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ACRONYMS

AFR - Access to Finance Rwanda
AMIR - Association of Microfinance Institutions in Rwanda
ASSAR - Rwandan Association of Insurers
BDF - Business Development Fund
BNR - Central Bank of Rwanda
CBO - Community-based organization
CHF - Global Communities Partners for Good
CRS - Catholic Relief Services
DFID - Department for International Development (UK)
EAC - East African Community
EDC - Education Development Center
EDPRS - Economic Development and Poverty Reduction Strategy
FCI - Financial Capabilities Index
FE - Financial Education
FinCap Survey - Financial Capabilities Survey
FSDP - Financial Sector Development Program
FSPs - Financial Service Providers
GoR - Government of Rwanda
KPIs - Key Performance Indicators
KSAs - Knowledge, Skills and Attitudes
M&E - Monitoring and Evaluation
MFI - Microfinance Institutions
MFO - Microfinance Opportunities
MIFOTRA - Ministry of Public Service and Labour
MIGEPROF - Ministry of Gender and Family Promotion
PART I: EXECUTIVE SUMMARY

BACKGROUND

Since 1998, Rwanda’s national development policies have been guided by Vision 2020 which sets forth the country’s aspiration to transform Rwanda into a middle income country by the year 2020.¹

To contribute to this goal, the Financial Sector Development Program II (FSDP II) over the next five years (2012-2017) seeks to develop a stable, sound and efficient financial sector that is capable of meeting the needs of the country’s developing economy and reducing poverty. FSDP II establishes financial inclusion—Rwandans’ increased access and informed use of financial services—as one of its four key programs to achieve this end.²

A crucial component of FSDP II’s plan to increasing financial inclusion to 80% by 2017 is the establishment of a national financial education strategy (NFES), aimed at deepening and broadening the financial literacy of Rwandans.

However, financial education has a key role in not only improving knowledge of personal finance, but also transforming this knowledge into action. Financial education equips people with the knowledge, skills and belief in themselves to make and exercise informed, confident and timely money management decisions. It provides the tools for sound money management practices on earning, spending, saving, borrowing and investing. Financial education enables people to take greater advantage of appropriate financial services—both formal and informal—that are available to them, and encourages financial behaviors that enhance their overall economic well-being.

In 2011, the National Bank of Rwanda (BNR) approached Access to Finance Rwanda (AFR) for support to develop a national financial education strategy. The Ministry of Finance and Economic Planning (MINICOFIN) subsequently became the lead Government arm in the development of the NFES, with active engagement from the BNR.

The development of the NFES is informed by: findings from national surveys such as the 2012 FinCap Survey and FinScope 2012; input from key stakeholders in financial education, financial services and the financial development sector; the Financial Education Strategy Working Group; and national strategy documents and lessons learned from national financial education initiatives in other countries.

RATIONALE FOR NFES: RWANDANS’ FINANCIAL CAPABILITIES

The purpose of financial education is to improve the financial capabilities of individuals so that they can make appropriate financial decisions, including what financial services they use, depending on their context or “enabling environment.”

Financial capability can be defined as the combination of knowledge, skills and self-efficacy needed to make and exercise money management decisions that best fit the circumstances of one’s life, within an enabling environment that includes, but is not limited to, access to appropriate financial services. Data from the FinCap survey suggest that Rwandans lack a complete set of knowledge, skills, and self-efficacy to be fully financially capable. Furthermore, Data from the 2012 Financial Capabilities Survey (FinCap Survey) suggests the following key findings with respect to Rwandans’ financial capability around cash flow management, planning for the future, and experience with financial services:

- Less than half Rwandans budget.
- Running short of money is common, mostly due to poverty or employment status. Rwandans tend to rely on mutual support and informal credit when short of money.
- Most Rwandans understand the importance of planning for the future and feel a sense of personal responsibility for doing so, but more than half do not know enough about how to develop a plan.
- Sixty percent of Rwandans report that they save only if they have money left after their expenses.
- More than half Rwandans do not report having a plan in place to manage a major unexpected expense that they might face tomorrow.
- About half Rwandans feel out of control with their borrowing and debt.
- Rwandans have varying degrees of knowledge of different financial services. Only 23% of respondents say they are knowledgeable about how to choose a financial product or service provider.
- Half of Rwandans save or invest in the form of non-financial assets.

Financial education can build the knowledge, skills and self-efficacy of Rwandans, so that they are better prepared to:

- Set and meet financial goals
- Plan ahead and make careful decisions about future spending and saving, particularly in anticipation of periods of low or irregular income
- Develop strategies to protect against and manage risks
- Manage debt responsibly and effectively
- Identify and evaluate available financial services to determine if the services meet their needs
- Invest for retirement and diversify their assets
- Exercise their rights and responsibilities as consumers of financial services

It is important to recognize that increased financial capabilities from financial education plus increased access to formal services may not translate into financial inclusion if the services do not meet their needs. Results from the FinScope 2012 survey indicate that although access to formal financial services is significantly increasing nationwide, a considerable gap exists between uptake and usage of formal products or services. The results suggest that a significant factor in low usage, even among the higher income households, is that the products currently available may not be responding to people’s needs.

3 Reference to the “enabling environment” comes from the work of Elaine Kempson. In particular, in Kempson (2008).
RECOMMENDATIONS FOR NFES: IMPLEMENTATION

The NFES will target the following segments in the table below. The segments are organized into three main segments: children, youth and adults. Due to likely resource constraints, the NFES identified four criteria to help determine how segments could be prioritized. The table includes a ranking for each segment according to priority. The rankings were provided by participants at the Stakeholder meeting of May 21, 2013 to review the final draft of the strategy.

<table>
<thead>
<tr>
<th>Stakeholder Ranking of Priority for FE</th>
<th>Segments for FE</th>
<th>Prioritization Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Segment (% of population)</td>
<td>Sub-segment</td>
</tr>
<tr>
<td>3</td>
<td>Children (40.5%)</td>
<td>Primary School</td>
</tr>
<tr>
<td></td>
<td>0 to 13 years</td>
<td>Out-of-School</td>
</tr>
<tr>
<td>1</td>
<td>Youth (38.5%)</td>
<td>Secondary School</td>
</tr>
<tr>
<td></td>
<td>14 to 35 years</td>
<td>Out-of-School</td>
</tr>
<tr>
<td>4</td>
<td>Adults (18%)</td>
<td>Urban (2%)</td>
</tr>
<tr>
<td></td>
<td>36 to 65 years</td>
<td>Rural (16%)</td>
</tr>
<tr>
<td>2</td>
<td>Staff of FSPs</td>
<td>Gender (cross-cutting priority in all segments)</td>
</tr>
</tbody>
</table>

Though elders are a distinct group with low financial capabilities, the NFES does not include a program for this group because of the limited resources that are currently available to serve this segment that a financial education program could build upon. Stakeholders also underlined the need to target disadvantaged groups, such as the disabled, within the individual FE programs. Because results from FinCap survey indicate that women’s financial capabilities do not differ significantly from that of men, women are not treated as a separate segment. However, stakeholders stated that gender should be considered a cross-cutting issue in all segments, particularly with respect to how FE programs are reaching girls and women.
The NFES objectives for each segment are as follows:

**FE Program by Segment**

<table>
<thead>
<tr>
<th>Segment</th>
<th>Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Children</strong></td>
<td>Build a strong foundation for responsible money management by developing good planning and saving habits</td>
</tr>
<tr>
<td>0 to 13 years</td>
<td></td>
</tr>
<tr>
<td><strong>Youth</strong></td>
<td>Prepare youth financially for life cycle events, such as entering the workforce, and take charge of managing their own finances</td>
</tr>
<tr>
<td>14 to 35 years</td>
<td></td>
</tr>
<tr>
<td><strong>Urban Adults</strong></td>
<td>Provide urban adults with higher incomes and more education additional knowledge and skills to best take advantage of advanced financial products and partake in higher levels of financial planning</td>
</tr>
<tr>
<td>36 to 65 years</td>
<td></td>
</tr>
<tr>
<td><strong>Rural Adults</strong></td>
<td>Provide basic education on budgeting, savings, debt management and financial services information in order to increase financial capability</td>
</tr>
<tr>
<td>36 to 65 years</td>
<td></td>
</tr>
</tbody>
</table>

In addition to identifying various population segments, the NFES also takes into account the unique and important role that employees of financial service providers will play in delivery financial education to their customers, and others.

<table>
<thead>
<tr>
<th>Staff of Financial Service Providers (FSPs)</th>
<th>Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Ensure that front line staff of financial service providers are knowledgeable about their financial products, successful money management habits, and facilitating effective learning among clients</td>
</tr>
</tbody>
</table>

The NFES includes action plans for each segment that identify: the key partners involved, the major themes the financial education should cover, and the channels through which the education should be delivered. It also establishes a generic template of activities that will allow each set of stakeholders targeting a particular segment to map out, for themselves, the road to reaching that segment. The NFES prioritizes existing FE programs and other related programs in Rwanda as components of the action plans for each segment.

**Coordination**

The Coordination Unit for the NFES will be housed within the Financial Sector Development Secretariat (FSDS) of the Ministry of Finance and Economic Planning (MINECOFIN). The NFES Coordination Unit consists of:
• **Financial Education Steering Committee (FESC):**¹⁴ Leads the coordination unit. Monitors NFES progress in meeting key milestones, advises on key policy issues, and helps ensure national funding.¹⁵ The FESC is a sub-committee of the Financial Inclusion Steering Committee.

**Financial Education Technical Unit (FETU):** Responsible for direct coordination of the implementation of the NFES, including the monitoring and evaluation strategy, promoting quality and consistency of financial education programs, and acting as a FE communication and resource hub for the public and stakeholders.

**Monitoring and Evaluation**

The NFES monitoring and evaluation plan identifies the need for monitoring and evaluation at the national level and at the program level. At the national level the purpose of the M&E activities will be to:

- Monitor the on-going financial education activities being undertaken by a diverse group of stakeholders;
- Evaluate the progress the NFES is making towards achieving the NFES objective and the national financial inclusion goal.

At the program level the purpose of the M&E activities will be to:

- Monitor the quality, scope, and scale of each program as well as key information about the program structure, target market, and geographical location that can be fed into the national-level monitoring system;
- Evaluate the specific impact of specific financial education programs, in a cost-effective and time-efficient manner

The Financial Education Technical Unit will oversee the implementation of the M&E strategy.

**Enabling Environment**

The NFES contains an analysis of the enabling environment for its activities. It identifies funding needs, potential partnerships, other national strategies that are relevant to the NFES, and funding sources. It also includes a summary of financial education initiatives in Rwanda that the NFES can leverage for resources, programming, and technical capacity of the organizations providing the financial education.

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¹⁴ Alternatively, leadership of the NFES coordination unit could be assumed by the Financial Sector Working Group, comprised of representatives of National Bank of Rwanda (BNR), Capital Markets Authority (CMA), financial institutions and related organizations, and development partners, and chaired by the FSDS, depending on the scope of the Group’s work.
INTRODUCTION

GUIDE TO READING THIS DOCUMENT

This document is organized into two parts: Part I and Part II. Part I contains the content of the NFES.

Part 1 is organized around the public value strategic triangle, which covers: the value proposition (the purpose and priorities of the strategy); the operational capacity to implement activities that will deliver that value; and the enabling environment that provides legitimacy and support to the value proposition and the activities designed to realize it. The purpose of the triangle is to ensure that the strategy covers the key elements necessary for success and, that the three elements are aligned with each other.

Monitoring and evaluation sits within the strategic triangle signifying its role as an accountability mechanism, and a conduit of information that can be used to ensure that the elements of the strategy remain aligned.

Figure 1: Strategic Triangle

Following the structure of the strategic triangle, Part I of this document presents the value of financial education in Rwanda and why it is needed, drawing on analysis from the results of the 2012 FinCap survey and interviews from the stakeholders consulted. Section 3 discusses which populations are priority targets for financial education and provides an overview of the key themes and delivery channels recommended in the financial education programs for each priority population. The section also includes action plans for each program, which outline activities, timelines, milestones and potential implementing organizations and partners. Section 4 presents a monitoring and evaluation (M&E) strategy at the national and program levels as well as an action plan. The next section, Section 5, identifies the key elements in the enabling environment that will contribute to the success of the NFES. In particular, it outlines estimated costs for implementation of the NFES and identifies potential resources to help meet these costs.

Part II contains supplemental information to allow readers who want to learn more to go deeper into the topics covered in a particular section. Part II is comprised of annexes organized by the corresponding sections in Part I.

For those reading the document electronically, each section includes specific highlighted words and phrases that contain hyperlinks that, upon clicking, will lead to additional information on the topic at hand. The sections also contain instructions to refer to the Annex at the end of each section for additional information.

MICROFIANCE OPPORTUNITIES, AUGUST 2013
BACKGROUND TO INCEPTION

The Government of Rwanda has identified the need for a national strategy aimed at improving financial literacy in Rwanda and has championed the creation of a strategy to coordinate national efforts. In 2011, the National Bank of Rwanda (BNR) approached Access to Finance Rwanda (AFR) for support to develop a national financial education strategy (NFES). The Ministry of Finance and Economic Planning (MINECOFIN) subsequently became the lead Government arm in the development of the NFES, with active engagement from the BNR.

MINECOFIN and BNR both consider the creation and implementation of an NFES as a critical factor to support the national agenda of financial inclusion -- that is, increasing Rwandans’ access and informed use of financial services.

Since its inception, the NFES development process engaged a variety of key stakeholders, in addition to MINECOFIN and BNR, to reach a common understanding on the definition of financial education and to contribute to the development of an overall vision for the strategy.

Other sources that informed the development of the NFES include:

- Strategy documents from Rwandan government ministries aimed at strengthening economic development and financial inclusion, national financial education strategies from other countries, and other reference documents including Vision 2020, FSDP II and EDPRS II;
- In-depth interviews, workshops and meetings with key stakeholders in financial education such as government officials, financial institutions, non-governmental organizations (NGOs), and other financial education implementation partners, as part of a scoping mission;
- National surveys conducted in Rwanda such as the Financial Capability survey in 2012 (FinCap survey) and FinScope 2012
- Focus group discussions with Rwandan youth to identify what it means to be financially capable in their local communities as part of the Financial Capability Index (FCI). (For more information, see page 27 in the Annex at the end of this section.)
- Financial Education Strategy Working Group of select stakeholders representing the interests of their respective sector or industry, including government, NGOs, MFIs/SACCOs/cooperatives, banks and other financial service providers, and other private sector entities. (For more information, see page 27 in the Annex at the end of this section.)

These sources, particularly the results from the FinCap survey, informed the identification of priority target groups to receive financial education, priority topics for financial education, and Rwandans’ preferred delivery channels (ways to receive information). The FinCap survey also provided the basis for monitoring and evaluation indicators (called Key Performance Indicators or KPIs) to measure progress towards the NFES mission through the implementation of financial education programs.

VISION, MISSION AND GOALS OF THE NFES

Findings from the FinCap survey, stakeholder interviews, Strategy Working Group meetings, and other sources previously mentioned, support the need to improve the financial capability of Rwandans.

Financial capability is the combination of knowledge, skills and self-efficacy needed to make and exercise money management decisions that best fit the circumstances of one’s life. People make and act on decisions with an
"enabling environment" that includes, but is not limited to, access to appropriate financial services. Without the appropriate enabling environment an individual cannot be fully capable because they cannot fully act on what they know and know how to do.

Other aspects of an enabling environment for good money management can include access to appropriate financial services. As Rwandans become better at managing their money and evaluating financial services that are available, their improved financial capabilities may lead to greater use of financial services, but only if financial institutions provide the appropriate products and services that meet clients' financial needs and priorities. (See Problems and Risks of Low Financial Literacy in Rwanda.)

Furthermore, in order to properly evaluate whether a financial service is appropriate for them, people need to clearly understand the terms, pricing and conditions of financial products they are considering. Financial education can also play a role in consumer protection. It can help provide people with the knowledge, skills and confidence to exercise their rights and responsibilities as clients of financial services. Specifically, it "empowers consumers to ask questions and seek the information they need to fully understand the products they choose and the contracts they sign. It targets information and skills that will enable consumers to participate in relationships with financial service providers on the basis of knowledge and choice."  

BNR has a crucial role in the regulation of the financial service sector in order to promote consumer protection, specifically-- ensuring transparency, appropriate design and delivery of products, fair pricing, respectful treatment of customers, and client privacy as well as providing mechanisms for redress. A new financial sector unit being introduced to the Office of the Ombudsman under the FSDP II, will provide consumers with a redress mechanism. Regulation to support other consumer protection principles will also be critical.

The vision of the NFES is to improve the financial capability of Rwandans to manage their finances well. The mission of the NFES is to provide all Rwandans with access to financial education. The NFES provides an action-oriented framework, which establishes objectives and priorities, coordinates and guides financial education (FE) initiatives from a national standpoint, and recommends a monitoring and evaluation mechanism to assess progress towards targets.

The strategy will:

- Define the meaning and scope of financial education at the national level
- Provide a framework or strategy that recommends the roles for relevant parties and guides them to take action under the leadership of a national coordinating body
- Establish a clear and specific roadmap that addresses national needs, gaps and priorities
- Identify priority groups or segments of the Rwandan population for financial education and provide guidance for these FE programs that helps maximize their efficiency and effectiveness for the NFES
- Provide an appropriate foundation for consumer protection based on increased public understanding about financial products and services and thus an ability of people to make informed financial choices.

Reference to the "enabling environment" comes from the work of Elaine Kempson. In particular, Kempson (2008)

Many other factors can create an enabling environment for good money management, e.g. consumer protection regulation, social support networks, legal system, etc.


Consumer protection can be defined as "The means necessary to safeguard the interests and consumers and empower them to know their rights and make wise, informed decisions." http://www.bu.edu/bucflp/files/2012/01/Microfinance-Consumer-Protection-Guidebook.pdf
Workshops conducted with key stakeholders during the development process shaped the underlying principles of the NFES and determined fundamental cross-cutting elements that should be universal to all financial education programs in the NFES. For more information, click on the hyperlinks for principles or fundamental elements, or see page 27 in the Annex at the end of this section.

**FINANCIAL EDUCATION**

The NFES provides with a national framework and a road map for providing access to financial education for Rwandans.

What is financial education?

**Financial Education**

Financial education equips people with the knowledge, skills and belief in themselves to make and exercise informed, confident and timely money management decisions.

Why financial education?

The primary expected outcome from the NFES is improved economic well-being among Rwandans. Financial education is an input that leads to people’s improved financial knowledge, skills and attitudes (KSAs). These KSAs can change behavior and lead to increased overall economic well-being at the personal and household level.

Life cycle events and teachable moments

Life cycle events, such as schooling, marriage or retirement, can play an important role in affecting a person’s openness to financial education messages. If people have a good understanding of the financial implications of different lifecycle stages, they are more likely to plan ahead. They may also be more receptive to certain financial education messages at different stages of their lives. For example, when children are born, new parents may be more open to messages about budgeting that explain how to manage their money in the face of having an extra mouth to feed and body to clothe.
For the NFES, lifecycle stages can help determine the most relevant financial education topics to teach at different points in time. For example, youth who will prepare to enter the work force, can learn not only about budgeting, but also about different financial services that can help them safely save a portion of their new income. Working adults will need to learn how to plan now for retirement, determining how much they will need to save and what their different investment options are. As a result, the NFES segments the population by age.

**CROSS CUTTING ELEMENTS OF THE NFES**

Financial education programs can vary among populations with varying needs and resources. However, certain elements need to be part of all programs. Key stakeholders identified the following necessary universal elements:

- **Implementation**: When beginning to implement the NFES, all stakeholders need to adopt targeted strategies and develop appropriate linkages and delivery channels.

- **Regulation**: Mandated financial education programs should be given clear guidelines. Certain regulatory frameworks need to be put in place to uphold quality standards. In an effort to support financial education efforts, ensure that consumers’ rights are respected, and provide appropriate products and services to clients, financial service providers also need regulation.

- **Accountability**: In an effort to maintain commitment to the implementation of the strategy, a monitoring and evaluation strategy for the measurement of results should be in place as well as a communication strategy for reporting/feedback of financial education.

- **Learning agenda**: Considering the wealth of knowledge existing among current FE providers already, there should be a focus on sharing best practices and lessons learned for implementation of financial education among stakeholders. A collaborative effort will be necessary in order to maximize the benefit of all Rwandans.

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11 Adapted from Sebstad and Cohen (2003).

MICROFINANCE OPPORTUNITIES, AUGUST 2013
1. THE VALUE OF FINANCIAL EDUCATION TO RWANDANS

FINANCIAL CAPABILITIES OF RWANDANS

The purpose of financial education is to build an individual’s financial capabilities. To understand the potential value that financial education can create in Rwanda, one needs to first understand the current capabilities of the population, how those capabilities are distributed and how people best like to receive their information and education.

There are three basic elements of financial capability:12

1. Day-to-day cash flow management, which includes: making ends meet for both ordinary expenses and “lumpy,” large expenses (behavioral), keeping track of your cash flow and budgeting (cognitive), understanding the difference between necessary and unnecessary expenses (cognitive), and avoiding unnecessary expenses (behavioral);

2. Planning for the future, which includes: making contingencies, such as saving up or buying insurance, for future emergencies/risks, including a time when one can no longer work, or opportunities (behavioral), as well as the cognitive process of articulating to oneself what those might be and developing a strategy for making such contingencies;

3. Financial services, which includes: choosing the right financial tool (savings, loan, insurance, or grant/gift) for the right occasion (behavioral), based on an understanding of the costs and benefits of each (cognitive), and choosing the right financial service provider of each of these (behavioral) given the choices available (environmental).

