

# MOODY'S

## INVESTORS SERVICE

### CREDIT OPINION

16 February 2021

#### Update

 Rate this Research

#### RATINGS

##### Development Bank of Southern Africa

Domicile	Johannesburg, South Africa
Long Term Rating	Ba3
Type	LT Corporate Family Ratings
Outlook	Negative

Please see the [ratings section](#) at the end of this report for more information. The ratings and outlook shown reflect information as of the publication date.

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## Development Bank of Southern Africa

### Update to credit analysis

#### Summary

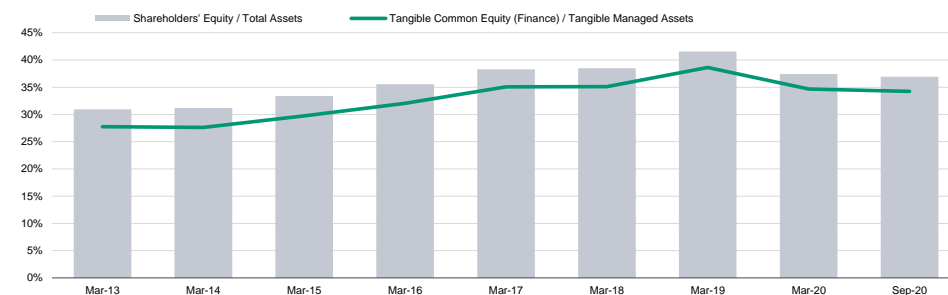
[Development Bank of Southern Africa's](#) (DBSA) Ba3 corporate family rating (CFR) reflects its Baseline Credit Assessment (BCA) of b1 and one notch of uplift, incorporating our assumption of a "strong" probability of support from the [Government of South Africa](#) (Ba2 negative). The support balances DBSA's 100% government ownership and its development mandate, against increased fiscal challenges, with the government more selective in dispersing financial support to state-owned enterprises. We also assign a Ba3 issuer rating, based on the Ba3 CFR and the application of our Loss Given Default (LGD) analysis for speculative-grade companies, reflecting the priority of claims and coverage for its capital stock. DBSA's national scale ratings are set at Aa3.za/P-1.za. The issuer outlook is negative.

DBSA's BCA of b1 reflects two contrasting factors: (i) positively, the bank's high capital buffers, with a tangible common equity (TCE)-to-tangible managed assets ratio of 34.2% as of September 2020, provides the bank with significant capacity to absorb unexpected losses; (ii) more negatively, the rising macro challenges and industry risks translate into profitability pressures and high asset risks (Stage 3 loans increased to 8.3% of gross loans in September 2020, with Stage 2 loans – which are performing but carry a higher risk – accounting for an additional 28.2%).

DBSA is also faced with continuing liquidity challenges, in view of disruptions in the local capital (fixed-income) market and upcoming sizeable debt maturities (of around ZAR12 billion over the period March 2021-22); however, we do acknowledge management's initiatives to increase its cash buffers and raise new funding (over ZAR17 billion were raised during the financial year-ending March 2021).

Exhibit 1

#### High capital buffers, a key strength



Sources: Moody's Financial Metrics and DBSA's financials

## Credit strengths

- » Solid capital buffers, sufficient to absorb unexpected credit losses
- » The "strong" probability of support from the South African government

## Credit challenges

- » Ongoing macroeconomic challenges and rising industry risks, which will continue to strain DBSA's profitability and asset quality
- » High credit concentrations
- » Disruptions in the local fixed-income market, combined with sizeable upcoming debt maturities, but risks are mitigated by recent initiatives to increase cash buffers and new funding raised

## Outlook

The negative outlook on DBSA's ratings is driven by the negative outlook on the sovereign rating and implies that a potential further weakening of the government's creditworthiness could hurt the bank's ratings as well. The negative outlook further reflects the difficult operating conditions, which also strain the bank's financial performance and standalone assessment. Deteriorating asset quality and profitability, and disruptions in the local capital markets are the key financial challenges.

## Factors that could lead to an upgrade

There is a low likelihood of upward rating movement in view of the negative outlook. DBSA's outlook could be changed to stable if the sovereign rating outlook is stabilised and the bank maintains a resilient financial performance.

