



E-PESO

PERFORMANCE EVALUATION

INCEPTION REPORT

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ACRONYMS

ACH	automated clearing house
BIR	Bureau of Internal Revenue
BSP	Bangko Sentral ng Pilipinas
CDCS	Country Development Cooperation Strategies
CDI	Cities Development Initiative
CLAimDev	Collaborating, Learning and Adapting for Improved Development
COP	Chief of Party
COVID-19	coronavirus disease
DBM	Department of Budget and Management
DO	Development Objectives
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
EQ	evaluation question
FCR	findings, conclusions, and recommendations
GPH	Government of the Philippines
KII	key informant interview
LGU	local government unit
MEL	Monitoring, Evaluation and Learning
NRPS	National Retail Payment System
PDP	Philippine Development Plan
PPMI	Philippine Payments Management, Inc.
PSP	payment service providers
USAID	United States Agency for International Development

E-PESO ACTIVITY BACKGROUND

TABLE 1. ACTIVITY INFORMATION

Activity Name	E-PESO
Implementing Partner	Chemonics International
Cooperative Agreement number	AID-492-C-15-0001
Total Estimated Cost (TEC)	\$20.9 million
Life of Activity	March 18, 2015 – February 17, 2021
Active Geographic Regions	Philippines
Mission Development Objective (DO) CDCS 2013-2019	DO 1: Broad-based and Inclusive Growth Accelerated and Sustained
Mission Development Objective (DO) CDCS 2020-2024	DO 2: Inclusive, Market-Driven Growth Expanded

In 2015, a study by the Better than Cash Alliance estimated that 99 percent of payment transactions in the Philippines were conducted through cash.¹ There is a vast potential for the shift to electronic payments, which has been recognized to provide a wide range of benefits towards promoting economic growth. Benefits include: (a) driving financial inclusion and economic empowerment, particularly among women and youths; (b) improving social protection and humanitarian response systems; (c) enabling more efficient and productive health, agriculture, energy, and other sectors; (d) improving governance, including increased transparency, reduced corruption; and (e) increasing economic growth and market-level development.² Further, the United Nations recognized the transformative power of digital financial inclusion,³ supporting 13 out of the 17 Sustainable Development Goals.⁴

¹ Better than Cash Alliance. 2015. Country Diagnostic: Philippines.

² [Mission Critical: Enabling Digital Payments for Development - A USAID Opportunity Brief](#)

³ The Consultative Group to Assist the Poor or CGAP defined ‘Digital financial inclusion’ as digital access to and use of formal financial services by excluded and underserved populations.

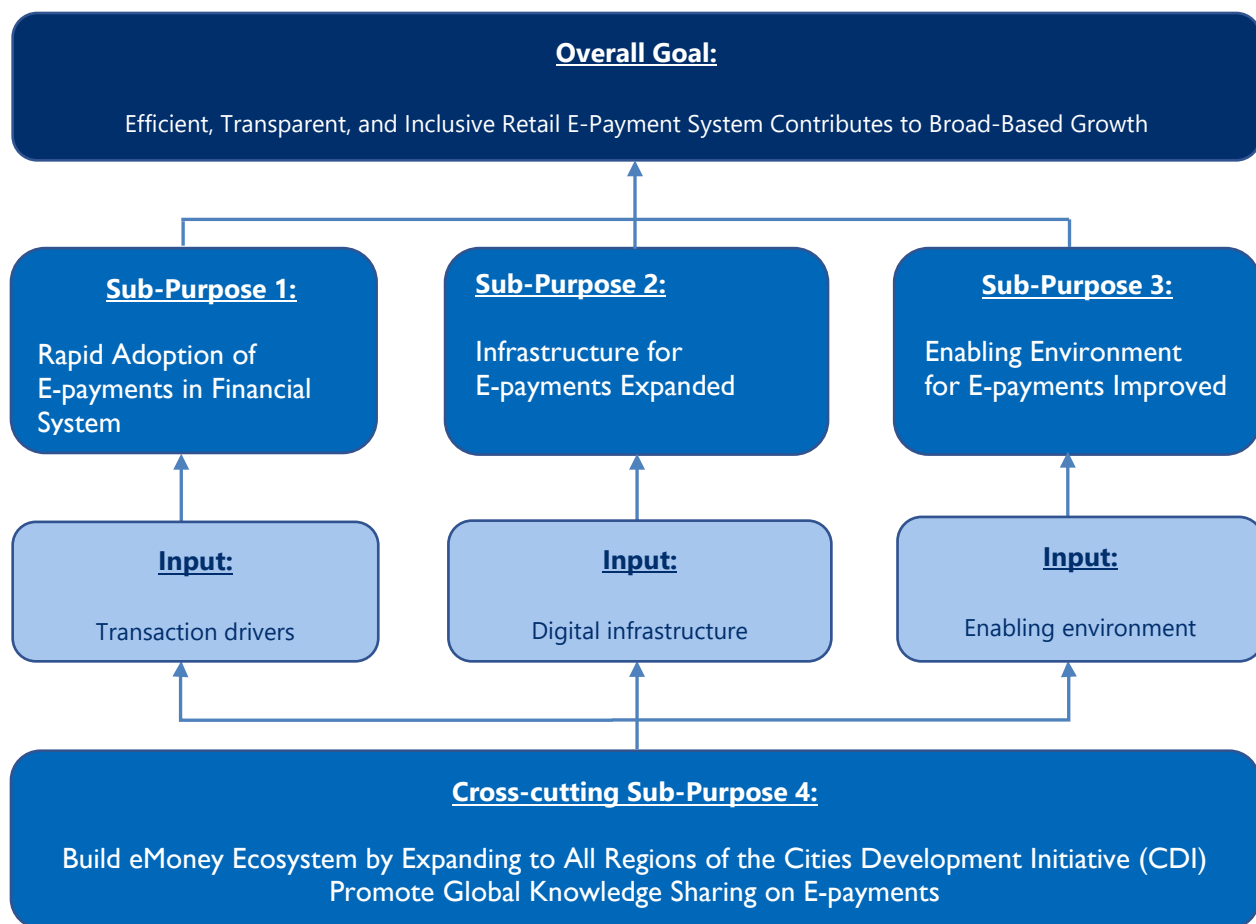
⁴ [A UN compendium on digital financial inclusion](#) presented evidence on how digital financial inclusion can support SDG targets for goals 1-11, 16 and 17.)

The E-PESO activity aimed to support the Philippines' shift from a cash-intensive to a cash-lite economy by developing an efficient, transparent, and inclusive e-payment ecosystem. This shift to electronic payments is expected to contribute to broad-based economic growth, supporting the US-Philippines Partnership for Growth objectives. The E-PESO activity was also aligned with government priorities—the Philippine Development Plan (PDP) 2011-2016 dedicated one chapter for a resilient and inclusive financial system.

Figure 1 presents the E-PESO results framework. It explains the cause-effect relationships among inputs, sub-purposes, and the overall goal. The underlying development hypothesis was:

“By promoting the rapid, widespread shift from cash to e-payments usage, E-PESO will support the Philippines to reach a tipping point of e-payment adoption that will represent a critical mass to become a self-sustaining e-payment ecosystem.”

Figure 1: E-PESO Results Framework



The overall goal was to have an efficient, transparent, and inclusive retail e-payment system contributing to broad-based growth. This goal was measured by the number and share of e-payment users and the number of financial products, services, or applications designed/enhanced to meet the needs of low-income clients. Annex A lists the E-PESO indicators in the Statement of Work (SOW).

E-PESO's purpose was for the scale of e-payment usage to reach a tipping point, measured by the share of e-payments accounting for retail payment transactions and the number of active e-payment users. The four activity sub-purposes/components are described below.⁵

During its implementation, E-PESO encountered a funding constraint. Only 60 percent of its contract ceiling became available. This resulted in the E-PESO activity not meeting all its objectives. Initially, there were efforts to downgrade the targets but these were eventually not allowed in the hopes that more funds would be available later.⁶

SUB-PURPOSE 1: RAPID ADOPTION OF E-PAYMENTS IN THE FINANCIAL SYSTEM

This component involved support towards the digitization of large-scale payment streams in public and private sectors. E-PESO provided technical assistance to the Government of the Philippines' (GPH) agencies for improving services delivery and fiscal management through the use of e-payments in various transactions. E-PESO also worked to bring the benefits of digital payments to targeted businesses, such as those from the fast-moving consumer goods industry that have large retail payment flows.