The “cognitive,” “behavioral,” and “environmental” words in parentheses refer to the three different dimensions of capability: a person’s knowledge, skills, and attitudes (cognitive); their behavior (behavioral), and the context in which they manage their money (environmental). As a result, we can think of financial capabilities in terms of a matrix (Figure 5).

The FinCap survey asked questions that covered the contents of each grid, with a focus on the cognitive and behavioral dimensions of cash management, future planning and financial service use, and less on the environmental dimension. These data provide a good baseline picture of the financial capabilities of Rwandans, and identify the challenges they face that might be remedied by financial education.

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Figure 3: Financial Capabilities Matrix

<table>
<thead>
<tr>
<th>Cognitive (knowledge, skills, attitudes)</th>
<th>Cash management</th>
<th>Planning ahead</th>
<th>Financial services</th>
</tr>
</thead>
<tbody>
<tr>
<td>E.g. knowing how to budget</td>
<td>E.g. understanding risks</td>
<td>E.g. understanding financial services</td>
<td></td>
</tr>
<tr>
<td>Behavioral</td>
<td>E.g. budgeting; following a budget</td>
<td>E.g. saving up</td>
<td>E.g. saving up in a savings account; buying a life insurance policy</td>
</tr>
<tr>
<td>Environmental (context)</td>
<td>E.g. livelihood context; social networks that help with cash management;</td>
<td>E.g. exposure to weather or health risks; financial service available to manage risks; assets/endowments</td>
<td>E.g. the reach of the existing financial services infrastructure, such branch or agent networks</td>
</tr>
</tbody>
</table>

PROBLEMS AND RISKS OF LOW FINANCIAL CAPABILITIES IN RWANDA

Results from the FinCap Survey administered in 2012 suggest some important capabilities challenges that Rwandans face in terms of numeracy, cash flow management, future planning, and financial service use. Looking at numeracy, less than half of Rwandans can give correct answers to all four numeracy questions which test addition, subtraction, multiplication, and division. The FinCap results also suggest there is a disconnect between Rwandans’ knowledge or awareness of cash management practices and their behavior. For example, 90 percent of Rwandans say they “prefer to budget carefully;” but only 39 percent of Rwandans say they actually budget; and many of those that do budget do not follow that budget. Furthermore, fewer than half of Rwandans know how much they spent in the previous week, suggesting that many are not tracking their money. The survey data suggest a reason why Rwandans’ behavior may fall short of their aspirations: their incomes are not only low but they fluctuate significantly. This survey finding is consistent with the qualitative data from the Rwanda Financial Diaries study, and suggests that a major challenge facing the NFES in Rwanda is the challenging economic condition of many households in the country. In particular, it may be possible to change knowledge, skills, and attitudes, but it may be harder to change behavior when external circumstances undermine Rwandans’ efforts to change their behavior.

In the case of future planning, 61 percent of Rwandans have a financial goal for “the things you want to achieve in life,” and, of those 61 percent, 80 percent say they have a plan for achieving that goal, though only 44 percent keep to that plan. These data suggest a closer relationship between awareness of the need for a plan and having a plan, but, again, keeping to the plan is a challenge.

The financial services data suggest that Rwandans use a mix of informal and formal financial services to manage their money. There is a prevalence of loans from family and friends and store credit, which can have both positive and negative consequences for the borrower. On the positive side, loans from family and friends and store credit are
usually in small amounts that flexibly meet the fluctuating financial needs of low-income Rwandans. On the negative side, borrowing from family and friends or on store credit can result in social stress (Bankable Frontier Associates, 2013). In contrast, banks are where Rwandans go for "big money." Banks have an opportunity to serve Rwandans with more appropriate financial services that meet their day-to-day needs, but do not seem to be doing so currently.

These last findings about financial services are important in understanding the limitations of the NFES in contributing to the improvement of the financial capabilities of Rwandans. Capabilities will increase with new knowledge, skills, attitudes, and behavior, but they will not achieve their full potential if there are no changes in available financial services. As a result, Rwanda's financial inclusion strategy is critical to the success of the NFES.
2. IMPLEMENTATION

OVERVIEW

Findings from the FinCap survey suggest the role that the NFES can have on increasing the knowledge, skills and self-efficacy of Rwandans to manage their money more effectively. Data from the FinCap survey, in addition to other sources, help determine the relevant financial education themes and delivery channels for programs implemented under the NFES.

Financial Education Themes

A wide variety of financial education themes are critical to deepening and broadening the financial capabilities of Rwandans with respect to their cash flow management, future planning, and financial service use. Each target segment of the NFES should receive financial education with a particular set of themes that respond to their needs and capabilities. The Segmentation section of this chapter provides more information as to how each segment should be targeted with particular themes.

Delivery Channels

Two common ways that Rwandans learn informally are by observing others and by asking for advice. Sixty-five percent of FinCap respondents say they agree or strongly agree with the statement “I learn from mistakes other people make managing their money.” Fifty-five percent of respondents say they have asked for financial advice in the past, even if rarely.

Those who sought financial advice get it from a variety of sources, but by far the most common source of advice is family and friends – 80 percent of those reporting getting advice got it from this source. This finding highlights the importance of learning through one’s trusted network of family and friends. Financial education delivered to older children and youth can have a potential multiplier effect as they share their learning at home with their parents and relatives, and may be more receptive as it comes from a trusted source.

Other sources mentioned include: banks or financial institutions, a village elder, or the local government, all of which are mentioned by 10 percent of those who had sought advice. Although these sources will not likely directly implement financial education activities, they are important resources for mobilizing communities, promoting the value of financial education and reinforcing key messages. Capacity building for these groups on financial education, should be included as part of financial education activities. Training for staff of financial service providers will be discussed in more detail in the following sections.

People can also get financial advice and information through various media. The most common sources of such information and advice in Rwanda reported are: radio (67% of respondents), Umuganda (48 percent), and training or public meetings (40 percent). There is considerable difference in the way that urban and rural residents get financial information and advice. Urban residents are more likely to get it from the radio than rural residents (77 percent and 65 percent respectively). Urban residents are less likely to cite meetings or Umuganda as a source than rural residents.

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13 Multiple mentions of sources by the same respondent were allowed in the survey.
residents (23 percent and 35 percent respectively). About half (46 percent) of urban residents also report getting financial advice and information from television, while only five (6) percent of rural residents do. Rural Rwandans prefer trainings and meetings over any other source (67 percent). This data informs the delivery channels for the financial education programs in the NFES.

Consumer Protection

In order to properly evaluate whether a financial service is appropriate for them, people need to clearly understand the terms, pricing and conditions of financial products they are considering. Consumer protection regulation from the GoR will be crucial to ensuring transparency, appropriate design and delivery of products, fair pricing, respectful treatment of customers, and client privacy as well as providing mechanisms for redress. A new financial sector unit being introduced to the Office of the Ombudsman under the FSDP II, will provide consumers with a redress mechanism. Regulation to support other consumer protection principles will also be critical.

Financial education can also play a role in consumer protection. It can help provide people with the knowledge, skills and confidence to exercise their rights and responsibilities as clients of financial services. Specifically, it “empowers consumers to ask questions and seek the information they need to fully understand the products they choose and the contracts they sign. It targets information and skills that will enable consumers to participate in relationships with financial service providers on the basis of knowledge and choice.”

IMPLEMENTATION OF NFES

Stakeholders and Their Roles

Implementation of the NFES can be viewed through three levels: macro, meso and micro.:

- **Macro level:** National policy makers that can bring financial education to a national scale by providing a budget and legislative support, spearheading inclusion in schools and issuing mandates for commercial financial sector. Macro level stakeholders include: MINECOFIN, BNR, key relevant ministries, such as the Ministry of Youth and MINALOC, and regulatory agencies.

- **Meso level:** Networks and professional associations of financial institutions, such as RBA, AMIR, and ASSAR can support members to implement financial education, for example, create public service announcements for the industry, sponsor school-based contests, develop members’ training capacity or ensure compliance with government mandates on financial education. Financial institutions and international NGOs support and partner with direct providers of financial education at the micro level through resources and technical assistance.

- **Micro level:** Financial education providers, e.g. local NGOs, financial institutions, and community-based organizations, can design and deliver financial education to their clients.

The following framework (Figure 11: Stakeholders and their Roles) identifies the roles that different kinds of stakeholders might take within the national strategy, based on their capacity and interest. The framework reflects the


four key elements of a multi-faceted approach aimed at increasing the effectiveness of the financial education. These elements are:

1. **Consumer awareness** to sensitize people to key financial education messages, provided through macro-level and meso-level actors;

2. **Direct training** to equip people with the Knowledge, Attitudes and Skills needed for good money management and adoption of financial services, provided through micro-level actors;

3. **Practice** to provide people with the opportunity to apply what they learned through interactions with micro-level actors; and

4. **Reinforcement** to help ensure that financial education messages learned during training are retained, provided by actors at all levels, depending on the type of reinforcement needed.

**Figure 4: Stakeholders and their Roles**
Coordination of the NFES

A critical element of the NFES is the national coordination of the financial education programs and of the monitoring & evaluation strategy for the NFES. The NFES coordination would be structured in the following way:

Lead Body: MINECOFIN would be the lead government body for the implementation of the strategy, continuing its leadership from the development of the strategy. MINECOFIN in collaboration with AFR will ensure a smooth and efficient transition from the strategic planning phase to implementation with little or no lapse in momentum. Two coordinating bodies under MINECOFIN would guide implementation:

1. **Financial Education Steering Committee (FESC):** Oversees coordination and provides general oversight of the NFES implementation phase. It monitors progress in meeting key milestones, advises on key policy issues, and helps ensure national funding. The 12 members from the Financial Education Strategy Development Working Group will comprise the Steering Committee, who include:

   - **Lead Entities:** Ministry of Economic Planning and Finance (MINECOFIN), Central Bank of Rwanda (BNR),
   - **Government:** Ministry of Local Government (MINALOC), Ministry of Education (MINEDUC), Rwanda Cooperative Agency (RCA)
   - **Private sector/Donors:** Visa, Access to Finance Rwanda (AFR)
   - **NGOs:** CARE, CHF, SBFIC
   - **MFIs/SACCOs/Cooperatives:**
   - **Banks/other FSPs:** to be added
   - **Networks and Umbrella Organizations:** Rwanda Bankers Association (RBA), Rwandan Association of Insurers (ASSAR), Association of Microfinance Institutions in Rwanda (AMIR)

   Additional members should be invited to join the Steering Committee, such as The Ministry of Youth and Information and Communication Technology (MYICT) has expressed interest in having an active role in the implementation of the NFES, as has the SBFIC. The Ministry of Gender and Family Promotion (MIGEPROF) can help coordinate efforts around financial education for women.

   The FESC can be a sub-committee of the Financial Inclusion Steering Committee, because the members of the two committees overlap considerably, and they share the same lead bodies.\(^\text{16}\)

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\(^{16}\) Alternatively, leadership of the NFES coordination unit could be assumed by the Financial Sector Working Group, comprised of representatives of National Bank of Rwanda (BNR), Capital Markets Authority (CMA), financial institutions and related organizations, and development partners, and chaired by the FSDS, depending on the scope of the Group’s work.
2. **Financial Education Technical Unit (FETU):** Ideally, the FETU will be composed of a staff of about seven (7) people. This staff’s mandate should be to directly coordinate and manage the implementation of the NFES. Charged with the following key responsibilities:

**Coordination:**
- Personnel: Director
- Coordinates activities and initiatives to maximize efficiency and cost-effectiveness
- Oversees funding mechanism where appropriate for financial education programs

**Implementation:**
- Personnel: Program Officer
- Technical assistance: Identifies needs and ensures that needs are addressed
- Provides guidelines on quality standards; promotes and upholds quality standards
- Partnerships/Linkages: Promotes and supports partnerships; identifies potential linkages between financial education and other national initiatives
- Online knowledge portal (web site)
  - Provide access to training and resource materials – divided by segments
  - Identify resources on principles of guiding and best practices established by guidelines, e.g. OECD

**Communication:**
- Personnel: Communications Officer
- Advocates for financial education at the national policy level
- Periodic news/updates to stakeholders: Reports on current financial education initiatives and progress towards implementation milestones.
- Learning Agenda: Gathers and disseminates best practices and lessons learned from stakeholders

**Regulation/Accountability**
- Personnel: M&E Officer (supported by a data manager and 2 research assistants)
- Monitors the delivery of financial education programs
- Promotes consumer rights and responsibilities and transparency of information by financial service providers in coordination with the Office of the Ombudsman
- Implements monitoring & evaluation strategy for the implementation of the NFES
- Ensures that milestones in implementation are being met

There are various options for the housing of the FETU. It could be housed in one of the lead entities – MINECOFIN or BNR, or it could be housed in a non-government organization, most likely Access to Finance Rwanda. It is also an option to establish the FETU as an independent organization, but this will require it to acquire its own space and technical capacity, resulting in delays and inefficiencies. If the FETU is to be housed within an existing organization, the criteria to consider in deciding where to house the FETU are the following:

a) Stakeholder relationships
   - It is important that the FETU be housed in an organization that has good, existing relationships with other stakeholders. This will enable staff who are recruited to run the FETU to “hit the ground running” in terms of communicating with and coordinating the efforts of financial education implementers and other stakeholders. It is also important that stakeholders perceive that the organization hosting the FETU will not interfere with its day-to-day operations or its strategic direction in any way that undermines the guidance the unit receives from the Steering Committee. In other words, the host organization will simply be a neutral site for the work of the unit, and have no additional authority outside of its role on the Steering Committee.

b) Technical capacity
   - The organization hosting the FETU should have the technical capacity that will allow the FETU to meet its responsibilities. In particular, the organization should have the ICT infrastructure that can support the creation of NFES web site, and a database that will be used to track FE programs nationwide.

c) Financial support
   - Finally, the organization hosting the FETU should be in a position to secure and receive financial support for the unit, and to do so within a short period of time, so that the unit can get up and running quickly.

The following depicts the organizational structure of the FESC and FETU.
The work of the FESC and the FETU will be informally supported by the **Financial Education Working Group** (or consortium), which is an active, existing body led by major financial education stakeholders such as CHF, CARE and SBFIC. This **Financial Education Working Group** can help drive implementation of the NFES at the program level, support the learning agenda of the NFES, contribute to the setting of NFES guidelines for quality standards of financial education programs and contribute to reporting for monitoring and evaluation of programs.

**SEGMENTATION**

The NFES is aimed at ensuring that all Rwandans receive financial education. The Ministry of Youth and ICT define youth as aged 14 to 35, making for population segmentation of children (0 to 13 years), youth, “active” adults (36 to 65) and elders (66 years and older). The 2012 Financial Capabilities Survey (FinCap Survey) results identified youth (aged 16-35 years, because the FinCap survey did not interview youth below age 16), urban residents, and elders (those over 65) as having unique sets of capabilities and sources of financial information.

As a result, the NFES addresses the following three segments: children, youth and adults. It outlines potential financial education programs for each of these segments. The children and youth segments are divided between those in school and those out of school. Adults are divided into three segments: urban, rural, and women. This results in the following seven segments:

- **Children (0-13 years)**
  - In school
  - Out of school
- **Youth (14-35 years of age)**
  - In school
  - Out of school
- Rural adults (35-65 years)
- Urban adults (35-65 years)
- Women (as a cross-cutting priority segment)

Though elders are a distinct group with low financial capabilities, the NFES does not include a program for this group because of the limited resources that are currently available to serve this segment that a financial education program could build upon. Stakeholders also underlined the need to target disadvantaged groups, such as the disabled, within the individual FE programs.

It is likely that due to resource constraints the NFES will have to prioritize certain segment for receipt of financial education. The NFES has identified four criteria that can be used to determine which segments should be prioritized. These are:

1. Greatest need (Programmatic) — Consideration of those groups with the least financial capability
2. Cost effectiveness (Funding) — Evaluation of the cost of reaching a particular group with financial education and the potential impact of that education
3. Policy coordination (Pre-defined priorities) - Alignment with other national policies and strategies, including target groups
4. Leveraging existing initiatives (Quick wins) - Financial education activities that could be started up within the next 12 months

The following table identifies for each segment what priority criteria apply. For example, children, as a segment, are cost effective to reach to the extent that they are in school (and most Rwandan children are in primary school). Reaching them can also leverage existing activities on the part of MINEDUC, which is undertaking a syllabus review that will allow financial education content to be incorporated into the curricula that children are taught in the future in Rwanda's schools. On the other hand, the FinCap data show that elders have the least financial capability, and so the greatest need for education, but it is not easy to reach them, nor does reaching them fit with other government policies, nor does it leverage existing activities.

In addition the table includes a ranking for each segment. These rankings were provided in a meeting to review the final draft of the NFES on May 21 2013, in which participants prioritized the programs and segments. The results were as follows, and are also reflected in the table:

1. **Youth (14-35)** were unanimously identified as the first priority segment for Rwanda. All stakeholders ranked them first.
2. **Rural adults (36-65)** were considered the second most important segment. Given that this group represents 16% of the population, which is primarily rural and agricultural, this group covers the majority of Rwandan adults.
3. **Children (0-13).** Participants stated that because children can be reached through the school system and their parents, they were not ranked as highly as youth and rural adults. They were in agreement that aligning financial education messages with the national curriculum would be an idea way to reach this segment, an activity that is outlined in the action plan for children. Note that children and Urban Adults received the same ranking.
4. **Urban adults (36-65)** were not considered as high a priority as other segments. As is outlined in the action plans, reaching this small percentage of the population (2%) is best begun through media such as radio and television. Note that Urban Adults and Children received the same ranking.

Furthermore, the meeting concluded that women and girls should not necessarily be treated as a separate segment but that gender should be considered a cross-cutting issue in all segments, and that attention should be paid to how program are reaching girls and women. In addition, any tracking of programs should track who is reached by gender.

**Figure 6: Segments and Priority Criteria**

<table>
<thead>
<tr>
<th>Stakeholder Ranking</th>
<th>Segment (% of population)</th>
<th>Sub-segment</th>
<th>Greatest Need</th>
<th>Cost Effectiveness</th>
<th>Policy Coordination</th>
<th>Leveraging existing initiatives</th>
<th>Lead Entity*</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>Children (40.5%)</td>
<td>Primary School</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>MINEDUC</td>
</tr>
<tr>
<td></td>
<td>0 to 13 years</td>
<td>Out-of-School</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td>MIGEPROF</td>
</tr>
<tr>
<td>1</td>
<td>Youth (38.5%)</td>
<td>Secondary School</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>MINEDUC</td>
</tr>
<tr>
<td></td>
<td>14 to 35 years</td>
<td>Out-of-School</td>
<td>X</td>
<td></td>
<td>X</td>
<td></td>
<td>MYICT</td>
</tr>
<tr>
<td>4</td>
<td>Adults (18%)</td>
<td>Urban (2%)</td>
<td>X</td>
<td>X</td>
<td></td>
<td>Private Sector</td>
<td></td>
</tr>
<tr>
<td></td>
<td>36 to 65 years</td>
<td>-middle income</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>-MSMEs</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Rural (16%)</td>
<td>(farmers/agricultural workers)</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
<td>MINECOFIN</td>
</tr>
<tr>
<td>5</td>
<td>Staff of FSPs</td>
<td></td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
<td>Private Sector MINECOFIN</td>
</tr>
</tbody>
</table>

*Lead entity means the entity that has main responsibility for ensuring financial education to the target population, including securing funding.

**OVERVIEW OF FE PROGRAM BY SEGMENT**

The following table is a summary of the financial education programs proposed for each group in the NFES strategy. The programs described in the action plans arose from FinCap and FinScope analysis, as well as interviews with key stakeholders. Figure 13, along with the action plans, outline potential implementing organizations and strategic partners that could be approached to participate in achieving the goals of the NFES. These figures also outline...
proposed high-level financial education themes based on the FinCap analysis findings. Note that programs for different target audiences may require different topics or different levels of the topics, and therefore once the NFES is active and key stakeholders have assumed their roles, individual activities can be broken down to tasks and high-level themes can be further clarified. Finally Figure 13 summarizes the different ways that the financial education can be delivered to each group.

An action plan for adult women (10% of the population) is included in the following pages. However, participants at the stakeholder meeting of May 21, 2013 noted that women should be targeted and considered within other segments (i.e. female youth, young girls, rural women). Elders (3% of the population) are not included, given that there are few existing programs that target this group, nor are there financial products or services specific to them at this time.

In addition to identifying various population segments, the NFES also takes into account the unique and important role that employees of financial service providers will play in delivery financial education to their customers, and others. Figure 17 provides an overview of the program that will target these employees.

