancing to debt instruments with longer maturity while reducing reliance on short-term borrowing with high interest cost. In order to minimize the cost of borrowing, management optimized new commitments from concessional financing with low fixed interest rates. Additionally, management has actively pursued currency diversification and liability management to bring down external interest costs. This was achieved by broadening the currency mix and reducing overreliance on USD commercial loans.

**Sensitivity analysis**

The Public Debt analyses its interest rate exposure on a dynamic basis by conducting a sensitivity analysis. This involves determining the impact on profit or loss of defined rate shifts. The sensitivity analysis for interest rate risk assumes that all other variables, in particular foreign exchange rates, remain constant. The analysis has been performed on the same basis as the prior year. Using the end of the year figures, the sensitivity analysis indicates the impact on the statement of financial performance if current floating interest rates increase/decrease by one percentage point as an increase/decrease of Kshs 6.8 billion (2025: Kshs 23.7 billion). A rate increase/decrease of 5% would result in a decrease/increase in surplus of Kshs 23.7 (2025 Kshs 67.8 billion).

**iv) Capital Risk Management**

The objective of the Public debt 's capital risk management is to safeguard the Public debt's ability to continue as a going concern. The Public debt capital structure comprises of the following funds:

	<b>FY 2024/25</b>
	<b>Kshs</b>
Total Borrowings	11,742,516,327,631
Less: Cash And Bank Balances	(1,646,510,867)
Net Debt/(Excess Cash And Cash Equivalents)	11,740,869,816,764
<b>Gearing</b>	100%

**21. Related Party Disclosures**

**Nature of related party relationships**

Entities and other parties related to the CFS-Public Debt include those parties who have ability to exercise control or exercise significant influence over its operating and financial decisions. Related parties include CS, PS, Director Generals and Directors.

**Government of Kenya**

The Government of Kenya is the principal shareholder of the Public debt, holding 100% of the Public debt's equity interest. The Government of Kenya has provided full guarantees to all long-term lenders of the Public debt, both domestic and external.

**Other related parties include:**

- i) The Parent Ministry
- ii) Other MDAs
- iii) Parliament
- iv) Attorney General
- v) Controller of Budget
- vi) CBK
- vii) Development partners
- viii) Key management.

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	FY 2024-2025
	Kshs
<b>Transactions with related parties</b>	
Exchequer transfers	1,559,899,099,590
Loan advances to other government entities	0
Loan repayments by other government entities	0
<b>Balances due from related parties</b>	
Guaranteed loans	0
Others (specify)	0
<b>Total</b>	<b>1,559,899,099,590</b>

## 22. Contingent Assets and Contingent Liabilities

### Contingent Assets

	FY 2024-2025
	Kshs
<b>Contingent Assets</b>	
Receivables From Contracted Loans (Undisbursed Loans)	0
Others (Specify)	0
<b>Total</b>	<b>0</b>

### Contingent Liabilities

	FY 2024-2025
	Kshs
<b>Contingent Liabilities</b>	
Court Case xx against the Public Debt	0
Guaranteed loans	83,240,665,430
<b>Total</b>	<b>83,240,665,430</b>

(Give details)

**23. Events after the Reporting Period**

There were no material adjusting and non- adjusting events after the reporting period.

**24. Ultimate and Holding Public Debt**

The Public Debt ultimate parent is the Government of Kenya.

**25. Currency**

The financial statements are presented in Kenya Shillings (Kshs) and is rounded off to the nearest shilling.

**Appendix**

**Appendix 1: Implementation Status of Auditor-General's Recommendations**

The following is the summary of issues raised by the external auditor, and management comments that were provided to the auditor.