SUB-PURPOSE 2: INFRASTRUCTURE FOR E-PAYMENTS EXPANDED

This component involved support towards the expansion and effective management of e-payment infrastructure. The E-PESO activity supported the establishment of digital payment services that utilize existing infrastructure under the National Retail Payment System (NRPS)⁷ policy framework of the Bangko Sentral ng Pilipinas (BSP). These payment services include interoperable digital bills payment services, interoperable cash-in/cash-out agent networks, and merchant payments. The activity helped the industry set up these services and worked with government and private institutional users to pilot and adopt these services.

SUB-PURPOSE 3: ENABLING ENVIRONMENT FOR E-PAYMENTS IMPROVED

To improve the enabling environment for e-payment usage, E-PESO supported the BSP in establishing and implementing an interoperable NRPS. E-PESO provided technical assistance and training to BSP

⁵ In the absence of access to the Project Appraisal Document, descriptions of the sub-purposes are based from the completion report.

⁶ Discussed during the 20 May 2021 consultation meeting with AOR on E-PESO and PRM as part of the preparation of the SOW on the evaluation of E-PESO.

⁷ Launched in December 2015, the NRPS is a policy and regulatory framework whereby the BSP provides regulatory oversight fundamentally in the form of policy direction to the payment service providers. The framework requires interoperability among the PSPs by creating multilateral arrangements which are referred to as automated clearing houses (ACHs). These ACHs provide detailed rules for clearing and settlement. ([BSP Digital Payments Transformation Roadmap 2020-2023](#))

to promote digital security, consumer protection and confidence, financial inclusion, and e-payment stability within the broader payment system.

SUB-PURPOSE 4: GAPS IN BROADER E-PAYMENT ECOSYSTEM ADDRESSED

The E-PESO activity identified and addressed supply and demand constraints to broader e-payment adoption. The activity supported the expansion of e-payment ecosystems, focusing on cities identified under USAID's Cities Development Initiative (CDI)⁸.

⁸ The CDI is a USAID-supported project which aims to strengthen the economic competitiveness and resilience of cities outside of Metro Manila. Under CDI, the USAID provides a range of technical assistance depending on the most urgent needs of the city.

EVALUATION PURPOSE AND QUESTIONS

EVALUATION PURPOSE

After completing the E-PESO activity in February 2021, USAID/Philippines commissioned this ex-post performance evaluation to gain information on E-PESO's results and the sustainability of those results. The evaluation will identify the factors that contributed to E-PESO's results and document the lessons arising from implementation. The lessons learned in this evaluation will be useful in the implementation phase of the next project (Supporting the Policy Enabling Environment for Development or SPEED) in terms of accountability and adaptive learning. Further, this evaluation may inform related development interventions in the future.⁹

As the last year of E-PESO's implementation was characterized by government-imposed lockdowns and community quarantines due to the coronavirus disease (COVID-19) outbreak, the evaluation will also study how the pandemic affected E-PESO's implementation as well as the shift to a digital payment agenda. The evaluation also will explore issues related to digital financial inclusion.

EVALUATION QUESTIONS

This evaluation focuses on the following three evaluation criteria: (a) relevance, (b) effectiveness, and (c) sustainability. Table 2 presents the corresponding evaluation questions (EQ). The main evaluation questions (i.e., EQs 1-3) are based on the Task Order.¹⁰ Specific queries and sub-questions were further developed to answer particular aspects of the evaluation criteria. These evaluation questions will guide the structure of the evaluation tools and the processing and analysis of data.

⁹ Discussed during the May 20, 2021 consultation meeting as part of the preparation of the Scope of Work (SOW) on the evaluation of E-PESO. The meeting was attended by the AOR of E-PESO and the PRM.

¹⁰ Based on the task order, the original evaluation question for relevance was 'In what ways did E-PESO contribute to addressing the goal of an efficient, transparent, and inclusive retail e-payment system that contributes to broad-based growth?' This was rephrased to emphasize alignment with the Philippine Development Plan based on conversations with the E-PESO and Evaluation Task Order CORs.

TABLE 2. EVALUATION CRITERIA AND QUESTIONS

EVALUATION QUESTIONS	SUB-QUESTIONS
RELEVANCE	
<i>EQ1: In what ways does E-PESO support the country's national development goals and the USAID's country cooperation strategy objectives?</i>	
1.1 In what ways has E-PESO contributed to the priorities of the Philippine Development Plan?	1.1.1 In what ways did E-PESO contribute to the priorities of the previous Philippine Development Plan? 1.1.2 In what ways has E-PESO contributed to the priorities of the current Philippine Development Plan?
1.2 In what ways has E-PESO contributed to the strategies indicated in USAID's CDCS?	1.2.1 In what ways has E-PESO contributed to USAID's previous country strategy for the Philippines? 1.2.2 In what ways has E-PESO contributed to the current USAID country strategy for the Philippines?
1.3 In what ways has E-PESO contributed to the needs of participating LGUs?	
1.4 How did the COVID-19 pandemic affect the shift to the digital payment agenda?	1.4.1 How did the COVID-19 pandemic bring about or highlight concerns related to the shift to digital payments?
EFFECTIVENESS	
<i>EQ2: Did E-PESO achieve the four sub-purposes of developing a lasting and inclusive economic infrastructure and set the stage for new financial products to enter the market? What are the possible reasons for the successes and the failures?</i>	
2.1 In what ways did the implementation of E-PESO support the rapid adoption of e-payments in the financial system (sub-purpose 1)?	2.1.1 What are the factors contributing to the successes? 2.1.2 What are the factors contributing to the challenges?
2.2 In what ways did the implementation of E-PESO support the expansion of infrastructure for e-payments (sub-purpose 2)?	2.2.1 What are the factors contributing to the successes? 2.2.2 What are the factors contributing to the challenges?
2.3 In what ways did the implementation of E-PESO support the improvement of the enabling environment for e-payments (sub-purpose 3)?	2.3.1 What are the factors contributing to the successes? 2.3.2 What are the factors contributing to the challenges?
2.4 In what ways did E-PESO implementation help address gaps in broader e-payment ecosystems (sub-purpose 4)?	2.4.1 What are the factors contributing to the successes? 2.4.2 What are the factors contributing to the challenges?
2.5 What are the financial products, services, or applications developed under E-PESO?	2.5.1 How effective are these financial products, services, or applications in meeting the needs of low-income clients? 2.6.1 Had the pandemic not happened, what would have been the effect in terms of meeting the E-PESO targets?

TABLE 2. EVALUATION CRITERIA AND QUESTIONS

EVALUATION QUESTIONS	SUB-QUESTIONS
2.6 What was the effect of the COVID-19 pandemic on the effectiveness of E-PESO?	
SUSTAINABILITY	
<i>EQ3: What evidence supports the likelihood that the benefits of the E-PESO will extend past the activity’s period of performance, and what considerations should future similar activities take into account?</i>	
3.1 What evidence supports the likelihood that the benefits of E-PESO will extend after completion?	3.1.1 Are policies in place to support the shift to digital payment agenda? 3.1.2 Are institutional capacities adequate to continue the shift to digital payment agenda? 3.1.3 What were the exit strategies developed for E-PESO? 3.1.4 Which exit strategies worked and why? 3.1.5 What are the new government targets? 3.1.6 What is the likelihood that the new targets will be met?
3.2 What considerations should future similar activities take into account?	3.2.1 What remains to be the advantage/s of using cash over e-payments? 3.2.2 What are the incentives to encourage the adoption of e-payments further? 3.2.3 What are the remaining factors that are hindering the adoption of e-payments? 3.2.4 What other work is needed to support the shift to digital payment agenda further? 3.2.5 What else should be done to ensure that disadvantaged Filipinos do not get left behind in a digital financial system?

EVALUATION METHODS AND LIMITATIONS

METHODS

The evaluation will use a mixed-methods approach, combining qualitative and quantitative data analysis to answer the EQs. It will include a review of project-related documents, a review of secondary data, and key informant interviews (KIIs). This section describes the data collection, data sources, and data analysis methods. Annex B provides the Evaluation Design Matrix summarizing the methodology used to answer each EQ.

REVIEW OF PROJECT DOCUMENTS

The evaluation will review available E-PESO activity documents acquired from USAID, activity and official sources such as USAID Philippines, GPH, and E-PESO websites. Documents will include USAID's country strategy documents, national and local government plans, government roadmaps, E-PESO Monitoring, Evaluation and Learning (MEL plans), periodic monitoring reports, completion reports, and other activity technical reports.