## Factors that could lead to a downgrade

Any further weakening in the South African government's credit profile or its willingness to support DBSA could lead to a downgrade. In addition, a weakening in DBSA's BCA, driven by a significant deterioration in asset-quality metrics or a further tightening of its funding and liquidity positions would also likely exert downward rating pressure.

## Key indicators

Exhibit 2

### Development Bank of Southern Africa (Consolidated Financials) [1]

	03-20 <sup>2</sup>	03-19 <sup>2</sup>	03-18 <sup>2</sup>	03-17 <sup>2</sup>	03-16 <sup>2</sup>	CAGR/Avg. <sup>3</sup>
Total managed assets (ZAR Million)	100,465.1	89,492.4	89,213.5	83,654.8	82,347.5	5.1 <sup>4</sup>
Total managed assets (USD Million)	5,625.1	6,205.6	7,529.4	6,238.8	5,598.8	0.1 <sup>4</sup>
Net Income / Average Managed Assets (%)	0.5	3.5	2.6	3.4	3.4	2.7 <sup>5</sup>
Tangible Common Equity (Finance) / Tangible Managed Assets (%)	34.7	38.6	35.1	35.1	32.0	35.1 <sup>5</sup>
Problem Loans / Gross Loans (Finance) (%)	7.2	4.9	4.5	3.3	3.7	4.7 <sup>5</sup>
Net Charge-offs / Average Gross Loans and Leases (%)	0.3	0.3	0.1	0.0	0.5	0.2 <sup>5</sup>
Debt Maturities Coverage (%)	22.2	17.1	54.6	--	--	31.3 <sup>5</sup>
Secured Debt / Gross Tangible Assets (%)	0.5	0.0	0.0	0.0	0.0	0.1 <sup>5</sup>

[1] All figures and ratios are adjusted using Moody's standard adjustments. [2] IFRS [3] May include rounding differences because of the scale of reported amounts. [4] Compound annual growth rate (%) based on the periods for the latest accounting regime. [5] Simple average of periods for the latest accounting regime.

Sources: Moody's Investors Service and company filings

## Profile

DBSA is a government-owned development finance institution that delivers developmental infrastructure in South Africa and the rest of the African continent. Around 70% of DBSA's gross loans were concentrated in South Africa, with the remainder disbursed in the wider Sub-Saharan Africa region, including Zambia, Angola, Ghana and Zimbabwe.

This publication does not announce a credit rating action. For any credit ratings referenced in this publication, please see the ratings tab on the issuer/entity page on [www.moody's.com](http://www.moody's.com) for the most updated credit rating action information and rating history.

## Detailed credit considerations

### DBSA's high capital buffers are its major strength

We assign a Capital score of A2, two notches below the initial score; the assigned score captures DBSA's solid capital levels, but also the current difficult operating environment, which is likely to exert some pressure on borrowers' repayment capacity and on the bank's current capital buffers.

DBSA maintains strong capital buffers, with a TCE-to-tangible managed assets ratio of 34.2% as of September 2020. Such capital buffers provide significant capacity to both absorb unexpected credit losses and grow the balance sheet. The bank is obliged by the DBSA Act to maintain a maximum debt-to-equity ratio of 250%. As of September 2020, this ratio was around 162%, and that's without incorporating the ZAR20 billion callable capital, which requires parliamentary approval for release. Management is also monitoring economic capital requirements and plans to more formally apply the Basel principles, even though it is not a regulated bank. It has historically benefitted from capital support from the government, including disbursements of around ZAR7.9 billion in 2013-16, and pays no dividend.