<b>Reference No. on the external audit Report</b>	<b>Issue / Observations from Auditor</b>	<b>Management comments</b>	<b>Status: (Resolved / Not Resolved)</b>	<b>Timeframe: (Put a date when you expect the issue to be resolved)</b>
20	Variances between Prior year audited Outstanding debt Stock and prior year audited balances	The reported balance was based on data published by the central bank of Kenya. To align the information reported by both the National Treasury and the CBK The amount was incorporated into the FY 2023-2024	Not Resolved	At Audit Review
21	Unreconciled Loan Balances between Commonwealth Secretariat Meridian System balances and Summary Statement of public debt	A detailed loan by loan explanation for each observed variance was provided	Not Resolved	At audit Review
22	Costly domestic debt	Domestic debt is commercial in nature and has a shorter maturity profile as opposed to external borrowing. Which has a larger component of concessional funding and has a lower interest rates and longer maturity structure	Not Resolved	At Audit Review
23	Budgetary Control and Performance	Public debt budget is usually affected by the movement in exchange rates.	Not Resolved	At audit Review

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<b>Reference No. on the external audit Report</b>	<b>Issue / Observations from Auditor</b>	<b>Management comments</b>	<b>Status: (Resolved / Not Resolved)</b>	<b>Timeframe: (Put a date when you expect the issue to be resolved)</b>
		Exchange rates were favourable thus reducing the Kenya shillings payments		
25	Outstanding Central Bank of Kenya Overdraft	The Government resorts to overdraft Financing due to liquidity challenges. The outstanding balances were within the twelve-month period. The management did not violate the Law	Not Resolved	At Audit Review
26	Deviation from approved 2023 medium term debt Strategy	The actual ratio of net domestic to external financing was 73:27 a deviation from the optimal strategy. The change was attributed to limited access to external financing which resulted to more uptake of borrowing from domestic sources. The shift was within the 2023 optimal strategy which was recommended and approved by parliament	Not Resolved	At Audit Review
27	Unsupported Restructuring of Aror, Kimwarer and Itare Dams Loan Projects	The management did provide the restructuring agreement on loan repayment to the auditors for review. The documents are still available in case of any confirmation.	Not Resolved	At Audit Review
28	Inadequate Monitoring and Evaluation on the Utilization of Borrowed Funds	It is true that the Public Finance Management Regulation 194 (1) (s) mandates the Public Debt Management Office to co-ordinate, review and monitor the utilization of external resources. It is further true that PDMO has not been undertaking this function effectively due to lack of a Monitoring and	Not Resolved	At Audit Review

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Reference No. on the external audit Report	Issue / Observations from Auditor	Management comments	Status: (Resolved / Not Resolved)	Timeframe: (Put a date when you expect the issue to be resolved)
		Evaluation (M&E) officer. As a remedial measure, the Resource Mobilization Department has reviewed its staff establishment to establish a M&E Unit to coordinate and undertake the above function.		
29	Payment of Avoidable Commitment Fees on Undrawn Balances	The Management has requested the implementing agency to respond to the issues raised by the Office of Auditor General (Appendix V). No response has so far been received from the implementing agency	Not Resolved	At Audit Review
30	Abandoned and Stalled Works for Construction of Rehabilitation and Expansion of Kwale Water Supply and Operation improvement Works	The Management has requested the implementing agency to respond to the issues raised by the office of Auditor General. No response has so far been received from the implementing agency.	Not Resolved	At Audit Review
31	Lack of Completion Rate Analysis on Debt Funded Projects	The National Treasury regularly performs comprehensive portfolio reviews of all externally funded projects in collaboration with financiers and implementing ministries. Based on these findings, the National Treasury provides actionable recommendations to address identified issues, ensure timely project implementation, and mitigate financial risks associated with project delays.	Not Resolved	At Audit Review

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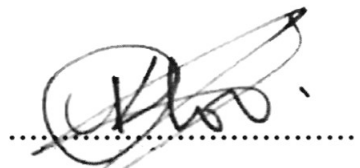
<b>Reference No. on the external audit Report</b>	<b>Issue / Observations from Auditor</b>	<b>Management comments</b>	<b>Status: (Resolved / Not Resolved)</b>	<b>Timeframe: (Put a date when you expect the issue to be resolved)</b>
32	Lack of Support Documents on Public Participation	It is true that the listed documents as tabulated have no documentation on public participation. This is because public participation is the role of the implementing agencies during the project preparation process where stakeholder engagement for the ownership of the project is conducted. The National Treasury in this regard has no role in this process	Not Resolved	At Audit Review
33	Variation of Contract Beyond 25% Threshold	The Management has requested the implementing agency to respond to the issues raised by the Office of Auditor General (Appendix VII). No response has so far been received from the implementing agency	Not Resolved	At Audit Review
34	Failure to Compensate Project Affected Persons	The Management has requested the implementing agency to respond to the issues raised by the Office of Auditor General (Appendix VII). No response has so far been received from the implementing agency	Not Resolved	At Audit Review
35	Failure to Perform Internal Audit on Management of Public Debt	Internal audit has a 3 year strategic plan for F/Y 2023/2024-2025/2026 in which the audit for the Public Debt Management Office was planned to be undertaken during FY 2024/2025 audit cycle. An audit of the PDMO was undertaken during the previous strategic cycle of 2020/2021-2022/2023 and a report issued. We have however reviewed	Not Resolved	At Audit Review