The evaluators will review documents to understand the activity design and contextualize how the E-PESO activity supported the goals and objectives of both the government priorities and USAID's country strategy for the Philippines. The evaluation will provide information about the implementation experience, including the factors that contributed to successes and failures under the activity. The evaluators will analyze performance data from the completion report to provide a quantitative understanding of the achievements upon activity completion. The evaluators will determine other data needed to assess the sustainability of the gains under the activity.

Annex C provides an indicative list of project documents and secondary sources for review.

REVIEW OF SECONDARY SOURCES

The team will gather secondary data from official statistics from government and private sector reports. The team will also obtain secondary data on the activity indicators to compare recent data with completion reports and other available indicators related to e-payments. The evaluation will use comparative and trend analysis of descriptive statistics to analyze the quantitative data to understand the sustainability of gains from E-PESO. The evaluators will also compare trends before and during the COVID-19 pandemic.

The team will also use government and private sector institutions' official reports, press releases, and media reports to understand recent shifts in the digital payment agenda. These developments will include current government initiatives and legislation and policy updates, essential in analyzing sustainability.

KEY INFORMANT INTERVIEWS

The team will conduct key informant interviews (KIIs) to obtain informed responses to the EQs from key stakeholders. The evaluation will purposively select the respondents from E-PESO's major

counterpart organizations, participating local government units (LGUs), implementing partners, and the private sector.¹¹ Table 3 presents the proposed KII respondents. Additional respondents may be identified during data collection.

TABLE 3. PROPOSED KII RESPONDENTS		
Raymond Estioko	Senior Director Payment System Oversight Department BSP	Major Counterpart
Gemma Gabuya	Pantawid Pamilyang Pilipino Program (4Ps) National Program Manager and Director DSWD	Major Counterpart
Clarito Alejandro Magsino	Functional Group Head Internal Management Group DBM	Major Counterpart
Blesila Lantayona	Undersecretary Regional Operations Group DTI	Major Counterpart

¹¹ Based on discussions during the in-briefing, the Department of Interior and Local Government was removed from the list of major counterpart organizations. The cities of Tagbilaran (from Visayas) and Zamboanga (from Mindanao) were also identified as LGUs to be interviewed.

TABLE 3. PROPOSED KII RESPONDENTS		
Lanee Cui-David	Deputy Commissioner Information System Bureau of Internal Revenue	Major Counterpart
Carmelita Araneta	General Manager Philippine Payment Management Inc.	Major Counterpart
Mamerto "Mert" Tangonan	Chief of Party Chemonics International	Implementing Partner
Melissa Cook	Former Deputy Chief of Party (2015-2017) Chemonics International	Implementing Partner
John Geesnell Yap II	City Mayor Tagbilaran City	Participating LGU
Maria Isabelle Climaco	City Mayor Zamboanga City	Participating LGU
Marvin Santos	Enterprise Head for the Public Sector PayMaya	Private Sector

Given the COVID-19 restrictions, the evaluation team will do the KIIs remotely using USAID-approved video conference tools, such as Google Meet and Zoom. After receiving consent from the key

informant, the evaluation team will record the interviews and use the transcription for the qualitative analysis. Annex D presents the different guides for each of the KIIs.

LIMITATIONS

The team expects to face some limitations and challenges in conducting this evaluation. These include recall bias and the availability of respondents.

The evaluation will be conducted about eight months after activity completion, and respondents may not provide complete answers to the KIIs. The evaluation team will reinforce the interviewee's responses with information derived from related documents to address this issue.

To the extent possible, CLAIMDev will complement its document-based research with a series of key informant interviews conducted remotely using video conference tools. It will be challenging to identify information sources as those formerly involved in the activity implementation may be difficult to locate or hesitant to dedicate time. It is also a challenge to secure an appointment with key government officials occupied with COVID-19-related work. To mitigate this, the evaluation team will start the KIIs as soon as possible to provide ample time for data collection.

EVALUATION PHASES AND ACTIVITIES

The evaluation will be done from October 1, 2021, to January 30, 2022. The work plan is divided into four phases described below. A detailed evaluation Gantt chart is in Annex F.

PHASE 1: INCEPTION REPORT

This phase includes inception and in-briefing meetings with USAID Philippines to seek initial guidance and direction. During this phase, the evaluation team will start with document collection and review, drafting of evaluation approach and methods, generation of approved respondents for the KIIs, preparation of evaluation tools and instruments, and the submission of the inception report. Phase 1 concludes with the submission of the Inception Report on October 28 and Inception Report Presentation scheduled on November 5.

PHASE 2: PRELIMINARY FINDINGS/ INTERIM BRIEFING

The evaluation team will reach out to USAID-approved respondents for the online KIIs. With key informant affirmative consent, the evaluation team will record the interviews and use the meeting software conference function to generate a transcription of the recording. The evaluation team also will manually take notes during all interviews. Depending on the number and length of the interviews, the evaluation team may use NVivo or other qualitative software to analyze the key informant interview transcripts. Desk review of documents and other secondary sources will also continue. Gathered data will be organized consistent with the evaluation design matrix presented in Annex B and triangulated. Preliminary findings will be presented in an interim briefing with USAID. This Phase will begin on or about November 5 and conclude with the Interim Briefing on or about December 15.

PHASE 3: FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS (FCR) WORKSHOP AND DRAFT REPORT

Key tasks under the third phase will involve data analysis and report writing. The evaluation team will also conduct an FCR workshop with USAID and other stakeholders to validate the draft report. The workshop will also facilitate the drafting of recommendations based on report findings and conclusions. The results of the workshop will serve as an essential input to the draft evaluation report. This Phase will begin on or about December 15 and conclude on or about January 10, 2022.

PHASE 4: FINAL REPORT AND LEARNING EVENTS

Based on USAID's comments on the draft report, the evaluation team will finalize the report for submission by the end of January 2022. For wider dissemination of findings and lessons learned, two learning events will follow.

Table 4 presents the indicative timeline for the major deliverables to USAID. Annex E shows the detailed work plan in a Gantt chart.

Table 1: Major Deliverables

TABLE 4. MAJOR DELIVERABLES		
KEY TASKS	DATES	DELIVERABLES TO USAID
Evaluation design	October 28, 2021 November 5, 2021	<ul style="list-style-type: none">• Inception Report• Inception Report Presentation
Data collection	December 15, 2021	<ul style="list-style-type: none">• Interim Briefing
Data analysis and report drafting	January 5, 2022 January 10, 2022	<ul style="list-style-type: none">• FCR Workshop• Draft Report
Report finalization	January 31, 2022	<ul style="list-style-type: none">• Final Report

EVALUATION TEAM

The evaluation team consists of the Collaborating, Learning, and Adapting for Improved Development (CLAIMDev)¹² team and the external evaluation team.

The CLAIMDev team provides oversight, quality control, and staff support. The team is composed of the following staff: (a) Chief of Party; (b) Senior Monitoring, Evaluation, and Learning Specialist, (c) Evaluation Manager; and (d) Travel and Meetings Coordinator.

The external evaluation team is composed of a team leader and a research assistant. The team will be working under the supervision of CLAIMDev's Evaluation Principal Investigator and Chief of Party (COP). The members and their roles and responsibilities are as follows:

- **Ms. Maria Lourdes Lopez** will serve as the **Lead Evaluator**. She will oversee all aspects of the evaluation, including the design and the actual conduct of the evaluation. Ms. Lopez will ensure that the work plan is implemented within the authorized budget and on schedule. She will be responsible for drafting and finalizing all assessment deliverables and supervising and working with the Research Assistant.
- **Mr. Joel Paulin Mendoza**, as **Research Assistant**, will assist the Lead Evaluator in addressing the technical concerns of the assessment. He will provide support in formatting interview and survey questionnaires for remote data collection and maintaining organized evaluation files. He will assist in consolidating and coordinating the evaluation schedules with various stakeholders and offices to plan and carry out KIIs and secondary data gathering.

¹² **CLAIMDev is a** Panagora Group lead activity, which supports USAID Philippines to identify and learn from other USAID activities that contribute to the Philippines' capacity and commitment to self-reliance.