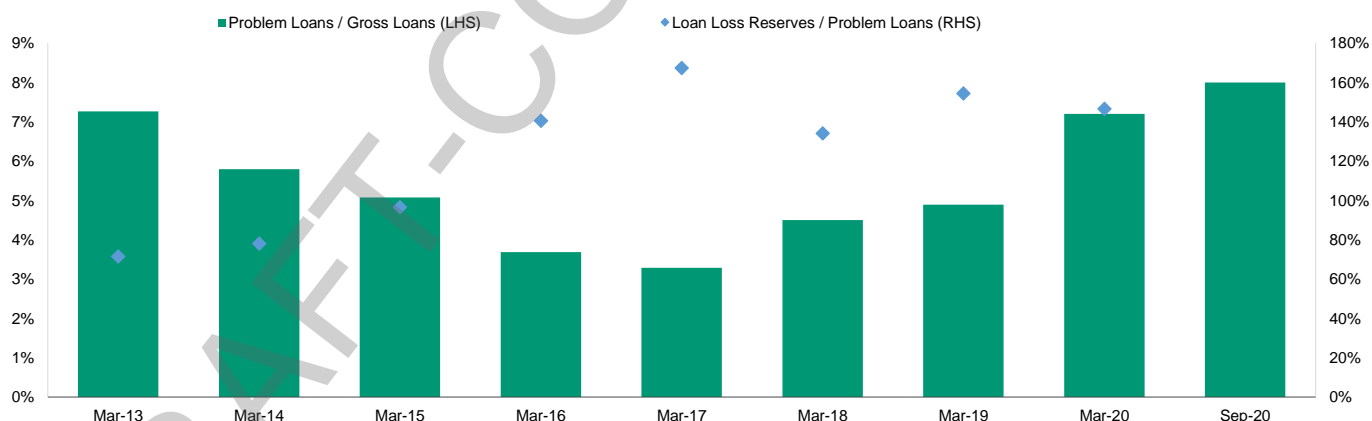
### Asset-quality metrics under pressure, reflecting the challenging macro conditions, high concentrations and riskier Africa projects

We assign a weighted average Asset Risk score of B2, six notches below the initial score, capturing its high single-name concentrations, the difficult operating conditions and problematic foreign operations.

DBSA reported a nonperforming loans (NPLs)-to-gross loans ratio of 8.3% as of September 2020, with Stage 2 loans accounting for an additional 28.2%. We expect the bank's asset-quality metrics to remain under pressure as a result of both the still-difficult operating environment — beyond 2021, we expect growth to settle at around 1%, well below the country's potential and the rate required to create new jobs — and the high credit concentrations that result in elevated credit risks. Similarly, we expect the bank's annual provisioning charges (of around 3.8% of gross loans for the fiscal year ended March 2020) to remain at elevated levels, despite the significant drop in provisions during the six months to September 2020 (to 0.6% of gross loans).

Exhibit 3

#### The still-difficult operating environment will strain DBSA's asset-quality metrics



Sources: Moody's Financial Metrics and DBSA's financials

DBSA continues to exhibit high credit concentrations: the bank's 10 largest exposures constitute over 50% of its loan portfolio. We view such high credit concentrations as a moderating factor for DBSA's standalone profile because a possible default by any of these large borrowers could potentially weaken the bank's financial fundamentals. More specifically, we understand that DBSA maintains a significant exposure to [Eskom Holdings SOC Limited](#) (Eskom, Caa1 negative), the troubled electricity generator, estimated to constitute more than 18% of the bank's gross loans. DBSA's loan to Eskom is unsecured, unlike most of Eskom's debt, which carries a government guarantee. Similarly, DBSA's non-South African portfolio (and specifically the Zambian exposures) are substantially riskier, with NPLs at over 20% of gross loans.

Against these risks, we understand that the bank has tightened its lending criteria and will likely reduce its exposures to some of the riskier Sub-Saharan countries, while the bulk of its exposures to the South African municipal sector is in the more resilient Metro space. Historically low write-offs also suggest that most borrowers eventually repay their dues to the DBSA.