For additional information on each segment, click on the hyperlinks or turn to the Annex at the end of this document.
### Figure 7: FE Program by Segment

<table>
<thead>
<tr>
<th>Segment</th>
<th>Objectives</th>
<th>FE themes</th>
<th>Delivery Channels</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Children</strong></td>
<td>Provide children with a strong foundation for responsible money management by developing good planning and saving habits</td>
<td>- Understanding money</td>
<td>- Schools</td>
</tr>
<tr>
<td>0 to 13 years</td>
<td></td>
<td>- Needs and wants</td>
<td>- After-school programs</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Spending</td>
<td>- Non-formal education initiatives</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Goal planning</td>
<td>- Media, i.e. Radio, TV, books &amp; storytelling</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Saving</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Budgeting</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Types of financial services</td>
<td></td>
</tr>
<tr>
<td><strong>Youth</strong></td>
<td>Provide youth with the knowledge, skills and confidence to prepare financially for life cycle events, such as entering the work force, and take charge of managing their own finances</td>
<td>- Career planning</td>
<td>- Secondary schools</td>
</tr>
<tr>
<td>14 to 35 years</td>
<td></td>
<td>- Saving</td>
<td>- Technical and Vocational Education and Training (TVET) program</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Budgeting</td>
<td>- Universities</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Debt management</td>
<td>- Clubs</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Financial services (informal and formal)</td>
<td>- Entrepreneurship/job skills programs</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Banking technology (e.g. mobile money)</td>
<td>- Health trainings</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Risk management</td>
<td>- Literacy programs</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Consumer rights &amp; responsibilities</td>
<td>- Radio</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Financial negotiations</td>
<td>- Print publications</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Investing</td>
<td>- Video</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Mobile phones</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Umuganda</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Ingando (Camps for Youth)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Sports activities</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Youth councils</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Youth cooperatives, associations and savings groups</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Churches/mosques</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Itorero</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Places of leisure (i.e. hair salons, bars)</td>
</tr>
</tbody>
</table>

MICROFIANCE OPPORTUNITIES, AUGUST 2013
<table>
<thead>
<tr>
<th>Segment</th>
<th>Objectives</th>
<th>FE themes</th>
<th>Delivery Channels</th>
</tr>
</thead>
</table>
| **Urban Adults**<br>36 to 65 years | Provide urban adults with higher incomes and more education additional knowledge and skills to best take advantage of advanced financial products and partake in higher levels of financial planning | • Budgeting  
• Savings  
• Debt Management  
• Financial Services  
• Financial Negotiations  
• Risk Management & Insurance  
• Remittances  
• Banking technology (mobile money, ATMs, credit cards, etc.)  
• Pensions and Social Security  
• Shares/stocks/bonds/capital markets  
• Consumer rights & responsibilities | • Radio  
• TV  
• Trainings and meetings  
• Government-led local meetings  
• Technology |
| **Rural Adults**<br>36 to 65 years | Provide rural adults with basic education on budgeting, savings, debt management and financial services information in order to increase financial capability and increase financial inclusion. | • Cash flow planning  
• Setting Financial Goals  
• Budgeting  
• Savings  
• Debt Management  
• Financial Services  
• Financial Negotiations  
• Remittances  
• Investing  
• Consumer rights & responsibilities | • Trainings and meetings  
• Radio  
• Umuganda  
• Mobile devices  
• Access to Finance Forums  
• Churches and faith-based groups  
• VSLAs  
• Associations and groups  
• Literacy centers (AEE)  
• Edutainment (i.e. road shows)  
• Angando/Anatore |
| **Women**<br>36 to 65 years | Provide women with basic financial management and services training in order to close the knowledge gap between them and their male counterparts. | • Budgeting  
• Savings  
• Debt Management  
• Planning for the Future  
• Financial Services  
• Mobile Money  
• Remittances  
• Investing  
• Consumer rights & responsibilities | • Trainings and meetings  
• Radio |

*Types of delivery channels include radio, television (TV), trainings and meetings, government-led local meetings, and technology.*
Figure 8: FE Program for Staff of Financial Service Providers

<table>
<thead>
<tr>
<th>Objectives</th>
<th>FE themes</th>
<th>Delivery Channels</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ensure that front line staff of financial service providers are</td>
<td>• Bank Services</td>
<td>• Associations</td>
</tr>
<tr>
<td>knowledgeable about their financial products, successful money</td>
<td>• Financial Products</td>
<td>• Outside capacity building organizations</td>
</tr>
<tr>
<td>management habits, and facilitating effective learning among clients.</td>
<td>• Consumer Protection</td>
<td>• BNR</td>
</tr>
<tr>
<td></td>
<td>• Training Techniques</td>
<td>• Educational Institutions</td>
</tr>
</tbody>
</table>

ACTION PLANS

Overview

For each target segment in the NFES, an action plan is provided. The action plan outlines the key activities, outputs and the potential stakeholders that would implement the program. The time estimates provided for each activity or set of activities are estimates of time needed to put the activities in place (the activities may go on for a long or short period of time depending on funding and level of engagement of stakeholders). The estimates also assume that a clear decision has been made to pursue the activities specified. Finally, it should be noted that these are estimates only, and local conditions may affect the actual time taken.

In addition to the segment action plans, the following table also includes action plans for building the capacity to coordinate the NFES and for building the capacity of staff of financial service providers to provide financial education themselves. These action plans appear at the end in sections 8 and 9.
1. Action Plan for Children FE Program

<table>
<thead>
<tr>
<th>Activity</th>
<th>Outputs</th>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Review and modify curriculum to integrate financial education content, based on needs assessment results. Develop financial education materials to educate students. Develop tools to train teachers. Pilot test integration of FE in school curriculum and training of teachers at select schools in urban and rural locations. Revise curriculum, FE tools and resources, and teacher training program based on pilot test results.</td>
<td>Revised curriculum for social studies and mathematics that integrates or expands on financial education content Toolkit of supplemental resources for teachers to use with their students</td>
<td></td>
</tr>
<tr>
<td>Develop a nation-wide roll-out plan. Train teachers to increase teachers’ own financial literacy and their capacity to deliver financial education. Offer short FE workshops to parents at schools to orient them on the integration of the FE into the curriculum, and to build their support for FE extracurricular activities for their kids</td>
<td>National roll-out plan FE training workshops for teachers. FE training workshops or orientations to parents</td>
<td></td>
</tr>
<tr>
<td><strong>2. Non-formal Education</strong>&lt;br&gt;Map current initiatives targeting low-income and vulnerable children Identify successful initiatives where FE activities could incorporated, e.g. such as health and life skills</td>
<td>List of existing initiatives and their target segments and materials List of potential initiatives that could incorporate FE</td>
<td>MINALOC CBOs Churches and Church-based NGOs (ie. AEE, ADEPR) Orphanages NGOs working with vulnerable children, (e.g. Plan Rwanda) UNICEF</td>
</tr>
<tr>
<td>Link current FE providers to organizations leading non-formal education</td>
<td>FE materials targeting low-income and</td>
<td></td>
</tr>
<tr>
<td>Activity</td>
<td>Outputs</td>
<td>Implementing Partners/ Strategic Orgs.</td>
</tr>
<tr>
<td>----------</td>
<td>---------</td>
<td>----------------------------------------</td>
</tr>
<tr>
<td>initiatives to develop a coordinated program for target groups</td>
<td>vulnerable children</td>
<td>MIGEPROF – NCC</td>
</tr>
<tr>
<td>Support initiatives wishing to incorporate FE with materials, training</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 3. Extracurricular Programs in Schools

- Leverage and scale up existing extracurricular initiatives in schools, such as youth associations and clubs.
- Leverage and scale up existing after-school financial education initiatives, such as the Child Social and Financial Education program.
- Develop extracurricular activities including FE clubs and savings activities.
- Identify private sector and public sector institutions to sponsor and partner with on extracurricular activities.

**Commitments from schools to participate in providing FE extracurricular activities for students**

<table>
<thead>
<tr>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>MINEDUC (lead)</td>
</tr>
<tr>
<td>MINALOC</td>
</tr>
<tr>
<td>BNR</td>
</tr>
<tr>
<td>RCA</td>
</tr>
<tr>
<td>RDB</td>
</tr>
<tr>
<td>MIGEPROF – NCC</td>
</tr>
<tr>
<td>Child Social and Financial Education Program (Aflatoun, AMIR, DFID)</td>
</tr>
<tr>
<td>SBFIC</td>
</tr>
<tr>
<td>Nike Foundation, Girl Hub</td>
</tr>
<tr>
<td>Plan Rwanda</td>
</tr>
<tr>
<td>UNICEF</td>
</tr>
<tr>
<td>Imbuto Foundation</td>
</tr>
<tr>
<td>RBA</td>
</tr>
<tr>
<td>Financial institutions: SACCOs, MFIs, banks, e.g. Rabobank, UOB</td>
</tr>
<tr>
<td>CBOs (Rotary Club)</td>
</tr>
</tbody>
</table>

### 4. Technology (i.e. computers)

- Identify appropriate partners and key messages for computer-based learning.

**Games and resources for computer-based**

<table>
<thead>
<tr>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>MINEDUC</td>
</tr>
<tr>
<td>Activity</td>
</tr>
<tr>
<td>------------------------------------------------------------------------</td>
</tr>
</tbody>
</table>
| programs and resources to be integrated with FE content in school curriculum. | Financial education.  
  Training workshops for teachers on how to use technological resources to teach FE.  
  Resource guides for teachers. | Visa  
  Tigo  
  MYICT  
  One Laptop Per Child Rwanda (OLPC)                                                                                     |
| Leverage and scale up existing technological initiatives, such as Visa’s Financial Football. |                                                                                                      |                                                                                                      |
| Develop and integrate financial education activities, games and resources for computers as computer access expands in schools. |                                                                                                      |                                                                                                      |
| 5. Media                                                               | Radio and television programs for children with financial education messages.                        | RCA  
  Mediae  
  SBFIC  
  Radio and Television Stations                                                                                       |
| Identify existing radio and television programs for children.          |                                                                                                      |                                                                                                      |
| List key FE messages for children.                                     |                                                                                                      |                                                                                                      |
| Assist radio and television staff in integrating financial education messages into their existing content. |                                                                                                      |                                                                                                      |
## 2. Action Plan for Youth FE Program

<table>
<thead>
<tr>
<th>Activity</th>
<th>Outputs</th>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Schools: Secondary Schools and Technical and Vocational (TVET) Schools</strong>&lt;br&gt;Assess needs of students in urban and rural areas to identify key financial education content.&lt;br&gt;Monitor and evaluation impact of the FE program&lt;br&gt;Establish extracurricular activities such as FE clubs</td>
<td>Needs assessment analysis with priority content and delivery</td>
<td>MINEDUC (Lead) and REB, including:&lt;br&gt;1. Department of Curricula and Pedagogical Materials&lt;br&gt;2. Department of Teacher Education Management and Professionalisation&lt;br&gt;3. Workforce Development Authority (professional development for teachers)&lt;br&gt;4. Education Quality and Standards Department (monitoring)</td>
</tr>
<tr>
<td>Review and modify curriculum to integrate financial education content into appropriate courses, based on needs assessment results.&lt;br&gt;Develop financial education materials to educate students.&lt;br&gt;Develop tools to train teachers.&lt;br&gt;Pilot test integration of FE in school curriculum and training of teachers at select schools and TVET centers in urban and rural locations.&lt;br&gt;Revise curriculum, FE tools and resources, and teacher training program based on pilot test results.</td>
<td>Revised curriculum that integrates or expands on financial education content&lt;br&gt;Toolkit of supplemental resources for teachers to use with their students</td>
<td>WDA or new group that will run TVET MYICT&lt;br&gt;Financial education experts&lt;br&gt;MINALOC&lt;br&gt;Associations of financial institutions, e.g. AMIR, ASSAR&lt;br&gt;EDC – Akazi Kanoze Program</td>
</tr>
<tr>
<td>Develop and implement a nation-wide roll-out plan.&lt;br&gt;Train teachers to increase teachers’ own financial literacy and their capacity to deliver financial education.&lt;br&gt;Develop materials that can also be used in e-learning at ICT centers.</td>
<td>National roll-out plan&lt;br&gt;FE training workshops for teachers.&lt;br&gt;ICT-based materials</td>
<td></td>
</tr>
<tr>
<td><strong>2. Universities: Courses for University Students</strong>&lt;br&gt;Develop an FE course to be used at universities that offer concentrations on education and finance.</td>
<td>Financial education courses for:&lt;br&gt;1. Future financial service professionals</td>
<td>MINEDUC - Higher Education Council (lead)&lt;br&gt;Universities and other higher learning</td>
</tr>
<tr>
<td>Activity</td>
<td>Outputs</td>
<td>Implementing Partners/ Strategic Orgs.</td>
</tr>
<tr>
<td>----------</td>
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<td>--------------------------------------</td>
</tr>
</tbody>
</table>
| Develop a “financial life skills” course to train first-year university students to better manage their own finances, which will include consumer rights and responsibilities. | 2. Financial life skills for students | institutions, such as:  
1. Universite Libre de Kigali  
2. School of Finance & Banking  
3. NUR’s Entrepreneurship Center |
| **3. Universities: Student Volunteers and Student Support Services** | Commitment from universities to offer financial education as part of student support services  
Materials for university staff to provide FE counseling  
Training of university staff to provide FE counseling as part of student support services | MINEDUC - Higher Education Council (lead)  
Universities and other higher learning institutions:  
1. Universite Libre de Kigali  
2. School of Finance & Banking  
Equity Bank  
Professional associations of financial institutions (AMIR, RBA) |
| Assess how FE can be integrated into student support services at universities, e.g. as part of ongoing student support services, career counseling, and orientation for new entrants.  
Train university staff (particularly financial services staff) to provide FE counseling.  
Integrate FE into student support services at universities, (i.e. as HIV/AIDS support is now integrated).  
Identify universities to participate in a program to develop university student volunteer FE trainers who can train their peers and / or local communities.  
Develop or adapt an FE curriculum/toolkit to train volunteers and their learners.  
Pilot test the FE curriculum/toolkit and revise materials.  
Mobilize and train university students at universities to act as volunteer FE trainers.  
Establish financial education clubs at universities and other higher learning institutions. | Training of Trainers (TOT) program for student volunteers  
Curriculum/Toolkit distributed to student volunteers to train peers and/or local communities | |
| **4. Training Linked to Financial Services** | Catalog of institutions offering FE linked to financial services and the training they offer. | Professional associations of financial institutions (AMIR, RBA)  
Equity Bank  
UCU  
RCA – SACCOS  
CARE  
CHF  
CRS |
<table>
<thead>
<tr>
<th>Activity</th>
<th>Outputs</th>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>5. Training linked to non-financial service interventions</strong></td>
<td>Partnership commitments from organizations to offer FE in their programs</td>
<td>MYICT: National Youth Council</td>
</tr>
<tr>
<td></td>
<td>Catalog of financial education content that is integrated into other initiatives</td>
<td>Financial Education Working Group</td>
</tr>
<tr>
<td></td>
<td>Trainings for program staff members</td>
<td>MINALOC</td>
</tr>
<tr>
<td></td>
<td></td>
<td>PSI</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Plan Rwanda &amp; PAJER</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Nike Foundation, Girl Hub</td>
</tr>
<tr>
<td></td>
<td></td>
<td>CARE</td>
</tr>
<tr>
<td></td>
<td></td>
<td>CRS</td>
</tr>
<tr>
<td></td>
<td></td>
<td>CHF</td>
</tr>
<tr>
<td></td>
<td></td>
<td>DFID</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Visa</td>
</tr>
<tr>
<td><strong>6. Media</strong></td>
<td>Radio and television programs for youth with financial education messages</td>
<td>MYICT: National Youth Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Nike Foundation, Girl Hub</td>
</tr>
<tr>
<td></td>
<td></td>
<td>CHF</td>
</tr>
</tbody>
</table>

5. Training linked to non-financial service interventions

Identify initiatives on entrepreneurship, job skills and health targeted at youth, particularly those that include FE.
Assess how FE can be included as part of existing initiatives.
Develop a plan to scale up existing programs and pilot test new programs.
Provide support in terms of resources, training and knowledge-sharing to these initiatives on an ongoing basis.

6. Media

Identify existing radio and television programs for youth and adults with potential for the integration of financial education messages.
List key FE messages for youth.
<table>
<thead>
<tr>
<th>Activity</th>
<th>Outputs</th>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assist radio and television staff in integrating financial education messages into their existing content.</td>
<td>Key FE messages adapted for radio and magazine</td>
<td>Plan Rwanda &amp; PAJER</td>
</tr>
<tr>
<td>Create and implement a print or media campaign to be delivered where youth spend much of their free time (i.e. hair salons, public transport, churches, bars).</td>
<td>Multi-faceted media campaign</td>
<td>Search for Common Ground</td>
</tr>
<tr>
<td></td>
<td></td>
<td>La Benevolencia and BBC’s Serial</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Urunana Radio Programs</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Mediaie</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Visa</td>
</tr>
</tbody>
</table>

### 7. Mobile phones

Identify key target groups.

Develop SMS messages for FE, including money management tips and reminders to save.

Train mobile agents in key FE skills concerning mobile phones, such as using mobile money to help track income and expenses.

Train mobile agents to clearly and effectively communicate with and train clients, particularly low-income clients, on how to use mobile money services.

Develop and disseminate simple applications on FE topics (i.e. calculating interest, loan cost, budget, etc.)

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key FE messages for SMS</td>
<td>ORINFOR</td>
</tr>
<tr>
<td>Trainings for mobile agents</td>
<td>Professional associations of financial institutions (AMIR, ASSAR, RBA)</td>
</tr>
<tr>
<td>Tools for mobile agents to use with clients to explain key messages to clients e.g. posters, and other illustrated print materials</td>
<td>Banks, MFIs, SACCOs</td>
</tr>
<tr>
<td>Mobile phone apps for money management</td>
<td>NGO sector, e.g CHF</td>
</tr>
<tr>
<td></td>
<td>Telcos (Tigo, Airtel, MTN)</td>
</tr>
</tbody>
</table>
### 5. Action Plan for Urban Adults

<table>
<thead>
<tr>
<th>Activity</th>
<th>Outputs</th>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Radio</strong></td>
<td>List of radio programs (particularly soap operas)</td>
<td>ORINFOR</td>
</tr>
<tr>
<td></td>
<td>Shortlist of popular programs that reach middle class urban target or an independent series</td>
<td>Visa</td>
</tr>
<tr>
<td></td>
<td>List of key messages that can be integrated into allocated time</td>
<td>PSI</td>
</tr>
<tr>
<td></td>
<td>Contract with radio producer</td>
<td>Commercial banks</td>
</tr>
<tr>
<td></td>
<td>Listener feedback</td>
<td>MFIs</td>
</tr>
<tr>
<td></td>
<td>Pilot test feedback</td>
<td>SACCOs</td>
</tr>
<tr>
<td></td>
<td>Revisions to script based on viewer feedback</td>
<td>ASSAR</td>
</tr>
<tr>
<td></td>
<td>Key messages based on impacts of first round of programming</td>
<td>RDB</td>
</tr>
<tr>
<td></td>
<td></td>
<td>RSSB</td>
</tr>
<tr>
<td></td>
<td></td>
<td>CHF</td>
</tr>
<tr>
<td><strong>2. TV Programs</strong></td>
<td>An exhaustive list of TV programs (particularly soap operas) in Rwanda</td>
<td>ORINFOR</td>
</tr>
<tr>
<td></td>
<td>A shortlist of popular programs that reach middle class urban target</td>
<td>MYICT</td>
</tr>
<tr>
<td></td>
<td>Needs assessment analysis</td>
<td>RDB</td>
</tr>
<tr>
<td></td>
<td>List of key messages that can be integrated into allocated time</td>
<td>PSI</td>
</tr>
<tr>
<td></td>
<td>Viewer feedback</td>
<td>Other social marketing experts</td>
</tr>
<tr>
<td></td>
<td>Revisions to script based on viewer feedback</td>
<td>BDF</td>
</tr>
<tr>
<td></td>
<td>Pilot test feedback</td>
<td>Associations: AMIR, RBA, ASSAR</td>
</tr>
<tr>
<td></td>
<td>Revisions to script based on viewer feedback</td>
<td>Financial institutions: SACCOs, MFIs, banks</td>
</tr>
<tr>
<td>Activity</td>
<td>Outputs</td>
<td>Implementing Partners/ Strategic Orgs.</td>
</tr>
<tr>
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</tr>
<tr>
<td><strong>4. Trainings and Meetings</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Leverage and scale up current initiatives in FSPs and other organizations. Identify successful programs for scale up replication among other organizations. Identify current training programs in which FE can be integrated. Integrate financial education into workplace training programs for public servants. Identify large scale employers, federation or associations where financial education could be delivered, e.g. Tigo has relationship with the Federation of Rwanda Commuter Taxi Motorcyclists. Financial education can be delivered to members of the federation.</td>
<td>Exhaustive list of any organization doing group or one-on-one training (FE or not) in an urban setting List of successful FE programs, interested organizations, and complementary training programs List of interested funders</td>
<td>MINECOFIN MIFOTRA RCA International NGOs with training initiatives already in place i.e. CARE, CHF NGOs interested in replicating FE programs in urban areas Associations: AMIR, RBA, RSSB, ASSAR Financial institutions: SACCOs, MFIs, banks Visa Access to Finance Forum District Committees</td>
</tr>
<tr>
<td><strong>5. Government-led local meetings</strong></td>
<td></td>
<td>MINALOC</td>
</tr>
<tr>
<td>Activity</td>
<td>Outputs</td>
<td>Implementing Partners/ Strategic Orgs.</td>
</tr>
<tr>
<td>------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>Identify key messages.</td>
<td>Key awareness-raising messages</td>
<td>MINEDUC</td>
</tr>
<tr>
<td>Incorporate awareness-raising messages into regular meetings, like umuganda</td>
<td>Trained local government leaders on the relevant messages and announcements</td>
<td></td>
</tr>
<tr>
<td>Incorporate invitations to learn more at other venues</td>
<td>Directed assistance to people who want to learn more</td>
<td></td>
</tr>
<tr>
<td>6. Technology</td>
<td>List of partners</td>
<td>MTN, Airtel, Tigo</td>
</tr>
<tr>
<td>Identify appropriate partners and key messages in order to develop mobile learning applications.</td>
<td>List of key messages</td>
<td>IT companies</td>
</tr>
<tr>
<td>Identify appropriate partners and key messages in order to develop online learning platforms.</td>
<td>Smart phone applications</td>
<td></td>
</tr>
<tr>
<td>Design and develop mobile learning applications for smart phones</td>
<td>Online learning materials/websites</td>
<td></td>
</tr>
<tr>
<td>Design and develop online learning platforms</td>
<td></td>
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</tbody>
</table>
### 6. Action Plan for Rural Adults FE Program