ANNEXES

ANNEX A. E-PESO INDICATORS

TABLE 1. E-PESO INDICATORS

INDICATOR	DESCRIPTION & UNIT OF MEASUREMENT	REPORTING FREQUENCY	DATA SOURCES & COLLECTION METHOD
Desired impact (DI): Efficient, Transparent, and Inclusive Retail e-payment System Contributing to Broad-based Growth			
Indicator D1 1&2: Increased economic opportunity and financial inclusion deepened	Number (Cumulative) Percentage (Cumulative)	Annual	Data source: Bangko Sentral ng Pilipinas Financial Inclusion Dashboard (FID); World Bank Findex 2018.
a) Number of e-payment users			Data is the total of active e-money wallets, prepaid cards linked to e-money, ATM debit cards, and credit cards. The latest available data is for Quarter 4 of 2019.
b) Percent of population 15 years and above who are e-payment users			
Indicator DI 3: Transparency and efficiency of the retail payment system improved (This indicator will be tracked under Outcome Indicator 3.1 – Financial regulation refined to manage the growth of e-payments.)			
Indicator DI 4: More predictable and reliable financial tools for the poor	Number (Cumulative)	Annual	Financial products, tools, and services were designed to meet the needs of beneficiaries of the DSWD’s Social Amelioration Program and Conditional Cash Transfer Program. (DSWD financial literacy tool and distribution of ATM/debit cards, ReliefAgad self-registration web application for Social Amelioration Program (SAP) beneficiaries, and digital disbursements of SAP subsidies to beneficiaries).
Number of financial products, services, or applications that are designed/ enhanced to meet the needs of low-income clients			
Desired Purpose (DP): Scope of e-payment usage reaches tipping point for scale			
Indicator DP 1: E-payment accounting for at least 10% of all retail payment transactions	Percentage (Cumulative)	Annual	(a) Year 1 Actual is carried over from baseline figures of e-payment users derived from registered e-money accounts since the first survey was conducted only in February to March 2016. Year 2 was taken from page 17 of E-PESO’s Philippine Individual Payments Baseline Study (February-March 2016) using Definition 2 of E-payments. Years 1 and 2 targets derived from the BTCA Philippines Country Diagnostic Study (July 2015) and the Philippine Individual Payments Baseline Survey (February-March 2016) that cover all types of e-card instruments (ATM/debit cards, credit cards, pre-paid cards, and e-money cards). For Indicator DP 1, results from E-PESO’s Institutional Payments Baseline Study (February-April 2017) indicate that 4.39% of all business
Percent of e-payments accounting for retail payment transactions			

TABLE 1. E-PESO INDICATORS

INDICATOR	DESCRIPTION & UNIT OF MEASUREMENT	REPORTING FREQUENCY	DATA SOURCES & COLLECTION METHOD
Indicator DP 2: Growth in number of active e-payment users to reach scale	Number (Cumulative)	Annual	<p>payment transactions were done using e-payment methods.</p> <p>The State of Digital Payments in the Philippines report estimates the share of digital payments to be 10% by volume and 20% by value in 2018. The study, undertaken by the Better than Cash Alliance (BTCA), seeks to highlight examples of the shift from cash to digital payments by governments, companies, and international organizations. The baseline figure for Year 1 (1.03%) was lifted from the findings of the first BTCA diagnostic, published in 2015.</p>
Number of e-payment users			<p>The data source is the BSP’s Financial Inclusion Dashboard. The latest available data set is for Quarter 4 of 2019.</p> <p>Data reported is active users for e-wallets only, as the numbers reported for ATM cards, prepaid cards linked to e-money, and credit cards do not indicate the number of active users. Data from e-wallet providers suggest a much higher number, with GCASH alone reporting 26 million active users.</p>
SUB-PURPOSE 1: RAPID ADOPTION OF E-PAYMENTS IN THE FINANCIAL SYSTEM			
Desired Output 1: Rapid Adoptions of E-payments in Financial Systems			
Indicator DO 1.1: Adoption of new e-payment services as collections/ disbursement option in five (5) national GPH agencies	Number (Cumulative)	Annual	<p>E-PESO assisted five (5) national government agencies to enable digital collection and disbursements. The high volume and value of supplies and disbursements processed by these agencies maximized the effect of interventions in achieving wholesale adoption of e-payments by the government and the transacting public (individuals and businesses).</p> <p>E-PESO assisted the Bureau of Internal Revenue in expanding e-payment collection options (online via DBP’s Internet Payment Gateway), LandBank’s Link.Biz portal, Unionbank online portal, and mobile via PayMaya and GCASH).</p> <p>E-PESO assisted the National Meat Inspection Services (NMIS) in making online payments for permits available.</p> <p>E-PESO worked with the Department of Trade and Industry to integrate the Business Name Registration System with online and mobile payment services.</p> <p>With USAID/E-PESO assistance, the Social Security System (SSS) implemented mandatory online transactions and checkless disbursements, providing members, employers, pensioners, and beneficiaries/claimants with faster, safer, more convenient, and economical means to register, submit their loan and benefit applications, and receive their loan proceeds and cash benefits.</p> <p>E-PESO worked with the Department of Social Welfare and Development (DSWD) to disburse</p>

TABLE 1. E-PESO INDICATORS

INDICATOR	DESCRIPTION & UNIT OF MEASUREMENT	REPORTING FREQUENCY	DATA SOURCES & COLLECTION METHOD
Indicator DO 1.2: Adoption of m-money and e-payments in all cities of PFG CDI and other cities/ municipalities	Number (Cumulative)	Annual	the second tranche of the Social Amelioration Program benefits via digital wallets and bank accounts and develop and roll out the web-based registration app, ReliefAgad, facilitating beneficiary registration.
Number of CDIs (& other cities/ municipalities) that introduced or enhanced m-money & e-payment options			USAID/E-PESO provided research, advisory services, partnerships facilitation, and project management assistance to eleven (11)25 partner local government units (LGU) to expand their e-payment ecosystems. Consistent with the ecosystem approach, E-PESO also engaged with the private sector and local financial stakeholders in these areas, including electronic money issuers, e-payment service providers, industry associations, third-party aggregators, banks, and other financial institutions to encourage collections and disbursements via electronic channels.
Indicator DO 1.3: New e-payment implementation and adoption by 300 (small, medium, and large) businesses	Number (Cumulative)	Annual	E-PESO exceeded the LOP target (300 small businesses) more than four-fold by working with PPMI to encourage PPMI/PESONet ACH members to shift corporate clients to e-payments. The number of businesses is the aggregate total of enterprise clients of some PESONet ACH Members utilizing PESONet.
Number of businesses introducing or enhancing e-payment options as a result of E-PESO support			
Indicator DO 1.4: Over 16,000 people trained (via consumer education) on the uses of e-payments and m-money services for improved household financial management	Number (Cumulative)	Annual	USAID/E-PESO will be reporting only 75% of the 16,000 LOP target, as the training for the DSWD's financial literacy program supporting the disbursement of conditional cash transfer benefits to transactional accounts will commence in February 2021.
Number of people trained (via consumer education) on the uses of e-payments			
SUB-PURPOSE 2: INFRASTRUCTURE FOR E-PAYMENTS EXPANDED			
Desired Outcome 2: Infrastructure for E-payments Expanded			
Indicator DO 2.1: Growth of front-end e-payment infrastructure expanded	Number (Cumulative)	Annual	Definition of front-end infrastructure is any user interface or device needed by individual users to conduct e-payment transactions and any computer system, software application, and/or