### A weakening earnings-generating capacity

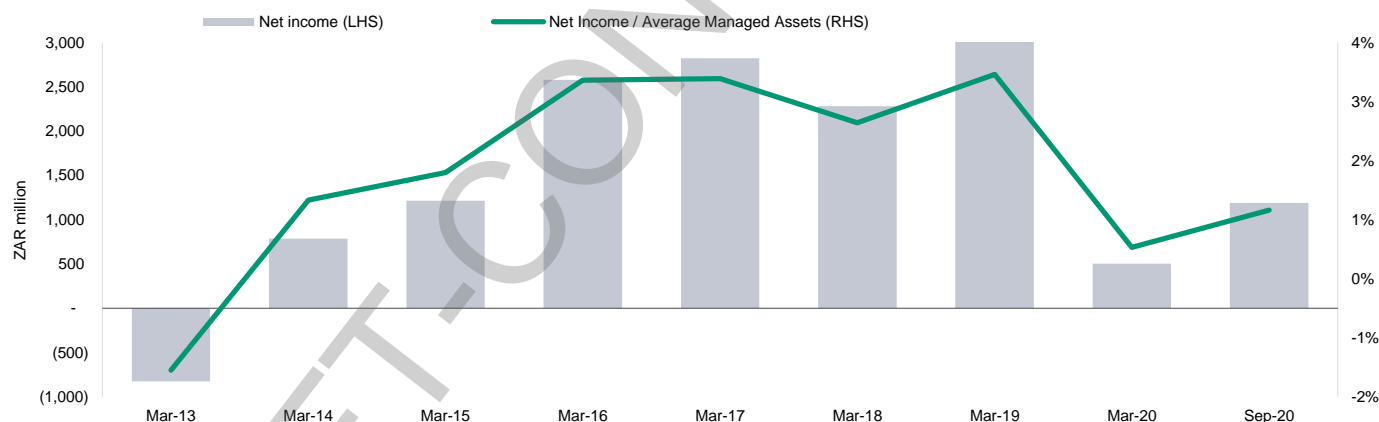
We assign a B1 Profitability score, one notch below the initial score, reflecting historical and potential earnings volatility and the difficult operating environment that will likely continue to strain DBSA's earnings-generating capacity.

For fiscal 2020, DBSA reported bottom-line profit of ZAR504 million (fiscal 2019: ZAR3.1 billion), which translates into an annualised return on equity of 1.4% (against an average 13.4% return by commercial banks) and a net income on average managed assets of 0.5%. For the period ended September 2020, bottom-line profits stood at ZAR594 million; despite lower fee income, sizeable foreign exchange losses (ZAR354 million) and losses on financial instruments (of ZAR450 million), the bottom-line benefitted from lower provisioning costs of ZAR269 million (September 2019: ZAR1.1 billion).

DBSA made significant efforts to streamline its operations and contain its costs, achieving a cost-to-income ratio of around 27% in September 2020, down from 51% as of the end of March 2013. This improvement was achieved despite DBSA's strategy to hire employees with key skills to support business growth. Nonetheless, we expect DBSA's earnings-generating capacity to remain under pressure, primarily because of our expectations of elevated provisioning requirements amid the difficult operating conditions. Lower new loan disbursements — as management focuses on maintaining adequate liquidity that will allow it to meet its own liabilities — will also undermine revenue growth potential, while currency movements and revaluations of financial instruments will add to earnings volatility.

Exhibit 4

### Volatile bottom-line profit to remain under pressure



Sources: Moody's Financial Metrics and DBSA's financials

### Liquidity risks in view of disruptions in the local capital markets, but alternative funding has been sourced

We assign weighted average Cash Flow and Liquidity scores of B2, five notches below the initial score, primarily to reflect the limited benefits derived from DBSA's very low secured debt (given the limited size and depth of the South African securitisation market) and the dislocation in the local capital markets on the back of increased risk aversion by funders.

DBSA has historically displayed a stable funding profile, and has been able to roll over maturing debt and raise necessary new funding. The bank's total borrowings increased to ZAR64 billion in September 2020 from ZAR35.9 billion in March 2013. The bank also maintains a relatively diversified funding profile by tapping the local capital markets via an ZAR80 billion domestic medium-term note programme; gaining access to money-market funds and maintaining numerous lines of credits with local banks and financial institutions; and raising funds from development finance institutions.

However, DBSA remains dependent on market funding and is therefore vulnerable to increased risk aversion by institutional investors, especially in the currently tight local capital market conditions where the bank has been unable to tap the market for the past several

months. DBSA also maintains a short-term maturity profile for its liabilities, with an estimated ZAR12 billion of credit facilities (capital and interest) maturing between March 2021-22. To address these challenges, management closely monitors its liquidity position: over the past 12 months it has raised an additional ZAR17 billion of new funding; while maturing liabilities are also partly financed by a combination of loan repayments and reduced new loan disbursements where necessary. These initiatives have allowed the bank to significantly build up its liquidity buffers to more than ZAR8 billion as of September 2020.