<table>
<thead>
<tr>
<th>Activity</th>
<th>Outputs</th>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Trainings and Meetings</strong>*</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify successful programs for scale up/replication among other organizations. Identify current training programs in which FE can be integrated, such as part of agriculture training programs for farmers and rural cooperatives, e.g. through farmer field schools and agriculture centers or hubs. Leverage and scale up current initiatives by organizations working with rural populations. Utilize existing infrastructure such as Access to Finance Forum district committees to support coordination of financial education activities implementation. Identify private and public institutions to help fund ongoing training programs. Conduct a needs assessment to determine key messages and delivery channels for rural residents. Develop key messages and design delivery methods for rural residents. Train organizations that reach rural residents, including local authorities. Offer ongoing support to rural FE programs through the FETU.</td>
<td>Exhaustive list of organizations doing group or one-on-one training (FE or not) in a rural setting List of successful FE programs, interested organizations, and complementary training programs Public FE curricula, such as that offered by CHF</td>
<td>MINAGRI MINICOM MYICT RCA MINALOC MIGEPROF – Women’s Council Implementing partners of CARE and CHF International, (i.e. AEE, ADEPR, DUHAMIC-ADRA, Caritas.) Financial Institutions: Banks, MFIs, SACCOs Telcos (Tigo, Airtel, MTN) BDF Access to Finance Forums</td>
</tr>
<tr>
<td><strong>2. Radio</strong>*</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Take stock of existing radio programs being used in Rwanda currently. Determine what can be used, borrowed from or replicated. Conduct needs assessment with people in urban areas to identify key financial education content. Develop messages to be integrated existing radio programs, or to be used as a base to develop an FE specific program. Find and contract radio producer.</td>
<td>List of radio programs (particularly soap operas) Shortlist of popular programs that reach middle class rural target or a decision to make an independent series Content (key messages) to be integrated Contract with radio producer Listener feedback Key messages based on impacts of first round</td>
<td>MINECOFIN &amp; BNR Minister of Communication MYICT PSI Other social marketing experts (i.e. PSI)</td>
</tr>
<tr>
<td>Activity</td>
<td>Outputs</td>
<td>Implementing Partners/ Strategic Orgs.</td>
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<td>------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>Test prototype of the radio program for target.</td>
<td>of programming</td>
<td>Search for Common Ground</td>
</tr>
<tr>
<td>Buy air time on local radio stations.</td>
<td></td>
<td>La Benevolencia</td>
</tr>
<tr>
<td>Pilot test radio program.</td>
<td></td>
<td>Urunana (BBC)</td>
</tr>
<tr>
<td>Revise radio program based on pilot test results.</td>
<td></td>
<td>Visa</td>
</tr>
<tr>
<td>Develop a nation-wide roll-out plan.</td>
<td></td>
<td>Associations: AMIR, RBA, ASSAR</td>
</tr>
<tr>
<td>Begin planning for advanced FE topics for rural population.</td>
<td></td>
<td>Telcos (Tigo, MTN, Airtel)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>CHF</td>
</tr>
<tr>
<td>3. Umuganda*</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Determine key messages with the main purpose of driving people to seek</td>
<td>List of high level topics that are relevant to rural residents</td>
<td>MINALOC</td>
</tr>
<tr>
<td>more information.</td>
<td></td>
<td>Local Authorities</td>
</tr>
<tr>
<td>Create timeline for key messages.</td>
<td></td>
<td>Associations: AMIR, Rwanda Bankers Association (RBA), RSSB, ASSAR</td>
</tr>
<tr>
<td>Create scripts around key messages to be delivered by local government</td>
<td></td>
<td>Financial institutions: SACCOs, MFIs, banks</td>
</tr>
<tr>
<td>officials.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Train local government officials in how to deliver key messages during</td>
<td></td>
<td></td>
</tr>
<tr>
<td>umuganda.</td>
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<td></td>
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<tr>
<td>Train local government officials to research available financial options</td>
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<tr>
<td>in each umudugudu.</td>
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<tr>
<td>Offering ongoing support and resources to local authorities through</td>
<td></td>
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<tr>
<td>the FETU.</td>
<td></td>
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<tr>
<td>4. Mobile devices</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop SMS messages on FE, including reminders to save, tips on</td>
<td>List of key messages (content)</td>
<td>MINALOC</td>
</tr>
<tr>
<td>budgeting, how to avoid over indebtedness, financial products and</td>
<td></td>
<td>Telcos (Tigo, MTN, Airtel)</td>
</tr>
<tr>
<td>services offered, etc.</td>
<td></td>
<td>Equity Bank</td>
</tr>
<tr>
<td>Train mobile agents on how to effectively communicate with and train</td>
<td></td>
<td>CHF</td>
</tr>
<tr>
<td>clients on how to use mobile money services.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activity</td>
<td>Outputs</td>
<td>Implementing Partners/ Strategic Orgs.</td>
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</tr>
<tr>
<td><strong>5. Edutainment (i.e. Road Shows)</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify key FE content to be delivered by theater, music, or activities (i.e. road shows)</td>
<td>Road show plans (i.e. theater scripts, etc.)</td>
<td>MINECOFIN &amp; BNR, Visa, Local Authorities</td>
</tr>
<tr>
<td>Identify partner organizations to plan and implement road shows</td>
<td>Implemented road shows</td>
<td></td>
</tr>
<tr>
<td>Provide support and materials to organizations in developing the road show content</td>
<td></td>
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</tbody>
</table>
## 7. Action Plan for Women program

<table>
<thead>
<tr>
<th>Activity</th>
<th>Outputs</th>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Radio</strong></td>
<td>Exhaustive list of radio programs (particularly soap operas) in Rwanda</td>
<td>MYICT</td>
</tr>
<tr>
<td></td>
<td>Shortlist of popular programs that reach middle class rural target or a decision to make an independent series</td>
<td>MIGEPROF</td>
</tr>
<tr>
<td></td>
<td>List of key messages that can be integrated into allocated time</td>
<td>PSI</td>
</tr>
<tr>
<td></td>
<td>Contract with radio producer</td>
<td>Other social marketing experts</td>
</tr>
<tr>
<td></td>
<td>Listener feedback</td>
<td>AQUADEV</td>
</tr>
<tr>
<td></td>
<td>Key messages based on impacts of first round of programming</td>
<td>CHF (and other NGOs with focus on women)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Visa</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Associations: AMIR, RBA, ASSAR</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Trainings and Meetings</strong> (4 months)</td>
<td>Exhaustive list of any organization doing group or one-on-one training (FE or not) with women (could be with men as well).</td>
</tr>
<tr>
<td></td>
<td>Leverage and scale up current initiatives by organizations working with women.</td>
<td>Government:</td>
</tr>
<tr>
<td></td>
<td>Identify successful programs for scale up/replication among other organizations. Identify current training programs in which FE can be integrated.</td>
<td>• MIGEPROF</td>
</tr>
<tr>
<td></td>
<td>Identify privat and public institutions to help fund ongoing training programs.</td>
<td>• MINAGRI</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• MINICOM</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• MYICT</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Non-profit/NGOs:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• CARE</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• CHF International</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Private sector:</td>
</tr>
<tr>
<td>Activity</td>
<td>Outputs</td>
<td>Implementing Partners/ Strategic Orgs.</td>
</tr>
<tr>
<td>----------</td>
<td>---------</td>
<td>--------------------------------------</td>
</tr>
</tbody>
</table>
| **1. Radio** | - Exhaustive list of radio programs (particularly soap operas) in Rwanda  
- Shortlist of popular programs that reach middle class rural target or a decision to make an independent series  
- List of key messages that can be integrated into allocated time  
- Contract with radio producer  
- Listener feedback  
- Key messages based on impacts of first round of programming | - MYICT  
- MIGEPROF  
- PSI  
- Other social marketing experts  
- AQUADEV  
- CHF (and other NGOs with focus on women)  
- Visa  
- Associations: AMIR, RBA, ASSAR |
| | - Commercial banks  
- MFIs  
- SACCOs  
- Tigo |
## 8. Action Plan for NFES Coordination

<table>
<thead>
<tr>
<th>Activity (6 months)</th>
<th>Outputs</th>
<th>Implementing Agency</th>
<th>Strategic partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establish Financial Education Steering Committee (FESC)</td>
<td></td>
<td>MINECOFIN AFR</td>
<td>BNR</td>
</tr>
<tr>
<td>Set up institutional framework for strategy – establish Financial Education Technical Unit (FETU)</td>
<td></td>
<td>FESC</td>
<td>MINECOFIN AFR BNR</td>
</tr>
<tr>
<td>Develop detailed management plan for strategy implementation</td>
<td></td>
<td>FETU</td>
<td>FESC</td>
</tr>
<tr>
<td>Present plan to FESC for review and approval</td>
<td>Management plan for implementation</td>
<td>FETU</td>
<td>FESC</td>
</tr>
<tr>
<td>Develop stakeholder engagement and communication strategies</td>
<td>Stakeholder engagement and communication strategies</td>
<td>FETU</td>
<td>FESC</td>
</tr>
<tr>
<td>Develop strategic partnerships with implementing organizations and partners</td>
<td></td>
<td>FETU</td>
<td>MINECOFIN AFR FESC</td>
</tr>
<tr>
<td>Identify and secure funding for implementation of NFES programs</td>
<td>Funding agreements</td>
<td>FETU</td>
<td>MINECOFIN AFR FESC</td>
</tr>
<tr>
<td>Formalize agreements with organizations that will implement NFES programs</td>
<td>Partner agreements</td>
<td>FETU</td>
<td>FESC</td>
</tr>
</tbody>
</table>
### 9. Action Plan for Staff of Financial Service Providers Program

<table>
<thead>
<tr>
<th>Activity</th>
<th>Outputs</th>
<th>Implementing Partners/ Strategic Orgs.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Associations</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop generic training curricula on the financial services industry, products, and consumer protection principles.</td>
<td>Generic training curriculum to be used by similar institutions (i.e. one for SACCOs, one for commercial banks)</td>
<td>BNR (Lead)</td>
</tr>
<tr>
<td>Develop adaptations for each FSP on their specific products, services, terms, conditions, expectations, etc.</td>
<td>Technical assistance to individual institutions to develop adaptations for their clients/products/services</td>
<td>RCA</td>
</tr>
<tr>
<td>Develop exam to ensure that all employees meet minimum requirements for communicating products and services to clients.</td>
<td>Maintain minimum quality standard by implementing an exam before employees can deal with new clients</td>
<td>Associations: AMIR, RBA, RSSB, ASSAR</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Financial institutions: MFIs, banks, SACCOs</td>
</tr>
<tr>
<td><strong>2. Outside capacity-building organizations</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify organizations that work with FSPs on capacity-building i.e. Rabobank, RBA, ASSAR or AMIR.</td>
<td>List of organizations providing supply-side support to FSPs</td>
<td>BNR</td>
</tr>
<tr>
<td>Identify back office solutions for increasing customer support/ communications.</td>
<td>Curricula examples from organizations providing FE to FSP staff</td>
<td>MINECOFIN</td>
</tr>
<tr>
<td>Use results of FSP employee training to identify gaps and areas needing additional support.</td>
<td></td>
<td>Rabobank/Terrafina</td>
</tr>
<tr>
<td>Identify ways in which organizations can improve staff support to customers in addition to required training through FSPs.</td>
<td></td>
<td>AMIR</td>
</tr>
<tr>
<td>Develop intervention strategies and tools that can be used to support FSPs (i.e. backstopping, computerization, etc.).</td>
<td></td>
<td>Private sector (e.g. Visa)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Associations: AMIR, RBA, RSSB, ASSAR</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Financial institutions: SACCOs, MFIs, banks</td>
</tr>
<tr>
<td><strong>3. BNR</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop requirements for current and incoming employee training.</td>
<td>Regulations ensuring that all FSP employees have a minimum knowledge required for the position</td>
<td>MINECOFIN &amp; BNR</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Associations: AMIR, RBA, RSSB, ASSAR</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Financial institutions: SACCOs, MFIs, banks</td>
</tr>
<tr>
<td><strong>4. National Certification Program</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop key indicators for FSP professionals (standards) in Rwanda.</td>
<td>Certification test</td>
<td>MINECOFIN &amp; BNR</td>
</tr>
<tr>
<td>Create an exam to measure key indicators and standards of performance (i.e. backstopping, computerization, etc.).</td>
<td></td>
<td>FESC</td>
</tr>
<tr>
<td>Activity</td>
<td>Outputs</td>
<td>Implementing Partners/ Strategic Orgs.</td>
</tr>
<tr>
<td>----------</td>
<td>---------</td>
<td>----------------------------------------</td>
</tr>
<tr>
<td>scores such as excellent, satisfactory, unsatisfactory). Pilot test the exam. Roll out the exam and issue certification from a national body.</td>
<td></td>
<td>FETU</td>
</tr>
<tr>
<td><strong>5. Educational institutions</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify institutions training future employees of FSPs, like the School of Finance and Banking. Conduct needs assessment with FSPs on further training/ preparation needed by FSP employees. Review and modify curriculum to integrate financial education content, based on needs assessment results. Develop financial education materials and tools to train teachers and to educate students. Conduct a prototype test of the draft curriculum, materials and tools for teachers and students. Train teachers to increase teachers’ own financial literacy and their capacity to deliver financial education. Pilot test integration of FE in school curriculum and training of teachers at select schools. Revise curriculum, FE tools and resources and teacher training program based on pilot test results. Develop a nation-wide roll-out plan.</td>
<td>List of financial education institutions Needs assessment results from top FSP management Revised curricula Training materials Feedback on newly integrated materials Increase teacher capacity to deliver new materials Curricula for training future FSP professionals</td>
<td>School of Finance and Banking (Lead) Financial education experts Financial institutions: SACCOs, MFIs, banks Institute of Entrepreneurship, Cooperatives and Microfinance</td>
</tr>
<tr>
<td><strong>6. Technology</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Design and develop mobile learning applications for smart phones. Design and develop online learning platforms.</td>
<td>Self-guided mobile applications Self-guided online learning platforms</td>
<td>Telcos (Tigo, Airtel, MTN) IT companies</td>
</tr>
</tbody>
</table>
3. MONITORING AND EVALUATION

WHAT IS MONITORING? WHAT IS EVALUATION?

The objective of the NFES specifically is to improve the financial capabilities of Rwandans so they can make appropriate financial decisions, including what financial services they use. The purpose of the Monitoring and Evaluation (M&E) component of the NFES is to measure progress towards the NFES objective of improving financial capabilities.

M&E measures progress by measuring and documenting: inputs; activities; outputs; short- and medium-term outcomes; and impacts. These are elements in what is commonly known as a logic model. Monitoring measures inputs, activities, and outputs, while evaluation measures outcomes and impacts.

**Figure 9: Logic Model**

Please see the OECD’s Detailed Guide to Evaluating Financial Education Programmes, pp. 3 and 4 for further overview of Monitoring and Evaluation, including a different, but compatible, version of the logic model.

WHY DO MONITORING AND EVALUATION AT THE PROGRAM AND NATIONAL LEVELS?

Rwanda’s NFES includes both national-level and program-level M&E activities, as described in more detail below. At the national level the purpose of the M&E activities will be to:

1. Monitor the on-going financial education activities being undertaken by a diverse group of stakeholders;
2. Evaluate the progress the NFES is making towards achieving the NFES objective and Rwanda’s national financial inclusion agenda.

At the program level the purpose of the M&E activities will be to:

1. Monitor the quality, scope, and scale of each program as well as key information about the program structure, target market, and geographical location that can be fed into the national-level monitoring system;
2. Evaluate the specific impact of specific financial education programs, in a cost-effective and time-efficient manner, to work out quickly what works and what does not work.

At the program level the M&E activities will monitor implementation and measure outcomes and impact in terms of the public value created by financial education and the private value it creates. The operational consequences of this
are that organizations that develop financial education programs that are product-related, and are likely to not only benefit the consumer in terms of improvements in their knowledge and skills but also to benefit the provider in terms of more effective use of the product and greater customer loyalty, will be encouraged to monitor and evaluate their programs, and report out their private gains. These results, along with the results from programs that solely focus on creating public value, such as a population that is more educated about insurance, unrelated to any particular insurance product, will provide a rich database of findings that can inform the strategy on an on-going basis. Furthermore, monitoring and evaluating these programs will also allow stakeholders to identify practices that are actually harmful to consumers, such as marketing campaigns that purport to be educational but are designed to trap consumers into buying inappropriate financial products.

**IMPLEMENTATION**

Who should be in charge of M&E?

Overall responsibility for the M&E strategy will rest with the Financial Education Steering Committee under aegis of MINECOFIN or BNR. The Financial Education Technical Unit will oversee the implementation of the M&E strategy. Overall responsibility for the M&E strategy will rest with the Financial Education Steering Committee. The Financial Education Technical Unit (FETU) will oversee the implementation of the M&E strategy. The Monitoring & Evaluation Officer on FETU will provide technical expertise and ensure that partners implementing financial education programs also execute the M&E strategy. The M&E officer will have extensive social science research experience and knowledge to ensure that the quality and integrity of the M&E work performed under the NFES. She or he will be supported by a data manager, who will manage the online research database and resource website (see below). The M&E Officer will be supported by one or two research assistants who will be responsible for ensuring that programs submit their information to the online database and for ensuring the information is complete. The M&E officer and her/his team can be assigned to a unit or department within a government ministry, institution of higher education with a strong social science research program, or a private sector entity with a strong track record in monitoring and evaluating social and educational programs, or it can be part of the FETU. In either case, the M&E officer will be responsible to the director of the FETU.

At the very least the sub-unit tasked with implementing the M&E strategy will:

1. Serve as a resource where organizations implementing financial education program can find information on how to conduct M&E, including tools they can use in their M&E activities;
2. Gather data on all the financial education programs being conducted in Rwanda. Most likely the unit will fulfill this task through a survey of stakeholders conducted twice a year. Serve as a depository for all M&E reports on financial education programs conducted in Rwanda.

In addition to these minimal tasks, the unit might undertake the following activities:

1. Conduct evaluations of selected, strategically important financial education programs, such as school-based programs;
2. Fund the M&E activities of selected, strategically important financial education programs
The choice as to the tasks the unit will be assigned should rest with the Financial Education Steering Committee with input from the Technical Unit and should be based on the following criteria:

1. The capacity of the selected unit to perform its own M&E activities, or the capacity to learn how to perform these activities;
2. Funding available to support the unit;
3. The extent to which the Steering Committee believes that the NFES M&E strategy should be centralized and standardized (more tasks assigned to the unit) or decentralized (fewer tasks assigned).

National Monitoring and Evaluation

The M&E unit described above will conduct the monitoring of the NFES through its semi-annual survey of FE programs. The survey will provide policy-makers and other stakeholders with information on the level of FE activity in the country and enable them to ascertain whether the activity, in terms of numbers of people reached and funds spent, are aligned with the priorities of the NFES. At the very least the unit will gather the following information:

1. Location
2. Target segment
3. Organization(s) implementing
4. Delivery Channel
5. Content
6. Duration
7. Expected results (number of people reached, number of trainers trained, etc)
8. Actual results
9. Funding amount for the program

The evaluation of the NFES will be conducted through follow up FinScope and FinCap surveys, which will allow researchers to measure the extent to which the Rwandan population has changed its level of financial service use and experienced a change in its financial capabilities. The last FinScope survey was completed in mid-2012 and the last FinCap survey was completed at the end of 2012. The data from these surveys will serve as baseline data against which progress towards the NFES objective and the goal of GoR’s national financial inclusion agenda can be measured. The next surveys will be in 2015, three years from the time of the baseline surveys.

This period will allow sufficient time for stakeholders to ramp up the implementation of financial education programs nationwide and make adjustments based on what they have learned about what works and what does not work. It will also allow sufficient time for the logic of inputs, activities, outputs, and short-term and medium-term outcomes to play out. But it is unlikely to be enough time for long-term impacts to emerge. In terms of the theory of change, it is likely that, if the financial education programs implemented under the NFES are successful, the 2015 FinCap survey will show gains in increased knowledge, skills and attitudes and changes in some financial behavior.

The national evaluation strategy will be supplemented by program-level evaluation results, which will provide policy-makers and other stakeholders with good information on what is working and what is not working, so that they can make adjustments to their programs going forward. It will also give them some sense of the direction the financial capabilities and financial inclusion of the Rwandan population is going.
It may be possible to evaluate the impact of school-based programs on school children more frequently, especially when it comes to changes in knowledge and skills. This is because schools are in a good position to test students’ knowledge and skills on a regular basis. If financial education is embedded in the general education curriculum, questions testing school children’s financial knowledge and skills can be included in end-of-term or end-of-year exams and quizzes.

Key Performance Indicators (KPIs)

Researchers will be able to apply sophisticated statistical analysis to the FinScope and FinCap surveys to provide nuanced and multi-faceted measures of changes in financial inclusion and capabilities. These will provide powerful insights into the changes the population is undergoing. Nevertheless, such measures are often not intelligible to policy-makers and stakeholders, and can often take a long time to produce. The NFES M&E strategy has identified the following variables from the two surveys to serve as key performance indicators of financial inclusion and capability. These variables are very closely related to the objectives of the NFES. The KPIs will track the share of Rwandans who:

- **Cash management**
  - Are able to answer all 4 numeracy questions (add, subtract, multiply, divide) correctly;
  - Have a budget
    - Keep to their budget always;
  - Cooperate with their spouse/partner in day-to-day spending (if they have a spouse/partner);
  - Do not need to borrow to cover regular, necessary expenses;

- **Planning ahead**
  - Are somewhat or very knowledgeable about planning for their old age;
    - Have a plan in place to prepare financially for their old age;
  - Are somewhat or very knowledgeable about planning for unexpected expenses;
    - Have a plan in place to manage unexpected expenses;
  - Actively save;

- **Financial services**
  - Have knowledge of basic formal financial services: saving, pensions, borrowing, insurance, remittances or payments, shares/stocks/bonds/capital market;
  - Actively, and voluntarily, use formal financial services.