TABLE 1. E-PESO INDICATORS

INDICATOR	DESCRIPTION & UNIT OF MEASUREMENT	REPORTING FREQUENCY	DATA SOURCES & COLLECTION METHOD
Number of institutions supported by E-PESO to improve and/or expand other front-end infrastructure			device used by an institution or individual user to complete e-payment transactions.
Indicator DO 2.2: Back-end infrastructure strengthened	Number (Cumulative)	Annual	Definition for back-end infrastructure is any system at the back-office operation of an institution required to allow and process e-payment transactions coming from the front-end infrastructure and any system from financial institutions connected to switch operators appointed by the automated clearing house 75 USAID/E-PESO PROJECT Final Report (January 2021) participants used to process and settle e-payment transactions.
Number of institutions supported by E-PESO to improve and/or expand their back-end infrastructure			
Indicator DO 2.3: E-payment infrastructure gaps identified	Number (Cumulative)	Annual	Gap analysis reports are studies done to assess demand, supply, or infrastructure gaps within an entire industry or e-payments ecosystem at a regional or national scale. This does not apply to gap analysis reports done at the firm or institutional level during a partner engagement. Reports include: an evaluation of the e-payments Landscape, the Philippine Individual Payments Baseline Survey, Philippine Agent Network Study, Gap analysis Report on the Evaluation of Existing BSP Digital Security Policy Areas Vis-à-vis Recommended Leading Standards on Digital Security Policies, Philippine Institutional E-payments Baseline Survey, and the Agent cash-in/cash-out network concept note
Number of gap analysis reports at industry or ecosystem level			
SUB-PURPOSE 3: ENABLING ENVIRONMENT FOR E-PAYMENTS IMPROVED			
Desired Outcome 3: Enabling Environment for E-payments Improved			
Indicator DO 3.1: Financial regulation refined to manage the growth of e-payments	Number (Cumulative)	Annual	Indicator 3.1 looks at the laws, circulars, regulations, and ordinances enacted to support e-payment growth. Often, there are public-private dialogues supporting efforts to introduce such rules and regulations.
a) No. of circulars, regulations, and/or local ordinances refined or clarified to support e-payment growth			Data reported are dialogues/roundtables/consultation meetings with various stakeholders, including regulators, businesses and/or financial institutions.
b) No. of public-private dialogues to support strengthening			

TABLE 1. E-PESO INDICATORS

INDICATOR	DESCRIPTION & UNIT OF MEASUREMENT	REPORTING FREQUENCY	DATA SOURCES & COLLECTION METHOD
e-payment environment			
Indicator DO 3.2: Increased competition among m-money and e-payment platforms	Number (Cumulative)	Annual	Increased competition among m-money and e-payment platforms is a contextual indicator. In collaboration with the BSP, this refers to the number of policies removed or added to reduce barriers and encourage competition in e-payments.
Number of policies removed or added to reduce barriers and encourage competition			
Indicator DO 3.3: Interoperability in the national payment system achieved	Number (Index)	Annual	<p>Interoperability in the national payment system achieved is an indicator based on qualitative research. Indicator 3.3 tracks milestones in the development of the NRPS as measured through five levels:</p> <ol style="list-style-type: none"> 1) Theoretically interoperable. 2) Technically interoperable. 3) Functionally interoperable. 4) Interconnected; and 5) Effectively interconnected, as explained by the Alliance for Financial Inclusion (AFI). <p>By Year 4, interoperability scores shall be disaggregated by use case to track various e-payment modes. With the issuance of BSP Circular No. 980 – specifically Subsec. X1205.5/41205Q.5/4705S./4705P.5/4805N.5a. stating, “(1) BSFIs shall make electronic payments available in all its delivery channels when applicable; (2) BSFIs shall enable its clients to move/receive funds to/from an account with other BSFIs, or, at a minimum, receive funds. Movement of funds between BSFIs shall be carried out through participation in an ACH” – interoperability of the various payment streams is assured. The ACH clearing rules detail the terms of the interoperability</p>

TABLE 1. E-PESO INDICATORS

INDICATOR	DESCRIPTION & UNIT OF MEASUREMENT	REPORTING FREQUENCY	DATA SOURCES & COLLECTION METHOD
<p>Indicator DO 3.4: Increased consumer awareness and trust in e-payments</p>	<p>Number (Percentage)</p>	<p>Annual</p>	<p>Year 1 figures are derived from the Philippine Individual Payments Baseline Survey covering all e-card instruments (ATM/debit cards, credit cards, pre-paid cards, and e-money cards). The payments study asked direct questions on awareness and trust to randomly selected individually paying decision-makers across the Philippines.</p> <p>Indicator 3.4 (increased consumer awareness and trust in e-payments) shows only annual targets since the method to track awareness and trust in e-payments is through surveys conducted by E-PESO or BSP. BSP's 2017 and 2019 Financial Inclusion Survey (FIS) presented data on the percentage of survey respondents that do not trust electric platforms (15% of respondents) rather than the percentage of respondents that trust e-payment systems. Similarly, the survey reported the % of respondents who are not aware (40%) of electronic platforms rather than the percentage of those aware. The BTCA State of Digital Payments in the Philippines (December 2019) references BSP's 2017 FIS.</p>
<p>a) % of the population 15 years old and over aware of e-payments</p>			
<p>b) % of the population 15 years old and over that trust the e-payment system</p>			
<p>Indicator DO 3.5: Security measures in e-payments strengthened</p>	<p>Number (Cumulative)</p>	<p>Annual</p>	<p>Indicators 3.5 and 3.6 refer to milestones on guidelines, fora, and articles of a cross-cutting nature revolving around digital security, consumer protection, and knowledge sharing of best practices. Activities related to these indicators seek to inform and support regulators, industry players, and the public on the latest e-payments trends. Y2 and Y3 activities for Indicator 3.5 were consumer education campaigns designed and organized by E-PESO and hosted by LGUs or their private partners.</p>
<p>Number of guidelines developed and forums held that promote awareness on digital security best practices or consumer protection</p>			
<p>Indicator DO 3.6: Global knowledge-sharing of e-payments promoted</p>	<p>Number (Cumulative)</p>	<p>Annual</p>	<p>Various articles promoting e-payments.</p>
<p>a) No. of articles promoting e-payments</p>			
<p>b) No. of global knowledge-sharing events that highlight the Philippines e-payment environment/ players</p>			

TABLE 1. E-PESO INDICATORS

INDICATOR	DESCRIPTION & UNIT OF MEASUREMENT	REPORTING FREQUENCY	DATA SOURCES & COLLECTION METHOD
STANDARD INDICATORS			
2.2.3-5 Number of sub-national entities receiving USG assistance that improves their performance	Number (Cumulative)	Annual	This indicator is like Indicator 1.2, which tracks CDIs/other cities and municipalities and receives E-PESO assistance. Targets are derived from the same set as Indicator 1.2: Adoption of m-money and e-payments in all cities of PFG CDI and other cities/municipalities. Please refer to the note on Indicator 1.2 for this indicator.
GNDR-2 Percentage of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income, or employment)	Number (Percentage)	Annual	This assumes a 1:1 ratio of females trained for every male. This is based on the Philippine Individual Payments Baseline Survey, where there is an equal ratio of males/females in the sample population. Generally, the broader Philippine population also has a sex ratio of 102 males for 100 females. Source: http://www.pcw.gov.ph/statistics/201405/population-families-and-household-statistics , accessed May 18, 2016.
PPP3 Number of organizations (for and not-for-profit, and government) that have applied new technologies and/or management practices due to USG-supported Public-Private Partnerships (PPPs)	Number (Cumulative)	Annual	Targets are derived from the same set as Indicators 1.1, 1.2, and 1.3, where the number of institutions that have applied new technologies and/or management practices due to E-PESO-supported Public-Private Partnerships (PPPs) is identified.
EG.4.2-1 Total number of clients benefitting from financial services provided through USG-assisted financial intermediaries, including financial institutions or actors	Number (Cumulative)	Annual	These are derived from the number of people trained (via consumer education) on the uses of e-payments.
EG.4.2-2 Number of financial intermediaries serving poor households and microenterprises supported by USG assistance	Number (Cumulative)	Annual	Direct count of financial intermediaries including banks, microfinance institutions, and cooperatives (Land Bank, GCash, PayMaya, Dunganon Rural Bank).
EG.4.2-4 Number of days of USG-funded training provided to support microenterprises development	Number (Cumulative)	Annual	

TABLE 1. E-PESO INDICATORS

INDICATOR	DESCRIPTION & UNIT OF MEASUREMENT	REPORTING FREQUENCY	DATA SOURCES & COLLECTION METHOD
EG.5-3 Number of microenterprises supported by USG assistance	Number (Cumulative)	Annual	

ANNEX B: EVALUATION DESIGN MATRIX

The following table provides a summary of the evaluation questions, data, and data analysis approach used for this evaluation:

TABLE 1. EVALUATION DESIGN				
EVALUATION QUESTION	SUB-QUESTIONS	DATA SOURCE(S)	DATA COLLECTION METHOD	DATA ANALYSIS METHODS
RELEVANCE				
<i>EQ1: In what ways does E-PESO support the country's national development goals and the USAID's country cooperation strategy objectives?</i>				
1.1 In what ways has E-PESO contributed to the priorities of the Philippine Development Plan during appraisal and this evaluation?	1.1.1 In what ways has E-PESO contributed to the priorities of the Philippine Development Plan during the appraisal?	- Philippine Development Plan (previous) - government roadmaps (previous)	- Desk review	- Content analysis
	1.1.2 In what ways has E-PESO contributed to the priorities of the current Philippine Development Plan?	- Philippine Development Plan (current) - government roadmaps (current)		
1.2 In what ways has E-PESO contributed to the strategies indicated in USAID's CDCS during appraisal and during this evaluation?	1.2.1 In what ways has E-PESO contributed to USAID country strategy for the Philippines during the appraisal?	- USAID PH country planning documents (previous)	- Desk review	- Content analysis
	1.2.2 In what ways has E-PESO contributed to the current USAID country strategy for the Philippines?	- USAID PH country planning documents (current)		
1.3 In what ways has E-PESO contributed to the needs of participating LGUs?		- local development plans - KII reports	- Desk review - KII	-Content Analysis

TABLE 1. EVALUATION DESIGN

EVALUATION QUESTION	SUB-QUESTIONS	DATA SOURCE(S)	DATA COLLECTION METHOD	DATA ANALYSIS METHODS
1.4 How did the COVID-19 pandemic affect the shift to the digital payment agenda?	1.4.1 1.4.1 How did the COVID-19 pandemic bring about or highlight concerns related to the shift to digital payment?	- project documents - secondary sources - KII reports		
EFFECTIVENESS				
<i>EQ2: Did E-PESO achieve the four sub-purposes of developing a lasting and inclusive economic infrastructure and set the stage for new financial products to enter the market? What are the possible reasons for the successes and the failures?</i>				
2.1 In what ways did the implementation of E-PESO support the rapid adoption of e-payments in the financial system (sub-purpose 1)?	2.1.1 What are the factors contributing to the successes?	- project documents - secondary sources - KII reports	- Desk review - KII	- Content analysis - Descriptive statistics
	2.1.2 What are the factors contributing to the challenges?	- project documents - secondary sources - KII reports		
2.2 In what ways did the implementation of E-PESO support the expansion of infrastructure for e-payments (sub-purpose 2)?	2.2.1 What are the factors contributing to the successes?	- project documents - secondary sources - KII reports	- Desk review - KII	- Content analysis - Descriptive statistics
	2.2.2 What are the factors contributing to the challenges?	- project documents - secondary sources - KII reports		
2.3 In what ways did the implementation of E-PESO support the improvement of the enabling environment for e-payments (sub-purpose 3)?	2.3.1 What are the factors contributing to the successes?	- project documents - secondary sources - KII reports	- Desk review - KII	- Content analysis - Descriptive statistics
	2.3.2 What are the factors contributing to the challenges?	- project documents - secondary sources - KII reports		

TABLE 1. EVALUATION DESIGN

EVALUATION QUESTION	SUB-QUESTIONS	DATA SOURCE(S)	DATA COLLECTION METHOD	DATA ANALYSIS METHODS
2.4 In what ways did the implementation of E-PESO help address gaps in broader e-payment ecosystems (sub-purpose 4)?	2.4.1 What are the factors contributing to the successes?	- project documents - secondary sources - KII reports	- Desk review - KII	- Content analysis - Descriptive statistics
	2.4.2 What are the factors contributing to the challenges?	- project documents - secondary sources - KII reports		
2.5 What are the financial products, services, or applications developed under E-PESO?	2.5.1 How effective are these financial products, services, or applications in meeting the needs of low-income clients?	- project documents - secondary sources - KII reports	- Desk review - KII	- Content analysis - Descriptive statistics
2.6 What was the effect of the COVID-19 pandemic on the effectiveness of E-PESO?	2.6.1 Had the pandemic not happened, what would have been the effect in terms of meeting the E-PESO targets?	- KII reports	- KII	- Content analysis
SUSTAINABILITY				
<i>EQ3: What evidence supports the likelihood that the benefits of the E-PESO will extend past the activity’s period of performance, and what considerations should future similar activities take into account?</i>				
3.1 What are the pieces of evidence supporting the likelihood that the benefits of E-PESO will extend after completion?	3.1.1 Are policies in place to support the shift to digital payment agenda?	- project documents - secondary sources - KII reports	- Desk review - KII	- Content analysis
	3.1.2 Are institutional capacities adequate to continue the shift to digital payment agenda?	- project documents - secondary sources - KII reports		
	3.1.3 What were the exit strategies developed for E-PESO?	- project documents - KII reports		

TABLE 1. EVALUATION DESIGN

EVALUATION QUESTION	SUB-QUESTIONS	DATA SOURCE(S)	DATA COLLECTION METHOD	DATA ANALYSIS METHODS
	3.1.4 Which exit strategies worked and why?	- project documents - secondary sources - KII reports		
	3.1.5 What are the new government targets?	- secondary sources - KII reports	- Desk review - KII	- Content analysis
	3.1.6 What is the likelihood that the new targets will be met?	- secondary sources - KII reports		
3.2 What considerations should future similar activities take into account?	3.2.1 What remains to be the advantage/s of using cash over e-payments?	- secondary sources - KII reports		
	3.2.2 What are the incentives to further encourage the adoption of e-payments?	- project documents - secondary sources - KII reports	- Desk review - KII	- Content analysis
	3.2.3 What are the remaining factors that are hindering the adoption of e-payments?	- project documents - secondary sources - KII reports		
	3.2.4 What other works are needed to support the shift to digital payment agenda further?	- project documents - secondary sources - KII reports	- Desk review - KII	- Content analysis
	3.2.5 What else should be done to ensure that disadvantaged Filipinos don't get left behind?	- project documents - secondary sources - KII reports		

ANNEX C: LIST OF DOCUMENTS

Project Documents

1. USAID Country Development Cooperation Strategy 2019-2024
2. USAID Country Development Cooperation Strategy 2013-2019
3. E-PESO Final Report
4. E-PESO Monitoring and Evaluation Plan (September 8, 2020)
5. E-PESO 2nd Annual Report (October 2015 – September 2016)
6. E-PESO 3rd Annual Report (October 2016 – September 2017)
7. E-PESO End of Contractor Report on Shared Cash Agent Network
8. E-PESO Final Consultant Report on Continuing Revenue Regulation Review and Pan-European Public Procurement Online Business Case/ Implementation Plan Formulation
9. E-PESO Contractor's Completion Report on the Implementation of the National Survey, E-PESO research notes, and partnership building
10. E-PESO Short-term Consultant Report on the Development of E-payments Module
11. E-PESO Component 1 STTC Activity Report
12. E-PESO Fact Sheet
13. Better than Cash Alliance Reports 2019
14. Better than Cash Alliance Reports 2021

List of documents to be requested:

1. Project Appraisal Document
2. E-PESO Original MEL Plan
3. E-PESO Annual and Quarterly Reports (other than those already available)
4. E-PESO Contractor's Completion Report (other than those already available)
5. E-PESO Technical Reports and Studies (other than those already available)

Other Documents

1. Philippine Development Plan 2011-2016
2. Philippine Development Plan 2017-2022
3. BSP Digital Payments Transformation Roadmap 2020-2023
4. BSP 2019 Financial Inclusion Survey Report
5. Mission Critical: Enabling Digital Payments for Development – A USAID Opportunity Brief
6. Philippine Institute for Development Studies. 2021. Bridging the digital infrastructure gap: Policy options for connecting Filipinos
7. UNSGSA Igniting SDG Progress through Digital Financial Inclusion

News articles and Videos

1. [Philippine Daily Inquirer, The Great Divide.](#)

2. Business World Insights: Enabling LGUs in the New Normal through Digital Payments Acceptance.
3. Business World Insights: Creating Digital Ecosystems to Jumpstart Local Economies.