### Operating environment

We assign a B1 score to DBSA's Operating Environment. The score is based wholly on our assessment of the (B) Industry Risk of South African industrial and infrastructure lenders, to reflect our expectations of high industry risks, with DBSA focussed on higher-risk segments and clients – in response to its development mandate – and the ongoing macroeconomic challenges.

### Macro-level indicator

The Macro-Level Indicator does not have any weight in the scorecard because the Macro-Level Indicator score (Baa2) is higher than the B Industry Risk score. We nonetheless note that macro conditions remain extremely difficult, with persistently low growth and the widespread fiscal pressures facing the government. Progress on structural economic reforms has been very limited amid social and political obstacles, while interest payments are consuming an increasing share of the budget, reducing fiscal space.

### Industry risk

The B Industry Risk score reflects finance companies' high market share in South Africa's industrial and infrastructure lending market; the current high demand, given the country's needs for infrastructure, energy and industrial projects; and a product base that faces a low risk of obsolescence. Barriers to entry are moderate, with both banks and the capital markets in a position to provide lending for industrial and infrastructure projects, but to compete effectively, market participants need both access to long-term funding and sizeable initial capital.

These strengths are, however, balanced against strong competition from the country's leading banks (which also translates into limited pricing power for finance companies) and relatively high regulatory/legal risks relating to changes to South Africa's Mining Charter and upcoming land reforms. Industry risks have also been rising as government-owned finance companies are increasingly focused on high-risk segments, in line with their development mandate, and amidst on-going challenging macro-economic conditions. These factors expose finance companies to heightened event risk and to sharply rising NPLs. Based on these dynamics, we have recently adjusted our Industry Risk score down to B from Ba, but in terms of the overall Operating Environment score, we decided to stay at the upper end of the range (at B1, from Ba3 previously).

### ESG considerations

In line with our general view on the banking sector, DBSA has a low exposure to environmental risks. See our [Environmental risk heat map](#) for further information.

We believe banks, including development institutions such as DBSA, face moderate social risks. See our [Social risk heat map](#) for further information.

Governance is highly relevant for DBSA. Corporate governance weaknesses can lead to a deterioration in a bank's credit quality, while governance strengths can benefit its credit profile. Governance risks are largely internal rather than externally driven.

Over the recent past, South African state-owned enterprises have attracted considerable attention, as some have exhibited high-level corruption and state capture. In the case of DBSA, no such issues were raised, while a number of initiatives were taken to strengthen governance further; these initiatives were aimed at ensuring that directors' decisions remain free from any conflicts and tightening controls around lending to politically exposed persons. Nonetheless, corporate governance remains a key credit consideration and, while we do not adjust for Corporate Behaviour in our scorecard, we will continue to monitor developments.

### Support and structural considerations

#### "Strong" probability of government support, balancing the 100% government ownership against rising fiscal challenges

DBSA's Ba3 CFR benefits from a one-notch uplift from the bank's BCA of b1 because of a "strong" probability of support from the South African government. Our assumption of a strong probability of government support reflects DBSA's 100% government ownership, development mandate and history of receiving support; but these parameters are moderated by rising fiscal pressures that compromise

the South African government's ability to provide timely and adequate support to state-owned enterprises. Fiscal pressures reduce the capacity the government has available to provide further support to state-owned enterprises. Recent developments, such as the [Land and Agricultural Development Bank's](#) failure to make payments of maturing credit facilities that has triggered an event of default, have further informed our assessment.

The Minister of Finance, in his capacity as the bank's governor, determines the bank's mandate and holds the board of directors accountable for managing the organisation to deliver on its mandate. DBSA is regulated under the Public Finance Management Act and the DBSA Act, and submits a corporate plan to the National Treasury, which also documents the key performance measures and targets against which organisational performance is assessed.