Not all KPIs will apply to all population segments. Figure 15 identifies the KPIs for each segment.

**Figure 10: KPIs by Segment**

<table>
<thead>
<tr>
<th>Segment</th>
<th>KPI</th>
</tr>
</thead>
<tbody>
<tr>
<td>Children (upon leaving primary school)*</td>
<td>1. Are able to answer all 4 numeracy questions correctly;</td>
</tr>
<tr>
<td></td>
<td>2. Actively save;</td>
</tr>
<tr>
<td></td>
<td>3. Have knowledge about formal savings accounts</td>
</tr>
<tr>
<td>Segment</td>
<td>KPI</td>
</tr>
<tr>
<td>---------</td>
<td>-----</td>
</tr>
<tr>
<td></td>
<td>4. Have knowledge about budgeting for small amounts of money</td>
</tr>
</tbody>
</table>

| Youth (upon leaving secondary school or 3 years after leaving primary school) | 1. Are able to answer all 4 numeracy questions correctly; <br> 2. Have a budget <br> 3. Do not need to borrow to cover regular, necessary expenses; <br> 4. Are somewhat or very knowledgeable about planning for their old age; <br> 5. Are somewhat or very knowledgeable about planning for unexpected expenses; <br> a. Have a plan in place to manage unexpected expenses; <br> 6. Have knowledge of basic formal financial services: saving, pensions, borrowing, insurance, remittances or payments; <br> 7. Have knowledge about their rights and responsibilities as users of financial services.* |
| Urban Adults (Men and Women) | 1. Are able to answer all 4 numeracy questions correctly; <br> 2. Have a budget <br> a. Keep to their budget always; <br> 3. Do not need to borrow to cover regular, necessary expenses; <br> 4. Are somewhat or very knowledgeable about planning for their old age; <br> 5. Are somewhat or very knowledgeable about planning for unexpected expenses; <br> a. Have a plan in place to manage unexpected expenses; <br> 6. Have knowledge of basic formal financial services: saving, pensions, borrowing, insurance, remittances or payments, shares/stocks/bonds/capital market; <br> 7. Actively, and voluntarily, use formal financial services. |
| Rural Adults (Men and Women) | 1. Are able to answer all 4 numeracy questions correctly; <br> 2. Have a budget <br> a. Keep to their budget always; <br> 3. Do not need to borrow to cover regular, necessary expenses; <br> 4. Are somewhat or very knowledgeable about planning for their old age; <br> 5. Are somewhat or very knowledgeable about planning for unexpected expenses; <br> a. Have a plan in place to manage unexpected expenses; <br> 6. Have knowledge of basic formal financial services: saving, pensions, borrowing, insurance, remittances or payments; <br> 7. Actively, and voluntarily, use formal financial services. |
The M&E unit will encourage all researchers conducting M&E programs in Rwanda to include questions in their evaluations that capture information related to these variables, even if the goal of the program is not designed to have a direct impact on all the variables. The unit will make available the questions from the FinScope and FinCap surveys that relate to these variables. The objective of this strategy is to gather data on the KPIs on an on-going basis, to give policy-makers and stakeholders that ability to track general progress on the KPIs, and also some indication of whether programs targeting specific KPIs are having an effect.

Program-Level Monitoring and Evaluation

The strategies for program-level monitoring and evaluation are very different. The NFES M&E strategy encourages a high level of consistency in monitoring practices across all financial education programs, with the understanding that monitoring is an essential part of good program management, and, if done well, can be either cost-neutral or even save the program money during the life of the program. Furthermore, standardization of monitoring protocols across programs is feasible because the purpose of monitoring is unlikely to vary greatly across programs. In contrast, the protocols for program evaluations are likely to be far more varied because the approach each program adopts will depend on the available budget, the time-line, the purpose of the evaluation, and the nature of the intervention itself.

Monitoring

The strategy for program-level monitoring is twofold:

1. To encourage consistency across all programs and organizations in the monitoring data collected, by establishing, at a minimum, what data each program should collect and by providing guides and tools for collecting those data;
2. To encourage organizations to share best practices on how monitoring data is used by program managers to refine and improve their financial education programs, by providing on-line and in-person conferences, workshops, and other forums for sharing such information.

As noted above programs will be surveyed semi-annually by the unit tasked with implementing the M&E strategy. It will gather the data outlined in the previous section.

Evaluation

A credible evaluation should be able to identify whether a program results in beneficial outcomes and impacts for those participating. It should also be able to explain, as far as possible, why the program was effective, so that it can be replicated and adapted to other situations. There is a vast literature on how to conduct evaluations, and the methodological advantages and disadvantages of each approach. The NFES M&E strategy recognizes this, and is neutral as to the choice of methodology. Stakeholders are interested in the quality of program-level evaluations, their timeliness, their cost, and their implications for national policy.

Program evaluations should adhere to the highest national and international standards, regardless of methodology: whether the evaluation involves qualitative interviews to understand the causal mechanics of a program’s impact or a quantitative survey within a randomized control trial research design.

Boaz and Ashby define quality along four dimensions (Figure 15). Central to their definition of quality is the idea that methodological quality, on its own, is necessary, but not sufficient to generate high quality research. In addition, the
research must be appropriate and relevant, and also its reporting should be transparent and able to be clearly understood.

**Figure 11: Dimensions of Research Quality**

![Dimensions of Research Quality Diagram]

Source: Boaz and Allen, 2002

See the annex for a more in-depth discussion of evaluation quality and useful references/guides for conducting evaluations.

**Figure 12: Action Plan for Developing a Monitoring and Evaluation Infrastructure**

<table>
<thead>
<tr>
<th>Activity (6 months to set up)</th>
<th>Outcomes</th>
<th>Implementing organizations &amp; strategic partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify unit to be in charge of M&amp;E (M&amp;E unit)</td>
<td>Organization/personnel selected</td>
<td>M&amp;E unit with support from experts in monitoring and consultation with FE implementing organizations</td>
</tr>
<tr>
<td>Develop monitoring data standards for FE programs</td>
<td>Standards document</td>
<td>M&amp;E unit with support from ICT consultants and consultation with FE implementing organizations</td>
</tr>
<tr>
<td>Develop system for capturing monitoring data</td>
<td>Data capture protocols</td>
<td>M&amp;E unit with support from ICT consultants and consultation with FE implementing organizations</td>
</tr>
<tr>
<td></td>
<td>Database</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Web site to allow access to database</td>
<td></td>
</tr>
<tr>
<td>Develop guidelines for program level evaluations</td>
<td>Evaluation guidelines document</td>
<td>M&amp;E unit with support from academic research consultants and consultation with FE implementing organizations</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activity (6 months to set up)</td>
<td>Outcomes</td>
<td>Implementing organizations &amp; strategic partners</td>
</tr>
<tr>
<td>-------------------------------</td>
<td>----------</td>
<td>-----------------------------------------------</td>
</tr>
<tr>
<td>Gather monitoring data</td>
<td>Web-accessible data</td>
<td>M&amp;E unit in cooperation with FE implementing organizations</td>
</tr>
<tr>
<td>Issue M&amp;E report</td>
<td>Annual or bi-annual report containing key statistics and summary of evaluation findings</td>
<td>M&amp;E unit in with support from academic consultants</td>
</tr>
<tr>
<td>Begin planning for 2015 FinCap Survey</td>
<td>FinCap Survey research plan and questionnaire</td>
<td>M&amp;E unit in with support from academic consultants</td>
</tr>
<tr>
<td>Implement 2015 FinCap Survey</td>
<td>Cleaned data set ready for analysis</td>
<td>M&amp;E unit in with support from academic consultants and local social science research firm</td>
</tr>
<tr>
<td>Analyze and report out results</td>
<td>Report on FinCap results; briefings to key ministries; conference on results</td>
<td>M&amp;E unit in with support from academic consultants</td>
</tr>
</tbody>
</table>
4. BUILDING AN ENABLING ENVIRONMENT

The enabling environment refers to the support that organizations will give to the NFES on an on-going basis and includes:

1. Stakeholder capacity
2. An enabling policy context
3. An enabling international context

Stakeholder capacity

Key stakeholder groups identified the following resources they had available for achieving their FE objectives:

1. Staff capacity
2. Funding
3. Technical support
4. Partnerships

Stakeholders also identified appropriate financial products and services as a resource that they had. This resource can contribute towards financial inclusion.

All stakeholders indicated that additional resources would be needed for implementation of an NFES. In many cases, the resources that were cited as available were also cited as being needed, suggesting that current levels may not be sufficient.

Figure 27 contains a list of financial education programs in Rwanda that are being offered, have been recently offered, or are about to be offered as of the drafting of the document. It indicates the capacity of stakeholders to offer financial education in Rwanda. The NFES can leverage the existing capacity of the organizations providing financial education as well as their ongoing financial education initiatives as much as possible in order to promote efficiencies in NFES costs and programming.

Seventeen major financial education initiatives were being undertaken or were recently completed at the time of the development of the NFES. Two initiatives are spearheaded by the Rwandan government, also creating public-private partnerships (PPPs). Four major for-profit international organizations have FE programs, as well as 3 non-profit organizations, 5 financial service providers, 2 professional associations, and one private company. Many initiatives use mass media, which target all Rwandans. Initiatives with more targeted audiences are generally geared towards the rural poor (particularly women) and youth. Financial service providers target their clients specifically in their initiatives. Target audiences that are receiving less attention for financial education are urban adults and the elderly.

FE programs are being implemented in all 4 provinces of Rwanda and in Kigali.
## Figure 13: Financial Education Programs in Rwanda

<table>
<thead>
<tr>
<th>Organization</th>
<th>Primary Target Audience</th>
<th>Financial Education Content</th>
<th>Delivery Channel(s)</th>
<th>Partners</th>
<th>Potential Roles</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government</td>
<td>Women and Youth Access to Finance Program</td>
<td>Planned topics may include: basic money management, saving, debt management, credit worthiness and rating along with basic record keeping</td>
<td>To be determined. Can include direct training through youth centers or “YEGO centers”, or business development centers</td>
<td>See left-most column</td>
<td>This government consortium could be leveraged to reach youth 15-35, the top priority segment, in a number of ways</td>
</tr>
<tr>
<td>1 Business Development Fund (BDF)</td>
<td>Women in Kigali</td>
<td>Limited trainings for women focusing on credit management, e.g. when and how to borrow, understanding interest rates</td>
<td></td>
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<tr>
<td>MIGEPROF</td>
<td>Young entrepreneurs (18-35 years)</td>
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<tr>
<td>MYICT</td>
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<tr>
<td>RCA</td>
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<tr>
<th>Organization</th>
<th>Primary Target Audience</th>
<th>Financial Education Content</th>
<th>Delivery Channel(s)</th>
<th>Partners</th>
<th>Potential Roles</th>
</tr>
</thead>
</table>
| RBD/Visa    | Consumers Financial institutions Telcos Government School-aged children and youth | **Consumers:**
Basic money management, e.g. managing income and expenses, creating a budget, managing savings Financial services, e.g. how to save in a bank account (not product-focused)
**Financial institutions:**
Capacity building, e.g. debit, risk and fraud, mobile solutions | **Consumers:**
Campaigns Road shows/ Street theater Radio mini-series: 12 live episodes, repeated twice each week.
Music CD with FE messages distributed to taxi drivers. 3000 distributed.
**Financial institutions:**
Mini-series: workshops, mailings, blogs, bulletins CARE’s Technical Assistance Unit could link with those who need to build their training capacity. If possible, CARE’s FE materials for VSLA members could become a resource in an open-source library. | BNR MINECOFIN MINEDUC AMIR Vision Finance UCU COOPEC Inkunga UOB | Visa has a number of available FE materials and expertise in developing radio, computer-based (financial football), music, road show, and other alternative delivery mechanisms Computer game: financial football. Launched at Lycee de Kigali. Distributing to secondary schools with computer labs. Accompanying teacher’s guide Training of MFI staff and management Training of master trainers in financial education and development of materials (planned for over next 5 years or up to 5 years) |
<table>
<thead>
<tr>
<th>Organization</th>
<th>Primary Target Audience</th>
<th>Financial Education Content</th>
<th>Delivery Channel(s)</th>
<th>Partners</th>
<th>Potential Roles</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>International Organizations (Non-Profit Development Organizations)</strong></td>
<td></td>
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</tr>
<tr>
<td>3</td>
<td>Global Communities (formerly CHF) USAID Ejo Heza Project</td>
<td>People in Ubudehe categories 2, 3, and 4 People living in rural areas; e.g. agriculture value chains in maize, beans and dairy</td>
<td>Saving Budgeting Debt Management Bank Services Financial Negotiations</td>
<td>Direct training by local “Be the Change” volunteers Radio SMS messages Campaigns, e.g. Savings Week Direct training as part of value chain training at farmer field schools and agricultural centers (hubs) Led training of master trainers in financial education and development of materials.</td>
<td>AMIR RCA Duterimbere I.M.F. COOPEC Ejo Heza COOPEC Inkunga AEE ADEPR DUHAMIC-ADRI CARITAS IFDC USAID Ejo Heza has built an expertise in market research, training of trainers, and materials development (radio and picture-based) and can train others. USAID Ejo Heza materials are open source and available in English and Kinyarwanda.</td>
</tr>
<tr>
<td>4</td>
<td>Education Development Center (EDC)</td>
<td>Out-of-school youth TVET students</td>
<td>“Financial fitness” module - money management tied to youth work readiness and income-generating activities. Topics include: Saving Budgeting How Financial Services Work</td>
<td>Direct training at technical secondary schools (TVET) Internship programs to link university graduates public institutions Radio</td>
<td>WDA UCU USAID CRS ECE RDB Search for Common Ground EDC has expertise in financial and non-financial life skills, relationships with RDB and FSPs, and experience in curriculum design and learning. EDC’s existing relationship with the TVET program could provide an entry for curriculum review and addition of FE messages.</td>
</tr>
<tr>
<td>Organization</td>
<td>Primary Target Audience</td>
<td>Financial Education Content</td>
<td>Delivery Channel(s)</td>
<td>Partners</td>
<td>Potential Roles</td>
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<tr>
<td>PSI/ Nike Foundation</td>
<td>Girls aged 10-12 years as part of the pilot 12+ program (pilot program concluded in 2012 with 600 girls trained; plans for scale-up are still being discussed)</td>
<td>Setting goals, Saving, Spending decisions, Financial services for saving (with a bank visit)</td>
<td>Direct training by mentors or “Girl Guides” aged between 18 and 25 at youth centers and schools 2 hours each Saturday for 11 weeks</td>
<td>Ministry of Health, Nike Foundation, Girl Hub, L’Association des Guides du Rwanda, CDC, National Youth Council, EER, CNHR, UNICEF, UNFPA (around youth centers)</td>
<td>PSI and the Girl Hub adapted MFO’s curriculum from CARE Burundi to 10-12 year-old Rwandan girls. The curriculum is available in Kinyarwanda. Potential to scale-up program</td>
</tr>
<tr>
<td>Plan Rwanda</td>
<td>Youth ages 15-35</td>
<td>Saving, Budgeting, Financial Services</td>
<td>Direct training at VSLA meetings</td>
<td>PAJER</td>
<td>This program will begin in 2013, with a focus on youth</td>
</tr>
<tr>
<td>Union des Coopecs Umutanguha (UCU)</td>
<td>Clients, particularly in rural areas Youth ages 12-24</td>
<td>Loan management, Saving, Budgeting, Financial services, Entrepreneurship, Employment</td>
<td>Volunteer peer (youth) trainers who receive a stipend to disseminate trainings Direct training by UCU field offers to youth in TVET schools Direct training to clients in rural areas in groups; primarily to teach about financial services</td>
<td>UNCDF (YouthStart program) EDC (Akazi Kanoze project) CARE Rwanda</td>
<td>UCU has been implementing financial education since 2006 and has created a peer-educator model to target youth. UCU has two curricula in their “Key to Wealth” program, one for youth and one for adults. Both are available in French and Kinyarwanda.</td>
</tr>
<tr>
<td>Urwego Opportunity</td>
<td>Clients of UOB, Personal/household financial management,</td>
<td></td>
<td>Direct training to group clients at loan</td>
<td>AMIR</td>
<td>UOB has a full</td>
</tr>
<tr>
<td>Organization</td>
<td>Primary Target Audience</td>
<td>Financial Education Content</td>
<td>Delivery Channel(s)</td>
<td>Partners</td>
<td>Potential Roles</td>
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<tr>
<td>Bank (UOB)</td>
<td>including: Farmers, Youth (Aflatoun curriculum)</td>
<td>including: Cash flow management, Credit and debt management, Savings, Insurance, Remittances</td>
<td>collection meetings, Radio/CDs, Secondary schools</td>
<td>CARE</td>
<td>curriculum in Kinyarwanda and has experience in developing alternative delivery mechanisms such as video and radio</td>
</tr>
<tr>
<td>9 Duterimbere</td>
<td>Clients of Duterimbere</td>
<td>Debt Management, Saving, Budgeting, Bank Services, Financial Negotiations, Women’s entrepreneurship, Consumer protection / Transparency</td>
<td>Direct training by MFI staff and community members, Coaching during individual branch visits</td>
<td>CARE, CHF</td>
<td>Duterimbere has both management and staff trained on USAID Ejo Heza’s FE program as well as their own program. Duterimbere has been trained on MicroFinance Transparency’s FE program for consumer protection</td>
</tr>
<tr>
<td>10 COOPEC Inkunga</td>
<td>Rural farmers in the Western Province, School children in the Western Province</td>
<td>Saving, Financial services, Managing credit, Business development skills</td>
<td>Direct training prior to loan disbursement. Refresher financial education is provided with every new loan cycle. Visits to school for one-time sessions and visits to branches</td>
<td>Terrafina, CARE, MINAGRI, JEMAC, SBFIC</td>
<td>COOPEC Inkunga has been trained in FE content and delivery (by CHF) and has partnered with SBFIC and local schools to provide FE on savings and financial services to children</td>
</tr>
<tr>
<td>11 Equity Bank</td>
<td>Clients of Equity Bank</td>
<td>Budgeting, Saving, Bank services</td>
<td>Radio, Financial literacy campaign (2012)</td>
<td>Local radio stations, BNR, Visa</td>
<td>Equity Bank’s has a far-reach into rural areas and experience in FE in other</td>
</tr>
<tr>
<td>Organization</td>
<td>Primary Target Audience</td>
<td>Financial Education Content</td>
<td>Delivery Channel(s)</td>
<td>Partners</td>
<td>Potential Roles</td>
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<tr>
<td></td>
<td></td>
<td>Debt management</td>
<td>MINECOFIN contexts (i.e. Kenya)</td>
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<tr>
<td></td>
<td></td>
<td>Direct training as part of group lending</td>
<td>n/a</td>
<td></td>
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<tr>
<td><strong>Local NGOs and Non-profit Institutions</strong></td>
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<tr>
<td>12 ADEPR</td>
<td>Rural poor</td>
<td>Savings, Money management, Credit management</td>
<td>Direct training</td>
<td>CARE CHF</td>
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<tr>
<td></td>
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<td></td>
<td>ADEPR has a network of literacy centers throughout rural Rwanda that are ideal for reaching adults with classroom-based trainings</td>
</tr>
<tr>
<td>13 African Evangelistic Enterprise (AEE)</td>
<td>Rural poor</td>
<td>Savings, Money management, Credit management</td>
<td>Direct training and distribution of brochures.</td>
<td>CARE CHF</td>
<td></td>
</tr>
<tr>
<td>14 DUHAMIC</td>
<td>Rural poor</td>
<td>Forming cooperatives, Preparation of a business plan, Basic bookkeeping, Inventory</td>
<td>Direct training, Technical assistance through on the job training, Study tours</td>
<td>CARE CHF</td>
<td></td>
</tr>
</tbody>
</table>

**Private Sector**
<table>
<thead>
<tr>
<th>Organization</th>
<th>Primary Target Audience</th>
<th>Financial Education Content</th>
<th>Delivery Channel(s)</th>
<th>Partners</th>
<th>Potential Roles</th>
</tr>
</thead>
<tbody>
<tr>
<td>Visa/RDB (repeated entry: see Organisation #2 BRD)</td>
<td>Consumers&lt;br&gt;Financial institutions&lt;br&gt;Telcos&lt;br&gt;Government&lt;br&gt;School-aged children and youth</td>
<td><strong>Consumers:</strong>&lt;br&gt;Basic money management, e.g. managing income and expenses, creating a budget, managing savings&lt;br&gt;Financial services, e.g. how to save in a bank account (not product-focused)&lt;br&gt;<strong>Financial institutions:</strong>&lt;br&gt;Capacity building, e.g. debit, risk and fraud, mobile solutions</td>
<td><strong>Consumers:</strong>&lt;br&gt;Campaigns&lt;br&gt;Road shows/ Street theater&lt;br&gt;Radio mini-series: 12 live episodes, repeated twice each week.&lt;br&gt;Music CD with FE messages distributed to taxi drivers. 3000 distributed.&lt;br&gt;<strong>Financial institutions:</strong>&lt;br&gt;Mini-series: workshops, mailings, blogs, bulletins&lt;br&gt;CARE’s Technical Assistance Unit could link with those who need to build their training capacity.&lt;br&gt;If possible, CARE’s FE materials for VSLA members could become a resource in an open-source library.</td>
<td>BNR&lt;br&gt;MINECOFIN&lt;br&gt;MINEDUC AMIR&lt;br&gt;Vision Finance&lt;br&gt;UCU&lt;br&gt;COOPEC Inkunga&lt;br&gt;UOB</td>
<td>Visa has a number of available FE materials and expertise in developing radio, computer-based (financial football), music, road show, and other alternative delivery mechanisms&lt;br&gt;Computer game: financial football. Launched at Lycee de Kigali.&lt;br&gt;Distributing to secondary schools with computer labs. Accompanying teacher’s guide&lt;br&gt;Training of MFI staff and management&lt;br&gt;Training of master trainers in financial education and development of materials (planned for over next 5 years or up to 5 years).</td>
</tr>
</tbody>
</table>

**Professional Associations**
<table>
<thead>
<tr>
<th>Organization</th>
<th>Primary Target Audience</th>
<th>Financial Education Content</th>
<th>Delivery Channel(s)</th>
<th>Partners</th>
<th>Potential Roles</th>
</tr>
</thead>
<tbody>
<tr>
<td>Association of Microfinance Institutions in Rwanda (AMIR)</td>
<td>Clients of MFIs&lt;br&gt;Staff of member MFIs so that they can train their clients&lt;br&gt;School children</td>
<td>Saving&lt;br&gt;Budgeting&lt;br&gt;Debt management&lt;br&gt;Bank services</td>
<td>Direct training by staff of MFIs participating in FE</td>
<td>CARE</td>
<td>AMIR staff has been trained in FE content and delivery, and has a breadth of experience in implementing and managing FE programs</td>
</tr>
<tr>
<td></td>
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<td></td>
<td>Magazine targeting adults (national circulation)</td>
<td>Rabobank</td>
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<tr>
<td></td>
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<td></td>
<td>Radio program (with CHF)</td>
<td>CHF</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Extracurricular savings program activities with children</td>
<td>Aflatoun, UOB, MINEDUC, DFID</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Savings promotion for children in schools</td>
<td>SBFIC</td>
<td></td>
</tr>
<tr>
<td>Rwandan Association of Insurers (ASSAR)</td>
<td>General public to grow insurance market (planned)&lt;br&gt;Youth (interest)&lt;br&gt;Staff of insurance providers (current)&lt;br&gt;Other key actors in industry, e.g. police, judges and lawyers (planned)</td>
<td>Insurance</td>
<td>Plans to create a college of insurance&lt;br&gt;Plans to establish an Insurance Day/Week for public awareness-raising&lt;br&gt;Interest in providing guest talks to secondary schools&lt;br&gt;Direct training to staff of insurance providers. Plans to establish a certification course on insurance.&lt;br&gt;Plans to provide training to members of judicial system and law enforcement to explain insurance</td>
<td>Kenya College of Insurance</td>
<td>ASSAR has the potential to reach all insurance providers in Rwanda and train them in FE for insurance and risk management</td>
</tr>
</tbody>
</table>
Partnerships and Funding
While MINECOFIN and BNR will lead all NFES activities, stakeholders identified partnerships, in particular, as a key resource that needed to be enhanced for the implementation of the NFES. These partnerships will ultimately be accountable to MINECOFIN and BNR, and could be managed by them. Currently Visa is collaborating with the GoR to increase financial literacy in the country through financial education programs that focus on the “fundamentals of personal finance.” Other existing public-private partnerships such as the one between TIGO and the Government to increase network connectivity in public schools, can be leveraged to open dialogue for implementing financial education.