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Reference No. on the external audit Report	Issue / Observations from Auditor	Management comments	Status: (Resolved / Not Resolved)	Timeframe: (Put a date when you expect the issue to be resolved)
		regularly the cashbooks for domestic debt during the financial year. The National Treasury commenced development of a Risk Management Policy Framework (RMPF) during FY 2023/2024. A draft RMPF is in place. The policy framework will be finalized during the current financial year (Appendix VIII)		
36	Inadequate Change Management Procedures- Commonwealth Secretariat Meridian System	The audit took place in a transitional time from one system, the Commonwealth Secretariat Debt Recording and Management System ( CS-DRMS) to the new Commonwealth Meridian ( CS-Meridian). A draft procedure manure has since been developed and is awaiting final review and approval. At the time of the audit, only ten officers had read access rights to the system. All the rest had read only rights. The officers with the read-write systems operate in a maker checker environment which the system logs should there be some breach of a kind.	Not Resolved	At Audit Review
37	Inadequate Control on Vendor Access to Live Commonwealth Secretariat Meridian System	The audit correctly Points there were five users from Commonwealth Secretariat who were in the systems. However, only two may have had active rights to the system reason being the server used at that time of migration was old and could not have accommodated	Not Resolved	At Audit Review

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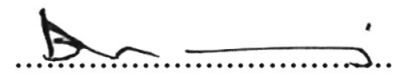
Reference No. on the external audit Report	Issue / Observations from Auditor	Management comments	Status: (Resolved / Not Resolved)	Timeframe: (Put a date when you expect the issue to be resolved)
		a test environment. The National Treasury is now at the advanced stage of procuring a new server and this will ensure the live environment is separated from the test environment. The officers from the Commonwealth Meridian have their accounts locked and only unlocked when there is need to get supervised. On the issue of exposure of the system to cyber threats and data breaches, the server is secured under the IFMIS Demilitarizes Zone (DMZ) which has a two factor authentication process to offer additional protection. However, it is acknowledged that Information and Technology systems worldwide are constantly under cyber threats.		



Dr. Chris Kiptoo, CBS  
 Principal Secretary  
THE NATIONAL TREASURY



Raphael O. Otieno  
 Director General  
PUBLIC DEBT MANAGEMNT OFFICE



CPA Daniel K. Mwangi  
 Head Public Debt Settlement  
ICPAK No.13665

**Appendix 2: Exchange Rates used for conversion of FX to Kshs**

<b>Exchange Rates used for conversion of FX to Kshs</b>			
<b>Currency</b>	<b>Currency Name</b>	<b>Rate</b>	<b>Date</b>
AED	UAE Dirhams	35.1888	30/06/2025
AUA	African Unit Of Accounts	175.3435	30/06/2025
CAD	Canadian Dollars	94.5732	30/06/2025
CHF	Swiss Francs	162.0188	30/06/2025
CNY	Yuan Renminbi	18.0404	30/06/2025
DKK	Danish Kroner	20.3264	30/06/2025
EUR	Euro	151.6500	30/06/2025
GBP	Pound Sterling	177.5227	30/06/2025
INR	Indian Rupees	1.5112	30/06/2025
JPY	Yen	0.8984	30/06/2025
KRW	Won	0.0941	30/06/2025
KWD	Kuwaiti Dinars	419.9190	30/06/2025
SAR	Saudi Riyals	34.4579	30/06/2025
SEK	Swedish Kronor	13.6593	30/06/2025
USD	US Dollars	129.2343	30/06/2025
XDR	Special Drawing Rights	177.5679	30/06/2025