

# Expanding Financial Inclusion by Promoting Mobile Money

## THE CHALLENGE

According to a [financial inclusion survey](#) published by the Government of Ghana in 2021, Ghana had a very limited mobile money sector in 2010. The regulatory framework restricted e-money issuance and agent recruitment to consortiums of at least three licensed banks. This resulted in a classic “free rider” problem where banks were discouraged from making investments that would benefit others in the consortium. It also provided little incentive for mobile network operators (MNOs) to make crucial investments in launching new products or agent networks that would ultimately become the property of the banks. Although interest in and support for mobile money was starting to grow, development organizations were not yet working on this topic in Ghana.

## CGAP'S ROLE

CGAP analyzed the situation and concluded that the mobile money sector could be successful in Ghana if the government put in place an enabling regulatory environment that specifically allowed for licensing MNOs to provide mobile financial services (MFS). CGAP engaged in dialogue with both private-sector service providers and public-sector officials, facilitating discussions among them and offering technical guidance on the development of regulations.



Arete/Mamadou Diop/  
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## CGAP'S IMPACT

The Bank of Ghana began shaping e-money regulations in 2013 and finalized and issued the regulations in 2015. The bank enlisted CGAP's support throughout the process and CGAP contributed by sharing insights from our global experience. Telecommunications firms in the country increased their investments after the regulations were finalized. Today more than two-thirds of Ghana's population is financially included—almost entirely thanks to the advent of mobile money, which, according to the Global Findex 2021, provides financial access for around 60 percent of the population. Moreover, Ghana now is one of the few countries that offers interest-bearing accounts in its mobile money system—an innovation that CGAP advocated for. The experience in Ghana demonstrated to other countries how establishing the right conditions can unlock vital tools and rapidly increase financial inclusion.

INFLUENCE  
STORIES