The GOR can explore the option of requiring certain FSPs to contribute to a corporate social responsibility fund earmarked for financial education that the associations of FSPs can help the NFES coordinating bodies to allocate. Furthermore, the Government can increase private sector participation in the NFES by creating a seal of approval/certification process for following best practices provided established by FETU in cooperation with the RBA. This is something that the SMART campaign has done with respect to consumer protection.

Ultimately, for many private financial institutions, clearly seeing the business case for financial education will likely be the most compelling reason for actively participating in the NFES and contributing towards the sustainability of the NFES. Data collected from the monitoring & evaluation of the NFES can contribute to determining the business case for financial education.

The NFES can also look to leverage the capacity of international volunteer organizations such as the VSO to help train those who will deliver financial education such as school teachers or trainers to youth. VSO is currently partnering with MINEDUC under the Innovation for Education program to strengthen the capacity of primary school teachers to use learner-centered methodology in their teaching. VSO also supports TVET and other work-readiness programs.

Figure 18 frames available resources and needed resources in relationship to three pillars for the uptake and use of financial products and services:

1. **Products**: Design of products and delivery channels responsive to the needs and situation of clients
2. **Operations**: Operations and processes that provide easy and regular access to services for clients, and
3. **Capabilities**: Building of the financial capabilities of front-line staff and of clients to be able to understand the financial service and if and how the product or service(s) can benefit the client.

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18 The Charter of Collaboration between GoR and Visa states its goals are to lay the foundations for electronic payments, promote innovations in this area, and to build capacity. [http://corporate.visa.com/_media/rwanda-charter.pdf](http://corporate.visa.com/_media/rwanda-charter.pdf)
Policy context

Government plans
There are a number of government plans in place that will affect the content and implementation of the NFES. Most prominent amongst these are the Vision 2020, FSDP II and the EDPRS II. Other relevant policies include the following:

1. Vision 2020
2. Financial Sector Development Program II (FSDP II)
3. Economic Development and Poverty Reduction Strategy II (EDPRS II)
4. National Microfinance Policy
5. Social Security and Pensions Strategy
6. Small and Medium Enterprises (SMEs) Development Policy
7. National Social Protection Policy
8. National Women’s Policy
9. Women and Youth Access to Finance Strategy
International context

A regional initiative led by the East African Community Secretariat (EAC) aims at developing regional/national strategies for financial education.\(^\text{19}\) The financial education initiative is part of a larger project, the EAC Financial Sector Development and Regionalization Project I (EAC-FSDRP II) being funded by a grant from the International Development Association (IDA). The EAC will develop a strategy framework that provides regional coordination as each member country develops its own national financial education and consumer protection strategies. As the EAC regional financial education strategy becomes available, the NFES Steering Committee will review the framework against the NFES.

In addition, there are considerable resources for the NFES from multilateral organizations, such as the OECD, World Bank and UN, as well as international charitable foundations and corporations.

Summary

The following table outlines the funding needs, relevant national strategies, potential partnerships and funding sources for the three components of the NFES:

1. Coordination of the NFES;
2. Implementation of FE programs by segment; and
3. Monitoring and evaluation.

The three prominent government strategies, Vision 2020, FSDP II and EDPRS II are cross-cutting in the NFES.

**Figure 15: NFES Activities and Associated Context and Resources**

<table>
<thead>
<tr>
<th>NFES Activity</th>
<th>Funding needs</th>
<th>Partnerships*</th>
<th>Relevant National Strategies</th>
<th>Potential funding sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coordination</td>
<td>Funding for the secretariat staff</td>
<td>Member organizations of FE Working Group</td>
<td>FSDP II EDPRS II</td>
<td>AFR DFID</td>
</tr>
<tr>
<td></td>
<td>Funding for M&amp;E and ongoing collection of lessons learned</td>
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</tbody>
</table>

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\(^{19}\) EAC members include Burundi, Kenya, Rwanda, Tanzania and Uganda

\(^{20}\) See also Action Plans in Section 2 for each financial education program
<table>
<thead>
<tr>
<th>NFES Activity</th>
<th>Funding needs</th>
<th>Partnerships**</th>
<th>Relevant National Strategies</th>
<th>Potential funding sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Children</td>
<td>Alignment with national curriculum</td>
<td>MINEDUC and Curriculum Review Board are essential partners</td>
<td>Education Sector Strategic Plan</td>
<td>UNICEF</td>
</tr>
<tr>
<td></td>
<td>Curriculum development</td>
<td></td>
<td>National Social Protection Policy</td>
<td></td>
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<td></td>
<td>Training of teachers</td>
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<td></td>
<td>Materials production and rollout</td>
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<td></td>
<td>Ongoing “M&amp;E” as part of national testing</td>
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<tr>
<td>Youth</td>
<td>Same as above for traditional school-based</td>
<td>MINEDUC</td>
<td>YEGO Strategic Plan</td>
<td>The MasterCard Foundation</td>
</tr>
<tr>
<td></td>
<td>Same as above for TVET integration</td>
<td>MYICT</td>
<td>National Microfinance Policy</td>
<td>Barclay Bank</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Visa</td>
<td>SME Development Policy</td>
<td>UNCDF</td>
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<td></td>
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<td>TIGO</td>
<td></td>
<td>Triodos</td>
</tr>
<tr>
<td>Urban adults</td>
<td>Design and airing of radio and television programs</td>
<td>Visa</td>
<td>SME Development Policy</td>
<td>Rwandan Financial</td>
</tr>
<tr>
<td></td>
<td>Scale-up of current FE initiatives</td>
<td></td>
<td>National Microfinance Policy</td>
<td>Institutions</td>
</tr>
<tr>
<td></td>
<td>Development of mobile and online learning platforms or applications</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural adults</td>
<td>Integration with</td>
<td>MINAGRI</td>
<td>Rural and Agricultural</td>
<td>FAO</td>
</tr>
</tbody>
</table>

**Partnerships:**
- MINEDUC
- MYICT
- Visa
- TIGO
- SME Development Policy
- National Microfinance Policy
- Rural and Agricultural
- FAO
- UNICEF
- The MasterCard Foundation
- Barclay Bank
- UNCDF
- Triodos
- Rwandan Financial Institutions
<table>
<thead>
<tr>
<th>NFES Activity</th>
<th>Funding needs</th>
<th>Partnerships**</th>
<th>Relevant National Strategies</th>
<th>Potential funding sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Women</strong></td>
<td>Radio program&lt;br&gt;Scale-up of current initiatives</td>
<td>MIGEPROF&lt;br&gt;First Lady’s office&lt;br&gt;UN Women</td>
<td>Women and Youth Access to Finance Strategy</td>
<td>UN Women&lt;br&gt;Nike for Girls (Girl Hub in Rwanda)</td>
</tr>
<tr>
<td><strong>Staff of FSPs</strong></td>
<td>Curriculum development&lt;br&gt;Design of mobile and online applications</td>
<td>School of Finance and Business&lt;br&gt;Institute of Entrepreneurship, Cooperatives and Microfinance</td>
<td>FSDP II</td>
<td>Rwandan Financial Institutions&lt;br&gt;Visa</td>
</tr>
</tbody>
</table>
ESTIMATED COSTING

The costs to fund each financial education program in the NFES will depend on several factors that are specific to the individual financial education activity and delivery channel. Costs depend on several factors:

- Scale of the program (number of communities, districts, etc)
- Outreach (number of people targeted in each program, including trainers if utilized)
- Frequency and duration of the financial education activity, e.g. a 1-day training workshop that takes place once a month for 12 months.
- Type of materials, e.g. a 16-page magazine for teens versus a 4-page booklet for explaining mobile money

These factors often emerge at the time of planning for the actual implementation of the programs, and are very difficult to estimate at this stage of the national strategy development. Once the NFES is launched, and the Financial Education Technical Unit (FETU) established, working groups for each financial education program can be established to begin the important work to identify which program activities can be implemented by which stakeholders and, together with the implementing organizations, determine the scale and outreach of each program.

The type of delivery channel for the financial education should be determined by market research results. In the FinCap survey, participants disclosed how they typically receive financial information or advice, and how they prefer to learn new things. Based on this information as well as considering the future changes to the ICT sector in Rwanda, the NFES identified several types of delivery channels, each of which will vary in costs to deliver, produce, print or broadcast financial education messages. Prior to choosing channels, it is important to evaluate the advantages and disadvantages of different delivery models. For example, some models may have greater depth to the messages than other models, while others may have a broader outreach that reaches more people in a shorter period of time.

The following figure presents an illustrative example of a variety of delivery channels and the associated development and implementation costs of using them, in US dollars. These data come from financial education programs that were delivered in East and Southern Africa in the 5 years or so up to 2011. Particularly relevant to the Rwandan context is the training program through VSLAs conducted in Malawi and Rwanda. This cost $0.52 per person. If a program under NFES were to try to reach the almost one million rural adult women in Rwanda, it might cost more than $500,000. In contrast, the radio programs that included messages about insurance in Kenya cost about $100,000 – much less, but with less depth as well. We might expect similar costs in Rwanda.

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21 The costs in the figure are actual costs from financial education programs that Microfinance Opportunities (MFO) implemented in the past in other regions in Africa.
Figure 16: Estimated Cost by Channel

Channels to Deliver Financial Education

Channels to Deliver FE in East/Southern Africa

Outreach

- TV – Makutano Junction (Kenya)
  Outreach = 12.5 million
- Radio – ILO Insurance Education Campaign (Kenya)
  Outreach = 10.5 million
- Training through VSLAs – CARE (Malawi and Rwanda)
  (Expected Outreach = 140,000)
- Training with Mobile Banking Vans – OIBM
  (Expected Outreach = 51,000)
- Comic books – CARE (Burundi)
  Outreach = 12,500
- Direct training through MFI – Faulu (Kenya)
  Outreach = 11,000
- One-On-One Counseling – Consumers International (Tanzania and Kenya)
  (Expected Outreach = 10,000)
- Training of Adolescent Girl Groups – Pop. Council/MicroSave (Kenya)
  Outreach = 3000

Depth of Message

The size of each bubble reflects the relative cost of each delivery channel. The numeric indicator is the projected development cost-per-person given estimated outreach figures. Bubbles are not entirely to scale.
Additional examples can also provide a sense of the potential costs of financial education programs targeting different segments and using different delivery channels. The following illustrative example is an extracurricular social and financial education program aimed at children in Rwanda. Costs are provided in RWF.

**Aflatoun Program (part of the Innovation for Education under MINEDUC)**

**Program Description:** Child social and financial education program. Program is for 26 months at 100 schools, targeting children ages 10-16.

**Partners:** AMIR, Aflatoun, RCA, BNR, NCC, MINEDUC, DFID

<table>
<thead>
<tr>
<th>Category</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personnel</td>
<td>RWF 123,291,560</td>
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<tr>
<td>Consultants</td>
<td>RWF 19,585,477</td>
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<tr>
<td>Program Activity Expenses</td>
<td>RWF 174,408,676</td>
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<tr>
<td>Training of 30 master trainers (four 10-day workshops)</td>
<td>RWF 35,253,859</td>
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<tr>
<td>Training of 500 teachers (16 five-day workshops)</td>
<td>RWF 73,445,540</td>
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<td>Venue for training and supplies</td>
<td>RWF 19,585,477</td>
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<tr>
<td>School events</td>
<td>RWF 14,689,108</td>
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<tr>
<td>Monitoring &amp; evaluation</td>
<td>RWF 31,434,691</td>
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<tr>
<td>Materials - Production/Printing</td>
<td>RWF 26,342,467</td>
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<tr>
<td>Travel</td>
<td>RWF 40,796,549</td>
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<tr>
<td>Equipment</td>
<td>RWF 5,386,006</td>
</tr>
<tr>
<td>Total</td>
<td>RWF 389,810,736</td>
</tr>
</tbody>
</table>

**Budget Notes:**

Personnel: Master Trainer (1), Lead Trainer (1), Project Officer (1), administrative oversight from Executive and Programs Directors

Consultants: technical assistance for curriculum adaptation; M&E

School Events: to involve parents and the community

Monitoring and evaluation: training, data collection, data entry and printing

Materials: Production, printing of teacher manuals; training manuals

Travel: teacher trainings; M&E; regional & international meetings

Equipment: purchase of video cameras to record trainings for future refresher trainings

The second example is a radio program conducted in Kenya in 2010, which was aimed at educating the public on microinsurance and developing an insurance culture. The following budget summarizes the costs in RWF today.
**Budget Notes:**

Personnel: COO (1), Program Director (1), Microinsurance Expert (1), Program/Training Officer (1), Jr. Training Officer (1), Project Assistant (1), Project Assistant FE (1), and overhead costs

Consultants: Project advisor in Kenya (1), Senior FE Trainer/Radio Designer (1), and Financial Education Expert (1)

Travel: international meetings

Supplies: training supplies and office supplies/communication

Production: adaptation of key financial education messages, script writing, hire of actors, recording of segments, contract of 2 radio stations to broadcast radio features

<table>
<thead>
<tr>
<th>Category</th>
<th>Amount</th>
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</thead>
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<td>Personnel</td>
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<td>Consultants</td>
<td>5,692,333 RWF</td>
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<td>Program Activity Expenses</td>
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<td>Supplies</td>
<td>799,443 RWF</td>
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<td>Production</td>
<td>47,174,028 RWF</td>
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<td>Travel</td>
<td>966,753 RWF</td>
</tr>
<tr>
<td>Total</td>
<td>86,496,411 RWF</td>
</tr>
</tbody>
</table>
REFERENCES


PART II: ANNEXES
ANNEXES: INTRODUCTION

BACKGROUND TO INCEPTION

**Financial Capability Index (FCI):** The FCI is a cost-effective tool to identify the capabilities needed for an individual to successfully manage his or her finances in their particular community. Within a specific community, the FCI takes into account: existing knowledge, skills and attitudes about financial products, services and concepts; access to formal and informal financial services; and the value of understanding poor people’s capabilities and improving upon them.

The FCI for a particular community is unique and developed through a participatory process. Local participants are asked to rank imagined households in their community based on their likely financial capabilities rather than their wealth status. After ranking local households, participants explain why some households are positioned higher in terms of financial capabilities than others. The FCI contains a questionnaire to assess participants in three primary areas: behavior around managing money, personal characteristics relating to money management and relationships around money. The index also contains an answer key to score results. The index can be used in a variety of ways. It can be used as:

- **An assessment tool** to measure financial capabilities across a population to identify priority target groups for a financial education program.
- **A design tool** to prioritize content areas for a financial education program (e.g. saving, budgeting, debt management).
- **An evaluation tool** to measure changes in financial capabilities of target groups over time (e.g. before and after an intervention) in order to help assess effectiveness of intervention.

Results from 15 FCI exercises carried out in early 2013 across four provinces and Kigali involving 120 youth, ages 13 to 19 revealed the following regarding their interpretation of what it means to be financially capable in Rwanda:

- Spending, relationships, planning & management were the most salient themes that participants in the exercises identified;
- Saving, borrowing, & banks less salient indicators;
- Financial capability measured by how a person manages the resources he has, not earning patterns or wealth.

These results were used to inform the analysis of the FinCap survey and identify the key performance indicators in the M&E action plan.

**Financial Education Strategy Working Group** provides feedback and input on the direction of the NIES. The group is comprised of stakeholders who serve as representatives for their larger industry groups’ interests and verify that the strategy reflects the goals and objectives of participating organizations. Working group members include:
Government: Ministry of Local Government (MINALOC), Ministry of Economic Planning and Finance (MINECOFIN), Central Bank of Rwanda (BNR), Ministry of Education (MINEDUC)

Private sector/Implementation Partners: Visa, Access to Finance Rwanda (AFR)

NGOs: CARE, CHF

MFIs/SACCOs/Cooperatives: Association of Microfinance Institutions in Rwanda (AMIR), Rwanda Cooperative Agency (RCA)

PRINCIPLES OF NFES

The following principles were identified by key stakeholders as key to the success of the NFES.

- **Develop and promote work in partnerships**: To improve efficiency, partnerships allow different organizations to pool their resources and increase width and depth of impact.

- **Build on and coordinate current initiatives**: Many FE programs currently exist. This strategy does not intend to replace the positive impacts that are already happening, but try to replicate, coordinate and expand them. Stakeholders, both active FE implementers and those implicated by the NFES, should provide input to both expand and build upon these initiatives.

- **Maximize cost-effectiveness**: Coordination among implementers will allow them to execute FE programs in a more cost effective way.

- **Communicate effectively**: Frequent communication among key stakeholders will ensure that programs are being carried out in the best way.

- **Foster sustainability and institutionalization of financial education**: Working with the private sector to demonstrate the business case for financial education will increase its ability to be sustained without outside funding. This can be done by impact studies on changes in the economic well-being of financial education recipients, the use of financial services, and return on investment from providers.

- **Promote accountability**: In addition to establishing the business case, the attitude of being accountable to clients and fellow citizens is key to the success of the strategy. This can come in the form of consumer protection regulation through the BNR as well as promotion of higher standards from within individual organizations.

- **Ensure appropriateness of programs to target groups**: Though Rwanda is a small country, it also has much diversity in terms of financial education needs. Financial education activities should be tailored to the target populations, so that they receive relevant and appropriate content delivered through effective channels. Market research or needs assessments of the target populations can help ensure the appropriateness of the programs.
STANDARDS FOR QUALITY FINANCIAL EDUCATION:

To create a national financial education strategy which reaches the population in a uniform and effective manner, core standards of quality should be set and maintained. The following principles of standards for financial education are based on principles of Dialogue education, created by Jane Vella, adult education expert, to create an effective learning process for any target segment. Financial education programs of any delivery channel should:

1. **Be based on a learning needs and resources assessment:** Prior to developing any program, implementers should go through a process in which they gather information on the key content and delivery of the FE. Implementers should be sure the following questions are asked when surveying key stakeholders (partner organizations, financial institutions, trainers, and learners): Who are the learners? What is the current situation? What is the change that we want to see? When and where will this happen? What is the content? To achieve what objectives? How are we going to do it?

2. **Account for the safety of learners:** There needs to be trust in the competence of the design and the facilitator, trust in the feasibility of the objectives and their relevance, and opportunities for participants to find their own voice. By training trainers and monitoring their work with learners, the principle of safety can be evaluated in an ongoing manner.

3. **Promote sound relationships:** Sound relationships are built from affirmation, mutual respect, open questions and dialogue, and engagement. Facilitators must be trained in these principles and given feedback on how they are applying them in the field, which can be done using simple observation checklists. These relationships must be built between facilitators and learners and among groups of learners.