ANNEX D: KII GUIDES

ANNEX D.1: KII GUIDE FOR MAJOR COUNTERPARTS

Introduction	Hello, my name is Maria Lourdes Lopez, and I am an external evaluator consultant for Panagora Group. I am joined by Mr. Joel Mendoza, who is also an external consultant for Panagora Group.
Purpose	<p>USAID asked the Panagora Group to conduct an ex-post evaluation of the E-PESO Activity.</p> <p>As you may know, the E-PESO is a USAID-supported activity that was implemented from March 18, 2015, to February 17, 2021. The E-PESO activity aimed to support the Philippines’ shift from a cash-intensive to a cash-lite economy by developing an efficient, transparent, and inclusive e-payment ecosystem. The E-PESO has four main components, which include: (a) Rapid Adoption of E-payments in Financial System; (b) Infrastructure for E-payments Expanded; Enabling Environment for E-Payments Improved; (d) Gaps in Broader e-Payment Ecosystem Addressed</p> <p>The evaluation aims to assess the gains and the sustainability of those gains from the E-PESO activity. It will also help ensure that future development efforts use the valuable experiences and insights from the implementation of the E-PESO.</p> <p>We are meeting with you because of your familiarity with E-PESO implementation and your involvement in the shift to the digital payments agenda. Because our goal is to learn from both the positive and negative aspects of E-PESO, we ask that you be as honest as possible in your responses. If you wish that some or all of your comments be anonymous, please let us know, and we will ensure that your name and identifying characteristics will not be associated with those comments.</p>
Interview Process	The interview should take us about 30-45 minutes .

Consent	<p>Before we start with introductions and interview questions, we are required to ask for your consent.</p> <ul style="list-style-type: none"> - You have the right not to participate. This is voluntary. - You have the right to stop at any point. - If there is anything you do not understand, please ask me to clarify. - You have the right to decline to answer any question. - The information you provide is only for our evaluation, and your responses will be kept in the strictest confidentiality. <p>Do we have your consent for an interview?</p>
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Date : _____

Participant Name : _____

Organization : _____

Location/Time : _____

Gender of Respondent : _____

SECTION 1 – BACKGROUND

1. What role or roles did you play in the implementation of the E-PESO activity? [The following are possible prompts]
 - Role in the adoption of e-payments in the financial system (sub-purpose 1)
 - Role in the expansion of infrastructure for e-payments (sub-purpose 2)
 - Role in the improvement of the enabling environment for e-payments (sub-purpose 3)
 - Role in addressing gaps in broader e-payment ecosystems (sub-purpose 4)

SECTION 2 – RELEVANCE

2. Based on your opinion, In what ways has E-PESO contributed to the priorities of the Philippine Development Plan during appraisal and during the evaluation? (1.1.1, 1.1.2)
3. Based on your opinion, In what ways has E-PESO contributed to the strategies indicated in USAID's CDCS during appraisal and during the evaluation? (1.2.1, 1.2.2)
4. In what ways has E-PESO contributed to the needs of participating LGUs? (1.3)
5. How did the COVID-19 pandemic affect the shift to the digital payment agenda? (1.4)
6. How did the COVID-19 pandemic bring about or highlight concerns related to the shift to digital payment? (1.4.1)

SECTION 3 – EFFECTIVENESS

7. What do you think were the main accomplishments of E-PESO concerning the sub-purpose/s you were involved in? (2.1, 2.2, 2.3, 2.4)
8. What are the plausible reasons for these accomplishments? (2.1.1, 2.2.1, 2.3.1, 2.4.1)
9. In what aspects did E-PESO fall short of expectations? (2.1, 2.2, 2.3, 2.4)
10. What are the plausible reasons for these shortfalls? (2.1.2, 2.2.2, 2.3.2, 2.4.2)
11. What are the financial products, services, or applications developed under E-PESO? (2.5)
12. How effective are these financial products, services, or applications in meeting the needs of low-income clients? (2.5.1)
13. Had the pandemic not happened, what would have been the effect in terms of meeting the E-PESO targets? (2.6.1)

SECTION 4 – SUSTAINABILITY

14. What are the government policies in place to support the shift to the digital payment agenda? (3.1.1)
15. Are there existing government plans and roadmaps that you know? (3.1.1)
 - a. Concerning your organization? (3.1.1)
 - b. As a whole? [Including those outside your organization.] (3.1.1)
16. What capacities did E-PESO help build in your organization? (3.1.2)
17. Is your organization continuing the activities conducted under E-PESO? [If yes, go to Question 18. If not, go to Question 21.] (3.1.2)
18. In what way is your organization continuing the activities conducted under E-PESO? (3.1.2)
19. Is there sufficient organizational capacity to implement said activities? (3.1.2)
20. Are there indicative results from said activities? (3.1.2)
21. Were there exit strategies developed for your organization under E-PESO? [If yes, go to Question 22. If not, go to Question 23.] (3.1.3)
22. Which exit strategies worked and why? (3.1.4)
23. About the shift to digital payments agenda, what are the new government targets in your organization? (3.1.5)
24. What is the likelihood that the new targets will be met? (3.1.6)
25. What remains to be the advantage/s of using cash over e-payments? (3.2.1)
26. What are the incentives to further encourage the shift to digital payment?
 - a. To encourage consumers? Are there specific considerations for disadvantaged Filipinos? (3.2.2, 3.2.5)
 - b. To encourage businesses? (3.2.2)

c. To encourage government (national and local)? (3.2.2)

27. What do you think are the remaining challenges in the shift to the digital payment agenda? (3.2.3)

28. What are other works needed to support the shift to digital payment agenda further?

a. Concerning your organization? (3.2.4)

b. As a whole? [Including those outside your organization.] (3.2.4)

29. What are other works needed to ensure that disadvantaged Filipinos don't get left behind? (3.2.5)

SECTION 5 – CONCLUSION

30. If E-PESO could be redesigned or re-implemented, what changes would you propose in light of what you now know? [This would be the final question] (3.2)

31. Are there any other insights that you wish to share with us?

32. Are there any data that you think would be useful for this evaluation?

33. Is there anyone else who you think would have valuable insights for this evaluation?

[If applicable, ask who to contact for identified data gaps possibly.]

[Thank the respondent for his/her time.]

[Tell the respondent that he/she is welcome to contact you to ask questions at a later date if they wish.]

ANNEX D.2: KII GUIDE FOR IMPLEMENTING PARTNER

Introduction	Hello, my name is Maria Lourdes Lopez, and I am an external evaluator consultant for Panagora Group. I am joined by Mr. Joel Mendoza, who is also an external consultant for Panagora Group.
Purpose	<p>USAID asked the Panagora Group to conduct an ex-post evaluation of the E-PESO Activity.</p> <p>As you may know, the E-PESO is a USAID-supported activity that was implemented from March 18, 2015, to February 17, 2021. The E-PESO activity aimed to support the Philippines’ shift from a cash-intensive to a cash-lite economy by developing an efficient, transparent, and inclusive e-payment ecosystem. The E-PESO has four main components, which include: (a) Rapid Adoption of E-payments in Financial System; (b) Infrastructure for E-payments Expanded; Enabling Environment for E-Payments Improved; (d) Gaps in Broader e-Payment Ecosystem Addressed</p> <p>The evaluation aims to assess the gains and the sustainability of those gains from the E-PESO activity. It will also help ensure that future development efforts use the valuable experiences and insights from the implementation of the E-PESO.</p> <p>We are meeting with you because of your familiarity with E-PESO implementation and your involvement in the shift to the digital payments agenda. Because our goal is to learn from both the positive and negative aspects of E-PESO, we ask that you be as honest as possible in your responses. If you wish that some or all of your comments be anonymous, please let us know, and we will ensure that your name and identifying characteristics will not be associated with those comments.</p>
Interview Process	The interview should take us about 30-45 minutes .
Consent	<p>Before we start with introductions and interview questions, we are required to ask for your consent.</p> <ul style="list-style-type: none"> - You have the right not to participate. This is voluntary. - You have the right to stop at any point.