### Notching considerations

DBSA's Ba3 issuer rating is based on our LGD analysis for speculative-grade companies, reflecting the priority of claims and coverage in the company's capital stock. In the case of DBSA, the issuer ratings are aligned with the CFR, reflecting the absence of structural subordination of unsecured obligations under our LGD model.

### National scale ratings

DBSA's Aa3.za long-term and P-1.za short-term South African national scale ratings are derived from the bank's global scale issuer rating. These ratings reflect the fact that DBSA is still one of the stronger credits in the country, primarily reflecting its high capital buffers and our assumption of a strong probability of government support in case of need.

### Source of facts and figures in this report

Unless noted otherwise, we have sourced data relating to systemwide trends and market shares from the central bank. Company-specific figures originate from DBSA's financial statements and Moody's Banking Financial Metrics. All figures are based on our own chart of accounts and may be adjusted for analytical purposes. Please refer to the document [Financial Statement Adjustments in the Analysis of Financial Institutions](#), published on 9 August 2018.



## Rating methodology and scorecard factors

The principal methodologies used in rating DBSA were Finance Companies, published in November 2019, and Government-Related Issuers, published in February 2020.

Exhibit 5

### Development Bank of Southern Africa

Financial Profile	Factor Weights	Historic Ratio	Initial Score	Assigned Score	Key driver #1	Key driver #2
Profitability						
Net Income / Average Managed Assets (%)	10%	0.53%	Ba3	B1	Earnings volatility	Expected trend
Capital Adequacy and Leverage						
Tangible Common Equity / Tangible Managed Assets (%)	25%	34.68%	Aa3	A2	Excessive growth	
Asset Quality						
Problem Loans / Gross Loans (%)	10%	7.20%	Caa1	Caa3	Expected trend	Portfolio composition
Net Charge-Offs / Average Gross Loans (%)	10%	0.27%	Aaa	Baa3	Expected trend	Portfolio composition
Weighted Average Asset Risk Score			Baa2	B2		
Cash Flow and Liquidity						
Debt Maturities Coverage (%)	10%	22.20%	Caa2	Caa1	Pro-forma adjustments	Other adjustments
FFO / Total Debt (%)	15%	5.64%	B3	B3	Other adjustments	
Secured Debt / Gross Tangible Assets (%)	20%	0.53%	Aa1	B1		
Weighted Average Cash Flow and Liquidity Score			Baa3	B2		
Financial Profile Score	35%		Baa2	Ba3		
Operating Environment						
Home Country	Factor Weights	Sub-factor Score	Score			
Macro Level Indicator	0%		Baa2			
Economic Strength	25%	baa3				
Institutions and Governance Strength	50%	baa3				
Susceptibility to Event Risk	25%	baa				
Industry Risk	100%		B			
Home Country Operating Environment Score			B2			
	Factor Weights			Score	Comment	
Operating Environment Score	65%			B1		
ADJUSTED FINANCIAL PROFILE				Score		
Adjusted Financial Profile Score				B1		
Financial Profile Weight	35%					
Operating Environment Weight	65%					
Business Profile and Financial Policy				Adjustment	Comment	
Business Diversification, Concentration and Franchise Positioning				0		
Opacity and Complexity				0		
Corporate Behavior / Risk Management				0		
Liquidity Management				0		
Total Business Profile and Financial Policy				B1		
Adjustments						
					Comment	
Sovereign or parent constraint				Ba2		
Standalone Assessment Scorecard-indicated Range				ba3 - b2		
Assigned Standalone Assessment				b1		

Exhibit 6

Government -Related Issuer	Factor
a) Standalone Credit Profile	B1
b) Government Local Currency Rating	Ba2
c) Default Dependence	Very High
d) Support	Strong
e) Final Rating Outcome	Ba3

Source: Moody's Investors Service

## Ratings

Exhibit 7

Category	Moody's Rating
<b>DEVELOPMENT BANK OF SOUTHERN AFRICA</b>	
Outlook	Negative
Corporate Family Rating	Ba3
Issuer Rating	Ba3
NSR Issuer Rating	Aa3.za
ST Issuer Rating	NP
NSR ST Issuer Rating	P-1.za

Source: Moody's Investors Service



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