4. **Follow a process of sequence and reinforcement:** No matter which delivery channel is used, the order to which content builds upon itself is important. In classroom based programs, reinforcement must come from a combination of learner- and facilitator-driven activities. The facilitator can choose to reinforce key messages and the learner can do practical application and self study on their own. In media programs, content should be carefully sequenced from simpler messages to more complex, and each mechanism (i.e. a radio program) should include an aspect of a prior show.

5. **Be based upon praxis:** Praxis describes the ongoing process of reflecting and acting. Learners must not only receive new information but reflect upon it and practice it themselves. The cycle is 1) do; 2) look at what you did; 3) reflect using theory; 4) change; 5) do. There should be a repeating cycle of reflection and action. Learning messages, whether classroom sessions or other methods, can be designed using the cycle described.

6. **Respect learners as decision makers:** Respect for learners is inherent in any effective learning environment. Any effective financial education program should present learners with potential choices, teach them criteria to use when making choices, and allow them to make choices for themselves.
7. **Link learning with ideas, feelings, actions**: There are three ways by which to engage learners: learning (cognitive), feelings (affective), and actions (psychomotor). The most effective learning uses all three as much as possible.

8. **Follow the principle of immediacy**: If a new skill, piece of information, or sense of self-efficacy is not immediately useful to the learner, the education will not be useful and effective. Financial education programs and content must be relevant to learners' lives. Vella states that "without immediacy there is dullness in the learning situation. The participants are there, but not there...All the decisions about content, methods, learning tasks, and materials are directed by this principle of immediacy."  

9. **Assume new roles for dialogue**: In effective learning programs, roles of learners and facilitators often need to be reconsidered. Both learners and teachers may have difficulty accepting that the teacher is not the ultimate authority and the learner may not question or disagree with them. Human equality must be reinforced between teacher and student.

10. **Include teamwork**: This principle reinforces the safety of principle as teammates have a sense of shared responsibility and assurance through the group. They simulate real world feelings and invite constructive competition and collaboration.

11. **Engage learners actively**: It is impossible to learn passively. Learners must be engaged in a subject to learn it, and the higher the engagement the more imp learning that can take place. "Without engagement, there is no learning."  

12. **Include measures of accountability**: Administrators, facilitators and learners must be accountable for the learning process. This principle should be built into monitoring and evaluation to ensure that it is followed. Facilitators and content developers are accountable to learners to convey all of the knowledge, skills and attitudes proposed. They are accountable for the design of the learning events as well. Learners are also accountable for applying what they have learned.

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ANNEX SECTION 1: THE VALUE OF FINANCIAL EDUCATION TO RWANDANS

BACKGROUND ON THE FINCAP SURVEY

The 2012 FinCap survey asked a cross-section of Rwandans questions designed to gauge their financial capabilities. The survey gathered responses from 2,000 Rwandans 16 years old and over from across the country. Microfinance Opportunities weighted each respondent based on their gender, urban/rural status, and age to ensure the aggregate responses are representative of the adult population as a whole.

The demographics of the weighted sample are the following.

Marital Status:

- 39 percent of adult Rwandans report being married, with an additional 14 percent report that they live with a partner
- 48 percent of urban residents report being single (never married) and only 29 percent in rural areas report being single (never married).
- 48 percent of 16 to 35 years are single (never married) while only six percent of 35 to 65 year olds have that status

Education:

- 78 percent of Rwandans have received some schooling
- As the generations become younger, the percentage reporting at least some formal education increases: 88 percent of 16 to 35 year-olds vs. 34 percent of those 66 or older have some formal education
- Few report having vocational or university education.

Ways to get income

- The most common way participants make income is to sell their own produce or livestock from their farms.
- Urban participants, unsurprisingly, had a smaller percentage earning from agricultural work. In the urban setting, more were employed in the formal sector and did piece work.
- After selling their own produce or livestock, common sources of income include piece work, receiving money from spouse, family, or friends, and employment on someone else’s farm.

When get income

- Most respondents report receiving income irregularly (36 percent) or seasonally (25 percent). Very few report a weekly income.
- Urban respondents are more likely to receive income irregularly than rural residents (42 percent vs. 36 percent) and rural residents are more likely to receive income seasonally (30 percent vs. 8 percent)
Personal monthly income

- Majority of respondents, across all categories, report income below RWF 50,000/month (72 percent).
- 16 percent of respondents reported no monthly income.
- A higher percentage of women than men reported no income.
- Only respondents from urban areas reported income over RWF 600,000/month.

Household monthly income:

- 69 percent of respondents live in households with incomes below RWF 50,000 per month
- 11 percent of respondents live in a household with income between 50,001 and 150,000 per month
- Very few (4 percent) report no income at all.

The FinCap survey questions covered the following major topics:

1. Demographics and livelihood strategy
2. Short-term planning and budgeting
3. Long-term planning
4. Expected and unexpected major expenses
5. Financial assistance outside the household
6. Savings
7. Credit/loans
8. Nexus between business/ farming and personal income
9. Information & advice
10. Attitude to life and money
11. Collectivism, materialism, financial risk
12. Lifestyle standards measure
13. Numeracy

There is a wealth of information in the survey, which will be covered in a forthcoming detailed report by Marketworx.

RESULTS FROM FINCAP SURVEY

The following are results that provide a baseline picture of the financial capabilities of Rwandans with respect to their cash management, planning for the future, and knowledge and experience with financial services.

Cash Management

Cognitive

The FinCap survey collected data on how much people know about managing their cash. The main findings are reflected in the table below. The data suggest that half of Rwandans face some sort of challenge with basic numeracy, and a majority of Rwandans do not track their expenses.
**Figure 17: Cash Management: Knowledge, Skills and Attitudes**

### Cash Management/Cognitive

- **Numeracy**
  - 47% gave correct answers to all four numeracy questions, while another 11% gave three correct answers, and 18% gave two correct answers.
  - Men gave 4 correct answers 55% of the time and women only 40% of the time.
  - Only 11% of elders gave four correct answers.
  - 70% of urban residents gave correct answers but only 43% of rural respondents did.
- 44% of Rwandans know exactly or have a fairly good idea of what they spent the previous week.
- 46% say they know exactly or have a fairly good idea of how much they have available to spend.
- Almost all (97%) say they “worry about not having enough money to buy things.”
- 65% say they agree* with the statement “I learn from mistakes other people make managing their money.”
- 38% say they are somewhat or very knowledgeable about planning and budgeting for daily expenses.

*For the sake of brevity, “agree” includes “strongly agree” and “agree” options in the questionnaire answer rubric. In the same way, “disagree” includes “strongly disagree” and “disagree” options in the questionnaire answer rubric.

### Behavioral

The FinCap survey collected data on how people manage their cash. The main findings are reflected in the table below. The data suggest that running short of money is common for Rwandans, mostly due to their poverty or employment status. They rely on mutual support and informal credit from stores to manage situations when they are short of money. They aspire to budget but less than half actually do budget.

**Figure 18: Cash Management: Behavior**

### Cash Management/Behavioral

- Over two-thirds of Rwandans said they sometimes or always ran short of money for necessary expenses.
  - The most commonly cited reasons for running short of money were that they had insufficient /low/fluctuating/seasonal income (52 percent), were “unemployed” (49%), or were “too poor” (31%)
  - The three most common ways for Rwandans to deal with situations where they run short of money are to borrow from family or friends (44%), get credit from a shop or kiosk (42%) or go without essentials (32%).

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24 FinCap data reported in this Section were provided by Marketworx. The Center for Economic and Social Studies in Rwanda conducted the field work. Jacky Galpin of University of the Witwatersrand, South Africa, and a consultant to Marketworx, provided some SPSS code to organize the data. Microfinance Opportunities weighted and analyzed the data.
Cash Management/Behavioral

- 25% of Rwandans say they keep up with their regular expenses "without difficulty," while just under half say that "it is a struggle sometimes."
- 61% of Rwandans either agree with the statement "I am very disciplined when it comes to managing money."
- Almost all Rwandans (90%) say that they "prefer to carefully budget" their money:
  o 39% of Rwandans say they actually have a budget and of those about half say that they always keep to their budget.
  o The most commonly cited reasons people who had a budget gave for not keeping to it were unexpected expenses (48%) and impulse spending (43%).
- There is a fairly high level of cooperation within married couple households: just under 60% manage day-to-day spending jointly.

Planning Ahead

Cognitive
The FinCap survey collected data on people's knowledge, skills and attitudes with respect to planning for the future. The main findings are reflected in the table below. The data suggest that Rwandans understand the importance of planning for the future and feel a sense of personal responsibility for doing so (though half feel that they can't personally influence their financial situation). However, they do not know enough about how to go about developing a plan.

**Figure 19: Planning Ahead: Knowledge, Skills and Attitudes**

Planning Ahead/Cognitive

- Almost all disagree with the statements:
  o "I don’t worry about saving money for the future." (91%)
  o "I don’t worry about the future and let tomorrow take care of itself" (82%)
- Almost all Rwandan’s agree with the statement "I think it is important to save for old age."
- Almost all agree with the statement: “I believe I am personally responsible for managing my financial future.”
- Rwandans are split evenly over the statement "I cannot influence my financial situation; it is in the hands of God."
- 61% of Rwandans have a financial goal for “the things you want to achieve in life.”
  o Men are more likely to say that than women (71% vs. 53%), and only 20% of elders say that.
- 64% disagree with the statement "I want to save but I don’t know about saving methods."
- 34% of respondents say they are somewhat or very knowledgeable about planning for unexpected expenses
- 38% of respondents say they are somewhat or very knowledgeable about planning for old age
- 47% of respondents say they are somewhat or very knowledgeable about planning for the financial security of their dependents
Behavioral
The FinCap survey collected data on how people manage their cash. The main findings are reflected in the table below. Consistent with the cognitive data, the behavioral data suggest that many Rwandans try to save although almost 60% say that they will only do so if [they] have money left after expenses. The data suggest that Rwandans struggle to put in place plans for the future and struggle to act on them.

**Figure 20: Planning Ahead: Behavior**

<table>
<thead>
<tr>
<th>Planning Ahead/Behavioral</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Saving</strong></td>
</tr>
<tr>
<td>o 64% agree with the statement “When I receive money/income/salary, I immediately save some.”</td>
</tr>
<tr>
<td>o 57% say they save money regularly.</td>
</tr>
<tr>
<td>o 63% disagree with the statement “I spend all of my money as I get it and don’t really plan.”</td>
</tr>
<tr>
<td>o 59% say they save “only if [they] have money left after expenses.”</td>
</tr>
<tr>
<td><strong>Expected and unexpected expenses</strong></td>
</tr>
<tr>
<td>o About half agree with the statement “I always make provision for expected and unexpected expenses.”</td>
</tr>
<tr>
<td>o 41% of Rwandans say they have made provisions for or have a plan in place to manage a major unexpected expense that they might have to meet tomorrow.</td>
</tr>
<tr>
<td>o One-third of Rwandans expect to have an expense equivalent to one month of income in the next 12 months.</td>
</tr>
<tr>
<td>▪ 81% of these say they have a plan for such an expense.</td>
</tr>
<tr>
<td><strong>Almost all agree with the statement: “I always look out for opportunities to improve my situation.”</strong></td>
</tr>
<tr>
<td><strong>80% of those who say they have a financial goal have a plan to achieve that goal.</strong></td>
</tr>
<tr>
<td>o 44% of those with a plan say they keep to the plan</td>
</tr>
<tr>
<td>o 81% with a plan say they review how their actions are doing against their plan.</td>
</tr>
<tr>
<td><strong>Whether it is elders who have stopped working or people who are still working, Rwandans first choice instruments for ensuring they have money when they stop working (retire) is to buy land and to have a farm (about 45% say one of these two as their main option).</strong></td>
</tr>
<tr>
<td>o This is less true of urban Rwandans but not by much.</td>
</tr>
</tbody>
</table>

Financial Services

Cognitive
The FinCap survey collected data on their financial knowledge, skills and self-efficacy. The main findings are reflected in the table below. The data suggest that many Rwandans borrow and feel they are “out of control” with their borrowing. The data also suggest that Rwandans have varying degrees of knowledge of different financial services. One key finding for the future of mobile money is that many more Rwandans have heard of this branchless banking channel than they have of ATMs, debit cards, internet banking, or agent banking.
Figure 21: Financial Services: Knowledge, Skills, and Self-Efficacy

Financial Services/Cognitive

- Almost all disagree with the statement “it is better to buy on credit.”
- About half say they feel out of control with their borrowing and debt.
- 54% of respondents say they are somewhat or very knowledgeable about borrowing.
- 40% of respondents say they are somewhat or very knowledgeable about how to manage credit and loans.
- 23% of respondents say they are somewhat or very knowledgeable about how to choose a financial product or service provider.
- 27% of respondents say they are somewhat or very knowledgeable about paying with or sending money through a mobile phone.
- 13% of respondents say they are somewhat or very knowledgeable about how to obtain insurance for personal goods and how it works.
- 14% of respondents say they are somewhat or very knowledgeable about how to obtain life insurance and how it works.
- Rwandans are far more likely to have heard about mobile money than they are about ATMs, debit cards, internet banking, or agent banking.

Behavioral

The FinCap survey collected data on Rwandans’ financial behavior. The main findings are reflected in the table below. The data suggest that most Rwandans have an outstanding loan and that they save in a diversity of places, including non-financial assets.

Figure 22: Financial Service Use: Behavior

Financial Services/Behavioral

- 56% of Rwandans say they have at least one loan outstanding.
  - Most common source for that loan is family or friends (29% of respondents report having such a loan), while the second most common is getting goods in advance from a shop (26%), followed by a loan from a group (16%).
  - 38% of borrowers pay interest on at least one of their loans.
- There is no one, dominant place where Rwandans save. But the most common places for them to save are in a savings group (36%), in a secret place at home (23%), by buying something to sell later (22%), or in a Umurenge SACCO (18%).
  - Urban residents are more likely to save in a bank and less likely to save in a savings group or Umurenge SACCO than are rural residents.
  - 65% of savers say that their spouse or other family members know where they have their savings and how much is saved.
- Fifty-percent of Rwandans say they have non-financial assets that they bought “with the specific objective of...
### Financial Services/Behavioral

<table>
<thead>
<tr>
<th>being an investment or form of saving.</th>
</tr>
</thead>
<tbody>
<tr>
<td>o The most commonly reported asset is livestock, followed by land, agricultural produce, and a house.</td>
</tr>
<tr>
<td>o In urban areas people report they save by buying household appliances.</td>
</tr>
</tbody>
</table>

### ATTITUDE TO LIFE

The FinCap survey included a number of general questions about people’s attitudes to life, materialism, and the collective life of the community in which they live. Responses to these questions can help us understand the general attitudinal context in which people are exercising their financial capabilities.

Almost all respondents strongly agree or agree with the following statement: “I always work hard to be the best at what I do.” There is no difference in this attitude across gender and location, but, not surprisingly, elders are less likely to say this than the other two age groups.

Three-quarters of respondents say they are very confident or confident when making financial decisions. There is a small difference between men and women in their reported confidence (80 percent vs. 73 percent respectively). Elders are less likely to say they are very confident or confident than the other two age groups (56 percent versus 78 percent in the 16 to 35 yrs age group and 75 percent in the 36 to 65 yrs age group), and urban residents report being more confident than rural residents (82 percent vs. 72 percent).

The survey responses reveal that Rwandans place a high value on material goods. Almost all of them say that “my life would be better if I owned certain things I don't have” is a true or very true statement. Over three-quarters (82 percent) say that “the things a person owns says a lot about how well they are doing in life” is true or very true. Nevertheless, only about a quarter also say that the statement “I gain confidence from my material possessions” is true or very true. This last finding may mean that they don’t gain confidence from their material possessions because they have so few, or because they gain confidence from other things (like their family or community). It is unclear from the survey.

The survey responses do show that Rwandans value their community and respect for elders. Almost all say that the statement “Being part of a community is important to me” is true or very true; as is the case with the statement that “Young people should respect older people, community leaders and teachers;” and also for the statement “In our community people look out for you because you look out for them.” These attitudes are consistent across gender, age, and location.
ANNEX SECTION 2: IMPLEMENTATION OF THE NFES

**SEGMENTATION**

At the stakeholder meeting to review the final draft of the NFES in May 2013, participants ranked target segments by priority and noted that women and girls should be a priority sub-segment within all other segments. This is noted in Figure 26 below:

**Figure 23: Priority Segments from Stakeholder Ranking Criteria**

<table>
<thead>
<tr>
<th>Stakeholder Ranking</th>
<th>Segment (% of population)</th>
<th>Sub-segments</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Youth (38.5%) 14 to 35 years</td>
<td>1. Secondary School 1. Young women 2. Out-of-School 1. Young women</td>
</tr>
<tr>
<td>2</td>
<td>Rural Adults (16%) 36 to 65 years (farmers/agricultural workers)</td>
<td>1. Women 2. Men</td>
</tr>
<tr>
<td>3</td>
<td>Children (40.5%) 0 to 13 years</td>
<td>1. Primary School 1. Girls 2. Out-of-School 2. Boys</td>
</tr>
<tr>
<td>4</td>
<td>Urban Adults (2%) 36 to 65 years -middle income -MSMEs</td>
<td>1. Women 2. Men</td>
</tr>
<tr>
<td>5</td>
<td>Staff of FSPs</td>
<td>n/a</td>
</tr>
</tbody>
</table>
Children generally are the easiest group to reach. They are also 45 percent of the population. The enrollment rate in primary school in Rwanda is high, and more than 80% of the students completed primary level in 2010.\(^{25}\) Financial education that leverages the school system will be very cost-effective. Forming good money management habits early in life can increase the chances that these behaviors will continue as children mature into adulthood. The impact of FE for children can extend to their parents. Children often share what they learn with their parents. In this way, parents can also learn important FE messages. Furthermore, as noted below, educating children about money management can lay the foundation for further education as children becomes youth and then adults.

Youth are strategically important from the standpoint of national policy and financial sector development. Over one-third of the population is between the ages of 16 and 35, constituting 62 percent of adults. Financially capable youth can positively impact the economy through increased savings and investments. A growing number of financial responsibilities for young people, such as starting one’s own business, paying taxes, or starting a family, provide important opportunities or teachable moments for financial education and planning for the future. Youth generally use financial services in the same way as middle-aged adults, but the data also show that teenage youth are less likely to use a bank, savings group, or Umurenge SACCO, suggesting that teens could benefit from learning more about financial services available.

Children and youth programs should also be considered in combination. Nearly half of Rwanda’s population is under 18. The more Rwandan youth understand and are able to manage their money, the more they can contribute to the growth of the national economy through saving and productive borrowing and avoid the pitfalls of over-indebtedness. Furthermore, if those same youth have been exposed to basic financial education as children, while in school, they will be in a stronger position to absorb the lessons they receive as they transition into adulthood. As a result, it is important to note that as financial education reaches children and they then grow into youths, the financial education needs at the later stage will change.

Similar to youth, urban residents exhibit capabilities that are different from other segments of the population. Urban respondents in the FinCap survey were more likely than rural respondents to save in banks and access their accounts using ATMs or mobile phones. Higher income households are concentrated in urban areas. The FinCap survey suggests that most households that earn over 150,000 RWF per month live in urban areas—approximately 80 percent. This group will most likely be early adopters of advanced financial products such as insurance and pensions and other financial planning products. Having a more educated and financially active middle class will make them more self-reliant with age and allow them to positively impact the overall economy.

The majority of Rwanda’s population is located in rural areas and have lower incomes than urban residents. Rural adults aged 36 to 65 are 16 percent of the population. Rural adults are less formally educated, less numerate, more likely to borrow and less likely to save than their urban counterparts. According to the FinCap survey, thirty-six percent of rural adults sell their own produce from their farms as their main source of income, more than other main source of income cited by rural adults. Rural adults will require financial education for planning and managing cash flow, particularly during the lean seasons, and better understand the financial products and services available to them.

\(^{25}\) The net enrollment rate in 2011 was 95.5%. http://www.mineduc.gov.rw/IMG/pdf/2011_RWANDA_EDUCATION_STATISTICS.pdf
to not only save but also manage risk. Rural adults constitute a separate segment and will require a program targeted to their specific financial capabilities.

**Women** were identified by stakeholders as a priority group for the NFES. Although the FinCap results show differences in financial capabilities of women compared to men, the differences are not always great. Though there are not major differences between the financial capabilities of men and women in Rwanda, women consistently scored lower on basic FE knowledge and active participation in their financial lives. However, considering the role that women often have in protecting the welfare of their households, financial education for women can have spillover effects beyond the individual women. Women are in the position to positively affect the lives of their family members by passing any training they receive onto their children and other family members.

Stakeholders identified the **staff of financial service providers** as priority group for financial education because of their unique role in supporting financial inclusion. A well-trained and financial literate frontline staff can clearly and accurately explain financial products to consumers, as well potentially provide financial education messages. They are also better able to provide useful feedback to the financial institutions about appropriateness of the products for their clients. As Rwanda pushes for 90% financial inclusion by the year 2020, the front line staff of financial service providers will be the face of financial institutions for most clients. Therefore, it is important that they be well-trained and well-versed in financial education and financial products in order to accurately convey FE messages to their clients, which include all previously discussed segments. Knowledgeable front line staff will also be better positioned to provide valuable feedback to FSP management on the appropriateness and usefulness of institutions’ products and services. In an effort to always better serve the public’s needs, these employees can serve to create meaningful change around the way that clients’ demands are met.

Our analysis suggested that **elders** are the least financially capable of all the population segments, and, in this sense, have a great need for financial education, compared to other groups in the FinCap survey. Compared to adults, elders are less likely to be educated, to use financial services, keep track of their spending or have knowledge on planning for retirement or children’s education. Although they are only a small percentage of the sample, the data gives us some insight into the important role that financial education can play in preparing a largely young Rwanda population now for old age. However, stakeholders did not identify this group as a priority segment because currently there is a lack of services available to them and a lack of organizations that serve this group.

**FE PROGRAM BY SEGMENT**

**Children**

**FE themes**
Children can be introduced to the fundamental concepts that will help them handle money responsibly later in life, such as understanding the value of money and making thoughtful choices about how to use money personally and in relation to their family’s household. They can learn how to set goals and how to save to achieve them. Children can also explore concepts such as budgeting and types of financial services relative to the household.

1. Understanding money
2. Needs and wants
3. Spending
4. Goal setting
5. Saving
6. Budgeting
7. Types of financial services

Delivery channels

**Schools:** Build on existing efforts to incorporate FE into the national curriculum. Elements of FE are currently part of the social studies curriculum, but FE can be expanded within this curriculum so that discussions around responsible money management is integrated as part of what it means to be a responsible and productive member of one’s family, community and nation. FE can also be integrated into the subject of mathematics. Since the primary school day schedule is limited and already at capacity, FE would not be introduced as an individual subject. Schools are a cost-effective channel as children are already gathered and schools are already funded.

**After school programs:** Offer extracurricular activities, such as financial education clubs and piggy bank savings activities, such as school-based savings boxes, or linked to parents’ accounts at local financial institutions. Savings Banks Foundation for International Cooperation (SBFIC) and Association of Microfinance Institutions in Rwanda (AMIR): Provides FE on savings and budgeting for children, promotes saving through piggy banks, linking them to MFIs and Umurenge SACCOs, with parents as the account holders. AMIR has also partnered with Rabobank and UOB to provide social and financial education to school children through the Aflatoun program (40 and 48 schools respectively). AMIR is also working with MINEDUC under the Innovation for Education program to deliver the Aflatoun program at an additional 100 schools. Other partners include RCA and BNR.

Innovation for Education is a key component of MINEDUC’s Education Sector Strategic Plan, aimed at improving the quality of education for children in Rwanda. The program is led by MINEDUC with support from the UK Department of International Development (DFID), and involves civil society and private sector support. It addresses six areas: accountability and empowerment, inclusive education, climate change and environment, effective teaching and learning, skills development, and the use of technology in education.

**Non-formal education programs:** For out-of-school and vulnerable children, such as orphans and street children, form partnerships with local and international non-profits such as Plan Rwanda. Financial education can be linked to health and life skills initiatives targeting these groups.

**Technology:** As internet access points and computer technology becomes increasingly available at schools, e.g. One Child Per Laptop Program, MINEDUC can explore using this technology to provide financial education activities, games and resources to children, while enhancing their computer skills. MINEDUC can explore with private sector partners such as Visa and Tigo to help support these initiatives.

**Media:** While there are few media programs specifically for children in Rwanda, the recent entry of educational media companies such as Mediae may present an opportunity to develop such programs for children. Groups such as SBFIC have experience in creating short videos for children, which have been well received.
Youth

FE themes
It is important to prepare youth for the lifecycle events that they currently face, such as starting work, and events that they will face later in life, such as retirement. Youth can learn about the skills that they need to plan for future, such as saving, risk management, and investing. They will also need to learn about productive borrowing, understanding loans, and their responsibilities as borrowers. Youth can also learn about the different options available for other financial services (informal and formal), and how to assess which options are right for them. Types of formal financial products and services can include insurance, pensions, annuities, mortgages and stock.

Youth will also need to better understand the array of financial products or services that are available to them, be able to evaluate the service’s suitability for their own needs before deciding to take it. As products become more widely available, financial education can teach consumers how to understand the terms and conditions of the schemes, the benefits available, and how to access them. Financial education can explain how to safely use technology to access financial services as well as how using these kinds of services can benefit consumers.

In order to properly evaluate a financial service, youth need to understand product pricing and the terms and conditions of financial products, what their rights and responsibilities are as consumers, and how to find redress. This consumer education will need to be aligned with information from the new financial sector unit to be established at the Office of the Ombudsman.

Negotiations around money can apply to financial transactions as well as discussions that involve joint planning, e.g. between husband and wife or parents and children. Joint planning or “household coordination” was a key indicator of financial capability that emerged from the Financial Capability Index. FinCap data suggest that more than half of the married couple households in the sample manage their day-to-day spending jointly.

1. Goal setting
2. Career planning
3. Saving
4. Budgeting
5. Debt management
6. Use of financial services, informal and formal, as well as branchless banking
7. Risk management and insurance
8. Investing
9. Consumer education (rights & responsibilities)
10. Financial negotiations

Delivery channels
Schools (secondary, vocational): Build on existing efforts to incorporate FE into the national curriculum. FE is currently a cross-cutting topic that is included in civic education, political science and social studies. FE can be expanded within these subjects, and integrated into other subjects such as mathematics, economics, entrepreneurship, and even English. Leverage the Technical and Vocational Education and Training (TVET) Centers located throughout the country, as well as ICT centers at sector level to delivery financial through e-learning.
**Universities:** Provide financial education as a support service within all universities. FE could be integrated as part of ongoing student support services, career counseling, and orientation for new entrants. Train university students as volunteer FE trainers who can act as peer educators and participate in the student support services. These volunteer trainers can also be mobilized to conduct FE awareness raising or workshops in local communities. The volunteer trainers program can be a component of financial education clubs. Explore the establishment of FE as a course, particularly at universities specializing in education, e.g. Kigali Institute of Education or in finance, such as the School of Finance and Banking. FE could be integrated as part of ongoing student support services, career counseling, and orientation for new entrants.

**Clubs:** Clubs provide an opportunity for peers to meet regularly and exchange ideas. FE can leverage MYICT’s formation of youth clubs as part of its initiatives to support access to finance.

**Direct trainings around financial services:** Group trainings through financial services, such as group lending and saving, are good opportunities to incorporate financial education, since the groups are already gathered and meeting schedules already set. More importantly, it allows clients to immediately act on or practice the principles they learn in their use of financial services. CARE’s VSLA groups currently receive financial education, as do PAJER’s. MFIs and SACCOs with social missions, such as UCU, tend to focus on topics that will directly impact client activity and reliability, like savings and debt management, and incorporate product marketing and entrepreneurship in an effort to encourage investment borrowing. Other MFIs, particularly those with group lending methodologies, already have group orientation curricula that could be used as a foundation for the provision of other financial education messages.

**Entrepreneurship/job skills trainings:** FE can be integrated as part of income generation training such as through the WDA. The Ministry of Youth & ICT (MYICT) can integrate financial education with its entrepreneurship and job skills training to be offered at its Youth Empowerment for Global Opportunity (YEGO) centers. The EDC also has established linkages with a number of organizations through their Akazi Kanoze program. They are working with a variety of institutions, including the Rwanda Development Board (RDB), Workforce Development Authority (WDA), Union des COOPECs Umutanguha (UCU), Catholic Relief Services (CRS), COOJAD, and MINEDUC, among others, to reach youth with entrepreneurship and work-readiness training.

**Other direct trainings:** Link FE to other types of direct training such as health education or literacy programs. MYICT currently leads programs on reproductive health, HIV prevention and early pregnancy. Youth also have formed cooperatives and associations that may be ideal places to insert financial education lessons.

**Umuganda:** Awareness raising activities can be conducted during umuganda. Other civic programs could also be used to develop cadres of community volunteer trainers who could then train the public, as has been done previously with community health volunteers.

**Mass media, e.g. radio, publications:** To reach as many youth, including those out-of-school, mass media can extend the reach of financial education. FE can leverage existing print publications aimed at young people such as the Ni Nyampinga quarterly magazine, which is run by Girl Hub and partners, and distributed nationwide. Search for Common Ground runs a weekly radio program, Ni Nyampinga, also aimed at empowering young girls. Search for
Common Ground also leads another weekly radio production targeting university level youth in Rwanda as well as Burundi and DRC. The program focuses on addressing issues affecting youth such as livelihood. Financial education could be incorporated in the radio programs.

**Mobile phones:** SMS messages can deliver regular FE tips that both encourage youth and reinforce what they are learning through trainings and other channels. 66% of teen respondents in the FinCap 2012 survey own a mobile phone. CHF is already using SMS messages to deliver financial education to its community volunteers. Telcos and mobile banking service providers could support the regular delivery of FE SMS messages by subsidizing the costs for the SMS and/or providing technical support.

**Other channels:** In addition to radio, PSI International uses a variety of channels as part of their social marketing approach to their program which combines HIV/Family Planning training with financial education (“12+” program). These channels include: billboards, video and live music, such as the financial education CD produced by Visa, distributed to public transport drivers. Peer educators and community leaders are other important channels. Trainings incorporate games, songs, and dance. Finally, religious groups, sports activities and organized camps (ingando, itorero) may present an opportunity to reach youth with face-to-face training in a fun and participatory setting.

**Urban Adults**

**FE Themes**
Urban adults, with access to a myriad of resources and financial products, can be taught ways to continually re-invest their money, whether it be to protect themselves for emergencies, prepare for old age, or launch income-generating activities. Urban residents can also be taught how to safely and securely use technology to assist their loved ones remotely.

1. Budgeting
2. Savings
3. Debt Management
4. Financial Services
5. Financial Negotiations
6. Risk Management & Insurance
7. Remittances
8. Banking technology (mobile money, ATMs, credit cards, etc.)
9. Pensions and Social Security

**Delivery Channels**

**Radio:** most urban residents (77%) prefer to receive information by radio. Visa has produced and distributed financial education tapes for taxis promoting sound practices around budgeting, savings and debt management. These tapes, or similar programs, could also be used to broadcast nationally via the radio.
A second phase of these tapes could include more graduated subjects, such as the FE themes mentioned above. Because there is high outreach but relatively low depth, this delivery channel will serve primarily as “awareness raising”, motivating people to seek out more information or training on these topics.

TV: this will serve a similar purpose to radio as it will be high outreach but low depth. Financial education themes can be integrated into existing TV shows, which allows shows to preserve their entertainment value and not overwhelm viewers with new information. This strategy has worked well in other countries with successful soap operas with high viewership rates.

Trainings and meetings: many organizations have successfully launched group and one-on-one training sessions, including select commercial banks, many MFIs with social missions, and other organizations like the Business Development Fund. Tigo has also implemented wide scale trainings of their agents who can then work with clients individually on using mobile technology.

Government-led local meetings: there are many government-led initiatives, like Umuganda meetings and work force trainings, which can incorporate financial education topics. Urban adults are more likely to receive information from the other sources lifted above, but these will be the next step to the awareness-raising phase. All government officials can be trained to direct interested parties to the appropriate institution which can give them more information.

Technology: in addition to trainings through mobile phone agents, trainings could occur through the phones themselves. Governments and banks could provide access to technology-based training platforms to facilitate self-learning, which will be less of a time constraint for staff members. It also ensures quality control and a similar training experience for all.

Rural Adults

FE Themes
Rural adults have less physical access to financial services. They may also face other obstacles like a lack of collateral, savings, the ability to pay fees, proper identification to open an account, etc. Many rural residents graduate from an informal banking system (like VSLAs) into formal FSPs. In order to do so, they need to increase their savings, understand debt and debt products, and explore their options when it comes to financial services. To encourage these behaviors, the relevant themes are:

1. Budgeting
2. Savings
3. Goal setting
4. Debt Management
5. Financial Services
6. Financial Negotiations
7. Remittances

Delivery Channels:
Trainings and meetings: FE to rural people, like that of CARE’s VSLA program, can be replicated and used by other organizations working in similar contexts to reach more people. FE messages can also be integrated into trainings...
focused on other topics, like health or agriculture. Financial education can also be included as part of agriculture training programs for farmers and rural cooperatives. CHF is currently working on programs focused on value chains. MINAGRI plans to set up "agriculture hubs" where farmers can receive training.

**Radio:** is listed as the second most preferred way to receive information by rural residents. The radio program can be adapted from the radio program targeted at urban residents.

**Umuganda:** is a way for rural residents to get exposed to important messages. This can be a first point of contact. It guarantees reach to all Rwandans with important information, but depth cannot be expected. This would be used as a call to action to receive further training elsewhere.

**Mobile devices:** Though not commonplace yet, using mobile phones as a means to disseminate information could be very efficient and cost-effective. There are many rural populations that are all but accessible without technology. Using mobile phones to communicate regularly will allow much more consistent support than before. They can also be trained on mobile services like remittances, loan repayments, and savings.

**Access to Finance Forums:** BNR has instituted Access to Finance Forums in every district of the country. These forums bring together financial service providers and local government. By training financial service professionals and local authorities to deliver simple and straightforward messages, financial education could be integrated into a number of community activities.

**Other delivery channels:** Key stakeholders noted that in rural Rwanda, there are a number of associations linked with agricultural activities, religious groups, literacy centers, and other gatherings such as Angando and Anatore. Any of these could incorporate financial education as a part of their scheduled activities.

**Women**

**FE Themes**
In the FinCap survey, women scored consistently lower than men around the following topics:

1. Budgeting
2. Savings
3. Debt Management
4. Planning for the Future
5. Financial Services
6. Mobile Money
7. Investing (shares/stocks/bonds/capital markets)

**Delivery Channels:**
Key stakeholders noted that while women are a priority for the government of Rwanda and an important segment for many development activities, they should be considered as a priority within all other segments rather than as a separate target group. The following activities are ideal for developing specific content aimed at women.
**Trainings and meetings**: most urban residents (67%) prefer to receive information by trainings or meetings. There are many different organizations doing trainings with people. FE to rural people, like that of CARE’s, can be replicated and used by other organizations working in similar contexts to reach more people. FE messages can also be integrated into trainings focused on other topics, like health or agriculture.

**Radio**: is listed as the second most preferred way to receive information by rural residents. The radio program can be adapted from the radio program targeted at urban residents.

**Staff of Financial Service Providers**

**FE Themes**:

Though front line staff at FSPs can benefit from many different topics in FE, including basic practices like budgeting, savings and debt management, they will be valuable facilitators of client learning in regards to the following:

1. Bank Services
2. Financial Products
3. Consumer Protection
4. Training Techniques

**Delivery Channels**:

Key stakeholders noted that FSP staff should be targeted by the FSPs and the professional associations to which they belong.

**Associations**: the coordinating bodies of FSPs are a logical first step of reaching current FSP front line staff. They can work with individual institutions on creating training programs (both for current employees and for incoming employees) on gaining a deep understanding of all of the products and services their institution provides. This training program should also include more general information on positive money management behaviors.

**Outside capacity-building organizations**: additional support can be found through third party organizations like Rabobank or AMIR. They can offset some of the time and resources that are needed to implement a thorough capacity-building program for front line staff, in addition to incorporating a neutral influence over the quality and content of these trainings.

**BNR**: would need to enforce higher standards for employee training.

**Educational institutions**: in order to cultivate more financially capable employees throughout the industry, it must begin before staff even enter the FSPs, through training in universities, particularly the School of Finance and Banking and the Training Institute for Microfinance Professionals. They should be trained on the importance of client-centered approaches and ways in which they can effectively deliver important messages.

**Certification exams**: Institutions such as BNR and educational institutions could promote financial literacy among FSP staff by developing an exam that would lead to certification for FSP professionals. This would include questions which would signify priority knowledge and skills with regards to financial literacy.

**In-house trainings**: All FSPs in Rwanda offer orientations to their staff when they begin work, and ongoing trainings. Financial education for FSP staff could be incorporated into both of these activities and offered by employers.
ANNEX SECTION 3: MONITORING AND EVALUATION

FINANCIAL EDUCATION M&E PLAN

The following example illustrates how a financial education M&E plan might be developed.

**Figure 24: Example of a Financial Education M&E Plan**

For example, a savings education program requires at least the following **Inputs**: financial resources; human resources; and existing knowledge about what to cover in a savings program in the form of a generic savings curriculum. An effective **monitoring** system will track: the expenditure of funds, the deployment of human resources, and the source of the generic curriculum.

Those inputs get translated into a set of **Activities**, including, but not limited to: market research to understand current consumer savings behavior; curriculum adaptation based on the market research; and the delivery of the financial education using the adapted curriculum. An effective **monitoring** system will document the process by which the curriculum was adapted based on inputs from the market research and the process by which the curriculum was delivered to the target audience.

These activities result in a certain set of **Outputs** – the number of people receiving the education in full or in part, number of trainers trained. An effective monitoring system will capture the type and quantity of outputs for each program.

Depending on the curriculum and the theory of change behind it, that education will result in certain **Short-Term Outcomes**, namely: improved knowledge and application of savings strategies, such as the development of a savings plan; and the opening of a savings account by those who did not have one. An effective evaluation system will measure the extent to which knowledge has changed, maybe through a quiz at the end of the education sessions, and also measure the number of savings accounts opened, by surveying participants in the education program in the month after the end of the program.

We then might see some **Medium-Term Outcomes** developing, such as: increases in savings account use; the accumulation of savings; and debt reduction (because the presence of savings reduces the need for a household to go into debt when facing the need to make a large payment). Finally, those outcomes might translate into **Impacts**, such as: decreased family stress (because they have a savings cushion and are not in debt); and improved consumption smoothing, meaning that when their income falls short they do not have to cut back on necessities because they can use their savings to cover their purchase.
<table>
<thead>
<tr>
<th>Program</th>
<th>Inputs</th>
<th>Activities</th>
<th>Outputs</th>
<th>Short-Term Outcomes</th>
<th>Medium-Term Outcomes</th>
<th>Impacts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Savings Education Program</td>
<td>Financial Resources; Generic savings education curriculum; Human Resources.</td>
<td>Market research; Curriculum adaptation; Tools development; Training of trainers; Financial education delivery.</td>
<td>Education modules completed by X number of people.</td>
<td>Improved knowledge of savings strategies; Savings account opening.</td>
<td>Savings account use; Savings accumulation; Debt reduction.</td>
<td>Decreased family stress; Improved consumption smoothing.</td>
</tr>
</tbody>
</table>

**EVALUATION QUALITY**

Quality of Methodology

There are a variety of data-gathering methodologies that are appropriate within the context of an evaluation framework. There are also a variety of research designs that are appropriate, depending on the nature of evidence required and the “on-the-ground” context of the research. Methodological quality comes from the rigorous application of standards related to the particular data-gathering methodology, the research design employed, the analysis of the data, and how they fit together. This section covers quality standards for data-gathering and –analysis. The next section discusses quality research design in the context of the appropriateness of the methods to the aims of the study.

It is common to split research methodologies into those that generate qualitative data and those that generate quantitative data. Within each of these categories there is a wide variety of sources for these data, especially qualitative data, and there are some data sources, most commonly surveys, that yield both qualitative data and quantitative data. The criteria for evaluating the quality of data gathered in different ways do vary because of the very different nature of the data and the analytical tools researchers employ to generate results from them. Nevertheless, in both cases high quality data-gathering and analysis should adhere to the following standards:

- Researchers should gather the data ethically with the informed consent of the research subjects and with measures take to minimize the risk to the subjects, according ;
- The data-gathering process is reliable, which means that the researchers conducted the research in a manner that was systematic enough to be repeated by someone else;
- The data-gathering process is valid, which means that it measures what it is supposed to measure according to the researchers;
- In addition, the analysis of the data should be replicable, which means that another researcher analyzing the same data set should be able to reproduce the results reported by the original researchers.

(See Boaz and Ashby 2002, 7)
Appropriateness and Research Design

Evaluations can serve a number of purposes. INFE (2012a) identifies some reasons for conducting evaluations, including: program improvement, public accountability, knowledge development, and policy-making p.6). These examples suggest that variation is driven by the audience: in the first case program managers, in the second the constituents such as taxpayers, funders, or program participants themselves; in the third academics and implementation professionals are the audience; and in the fourth place policy-makers are.

It is important to design a research study with the audience in mind, but there are differing rationales for evaluations that go beyond the target audience. These can be broadly put into two categories: explanatory studies that seek to understand why a program might or does work or not, by examining the causal mechanics of an intervention as it is mediated through the decision-making and actions of the participants and the social structure in which they are embedded; and impact studies that seek to understand whether a program is working or not by measuring changes in outcomes or impacts. The former are more likely to use qualitative data while the latter are more likely to use quantitative data.

Both types of analysis can be extremely useful to stakeholders, and they can be conducted in combination with each other, or at different stages of the development of a program. It should be noted that though in the field of impact studies there is much talk of a “gold standard” for measuring whether a program works or not, where that gold standard is a randomized control trial (RCT), there are legitimate reasons for researchers to choose a different research design. The “gold standard” should not be a particular research design; rather it should be whether the research produces results that offer credible evidence of the efficacy of a program, given the constraints facing the researchers. Those constraints are most likely to be time and budgetary constraints, but may also be ethical, political or logistical constraints that make random assignment to a program impossible. In the field of explanatory studies, there is no talk of a “gold standard” in terms of research design, but there are guidelines for how to design a study to effectively answer the “why” question.

Quality in Reporting and Relevance to Policy Practice

Quality research requires quality reporting that states the results clearly and provides transparency with respect to the research design, data-gathering methods used, and analysis. A responsibility of the M&E unit will be to gather evaluation reports as they are produced and, if necessary, develop policy-relevant briefs that can easily be read by practitioners, policy-makers and other stakeholders.
MONITORING AND EVALUATION RESOURCES

The World Bank and the OECD have produced a number of resources that researchers and practitioners can use to help in the design of a program evaluation. The entry-point for accessing these resources is here:

http://www.finlitedu.org/evaluation/

Specific references cited in the Monitoring and Evaluation section can be found here:


ESRC UK Centre for Evidence Based Policy and Practice, Working Paper 11.

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