	<ul style="list-style-type: none"> - If there is anything you do not understand, please ask me to clarify. - You have the right to decline to answer any question. - The information you provide is only for our evaluation, and your responses will be kept in the strictest confidentiality. <p>Do we have your consent for an interview?</p>
--	--

Date : _____

Participant Name : _____

Organization : _____

Location/Time : _____

Gender of Respondent : _____

SECTION 1 – BACKGROUND

1. What role or roles did you play in the implementation of the E-PESO activity?

SECTION 2 – RELEVANCE

2. Based on your opinion, In what ways has E-PESO contributed to the priorities of the Philippine Development Plan during appraisal and during the evaluation? (1.1.1, 1.1.2)
3. Based on your opinion, In what ways has E-PESO contributed to the strategies indicated in USAID's CDCS during appraisal and during the evaluation? (1.2.1, 1.2.2)
4. In what ways has E-PESO contributed to the needs of participating LGUs? (1.3)
5. How did the COVID-19 pandemic affect the shift to the digital payment agenda? (1.4)
6. How did the COVID-19 pandemic bring about or highlight concerns related to the shift to digital payment? (1.4.1)

SECTION 3 – EFFECTIVENESS

7. What do you think were the main accomplishments of E-PESO concerning the sub-purpose/s you were involved in? (2.1, 2.2, 2.3, 2.4)
8. What are the plausible reasons for these accomplishments? (2.1.1, 2.2.1, 2.3.1, 2.4.1)
9. In what aspects did E-PESO fall short of expectations? (2.1, 2.2, 2.3, 2.4)
10. What are the plausible reasons for these shortfalls? (2.1.2, 2.2.2, 2.3.2, 2.4.2)
11. What are the financial products, services, or applications developed under E-PESO? (2.5)
12. How effective are these financial products, services, or applications in meeting the needs of low-income clients? (2.5.1)
13. Had the pandemic not happened, what would have been the effect in terms of meeting the E-PESO targets? (2.6.1)

SECTION 4 – SUSTAINABILITY

14. What are the government policies in place to support the shift to the digital payment agenda? (3.1.1)
15. Are there existing government plans and roadmaps that you know? (3.1.1)
16. What capacities did E-PESO help build in your organization? (3.1.2)
17. Would you know if government agencies are continuing the activities conducted under E-PESO? [If yes, go to Question 18. If not, go to Question 21.] (3.1.2)
18. In what way are these government agencies continuing the activities conducted under E-PESO? (3.1.2)
19. Is there sufficient organizational capacity to implement said activities? (3.1.2)
20. Are there indicative results from said activities? (3.1.2)

21. Were there exit strategies developed for your organization under E-PESO? [If yes, go to Question 22. If not, go to Question 23.] (3.1.3)
22. Which exit strategies worked and why? (3.1.4)
23. About the shift to the digital payments agenda, would you know the new government targets? (3.1.5)
24. What is the likelihood that the new targets will be met? (3.1.6)
25. What remains to be the advantage/s of using cash over e-payments? (3.2.1)
26. What are the incentives to further encourage the shift to digital payment?
 - d. To encourage consumers? Are there specific considerations for disadvantaged Filipinos? (3.2.2, 3.2.5)
 - e. To encourage businesses? (3.2.2)
 - f. To encourage government (national and local)? (3.2.2)
27. What do you think are the remaining challenges in the shift to the digital payment agenda? (3.2.3)
28. What are other works needed to support the shift to digital payment agenda further?
29. What are other works needed to ensure that disadvantaged Filipinos don't get left behind? (3.2.5)

SECTION 5 – CONCLUSION

30. If E-PESO could be redesigned or re-implemented, what changes would you propose in light of what you now know? [This would be the final question] (3.2)
31. Are there any other insights that you wish to share with us?
32. Are there any data that you think would be useful for this evaluation?
33. Is there anyone else who you think would have valuable insights for this evaluation?

[If applicable, ask who to contact for identified data gaps possibly.]

[Thank the respondent for his/her time.]

[Tell the respondent that he/she is welcome to contact you to ask questions at a later date if they wish.]

ANNEX D.3: KII GUIDE FOR PARTICIPATING LGU

Introduction	Hello, my name is Maria Lourdes Lopez, and I am an external evaluator consultant for Panagora Group. I am joined by Mr. Joel Mendoza, who is also an external consultant for Panagora Group.
Purpose	<p>USAID asked the Panagora Group to conduct an ex-post evaluation of the E-PESO Activity.</p> <p>As you may know, the E-PESO is a USAID-supported activity that was implemented from March 18, 2015, to February 17, 2021. The E-PESO activity aimed to support the Philippines’ shift from a cash-intensive to a cash-lite economy by developing an efficient, transparent, and inclusive e-payment ecosystem. The E-PESO has four main components, which include: (a) Rapid Adoption of E-payments in Financial System; (b) Infrastructure for E-payments Expanded; Enabling Environment for E-Payments Improved; (d) Gaps in Broader e-Payment Ecosystem Addressed</p> <p>The evaluation aims to assess the gains and the sustainability of those gains from the E-PESO activity. It will also help ensure that future development efforts use the valuable experiences and insights from the implementation of the E-PESO.</p> <p>We are meeting with you because of your familiarity with E-PESO implementation and your involvement in the shift to the digital payments agenda. Because our goal is to learn from both the positive and negative aspects of E-PESO, we ask that you be as honest as possible in your responses. If you wish that some or all of your comments be anonymous, please let us know, and we will ensure that your name and identifying characteristics will not be associated with those comments.</p>
Interview Process	The interview should take us about 30-45 minutes .
Consent	<p>Before we start with introductions and interview questions, we are required to ask for your consent.</p> <ul style="list-style-type: none"> - You have the right not to participate. This is voluntary. - You have the right to stop at any point. - If there is anything you do not understand, please ask me to clarify. - You have the right to decline to answer any question.

	<p>- The information you provide is only for our evaluation, and your responses will be kept in the strictest confidentiality.</p> <p>Do we have your consent for an interview?</p>
--	---

Date : _____

Participant Name : _____

Organization : _____

Location/Time : _____

Gender of Respondent : _____

SECTION 1 – BACKGROUND

1. What role or roles did you play in the implementation of the E-PESO activity?

SECTION 2 – RELEVANCE

2. In what ways has E-PESO contributed to the needs of your city? (1.3)
3. How did the COVID-19 pandemic affect the shift to the digital payment agenda? (1.4)
4. How did the COVID-19 pandemic bring about or highlight concerns related to the shift to digital payment? (1.4.1)

SECTION 3 – EFFECTIVENESS

5. What do you think were the main accomplishments of E-PESO concerning the sub-purpose/s you were involved in? (2.1, 2.2, 2.3, 2.4)
6. What are the plausible reasons for these accomplishments? (2.1.1, 2.2.1, 2.3.1, 2.4.1)
7. In what aspects did E-PESO fall short of expectations? (2.1, 2.2, 2.3, 2.4)
8. What are the plausible reasons for these shortfalls? (2.1.2, 2.2.2, 2.3.2, 2.4.2)

9. What are the financial products, services, or applications developed under E-PESO? (2.5)
10. How effective are these financial products, services, or applications in meeting the needs of low-income clients? (2.5.1)
11. Had the pandemic not happened, what would have been the effect in terms of meeting the E-PESO targets? (2.6.1)

SECTION 4 – SUSTAINABILITY

12. What are the government policies in place to support the shift to the digital payment agenda? (3.1.1)
13. Are there existing government plans and roadmaps that you know? (3.1.1)
 - a. Concerning your city? (3.1.1)
 - b. As a whole? [Including those outside your city?] (3.1.1)
14. What capacities did E-PESO help build in your city? (3.1.2)
15. Is your city continuing the activities conducted under E-PESO? [If yes, go to Question 18. If not, go to Question 21.] (3.1.2)
16. In what way is your city continuing the activities conducted under E-PESO? (3.1.2)
17. Is there sufficient organizational capacity to implement said activities? (3.1.2)
18. Are there indicative results from said activities? (3.1.2)
19. Were there exit strategies developed for your city under E-PESO? [If yes, go to Question 22. If not, go to Question 23.] (3.1.3)
20. Which exit strategies worked and why? (3.1.4)

21. About the shift to the digital payments agenda, what are the new government targets in your city? (3.1.5)
22. What is the likelihood that the new targets will be met? (3.1.6)
23. What remains to be the advantage/s of using cash over e-payments? (3.2.1)
24. What are the incentives to further encourage the shift to digital payment?
 - g. To encourage consumers? Are there specific considerations for disadvantaged Filipinos? (3.2.2, 3.2.5)
 - h. To encourage businesses? (3.2.2)
 - i. To encourage government (national and local)? (3.2.2)
25. What do you think are the remaining challenges in the shift to the digital payment agenda? (3.2.3)
26. What are other works needed to support the shift to digital payment agenda further?
 - a. Concerning your city? (3.2.4)
 - b. As a whole? [Including those outside your city.] (3.2.4)
27. What are other works needed to ensure that disadvantaged Filipinos don't get left behind? (3.2.5)

SECTION 5 – CONCLUSION

28. If E-PESO could be redesigned or re-implemented, what changes would you propose in light of what you now know? [This would be the final question] (3.2)
29. Are there any other insights that you wish to share with us?
30. Are there any data that you think would be useful for this evaluation?
31. Is there anyone else who you think would have valuable insights for this evaluation?

[If applicable, ask who to contact for identified data gaps possibly.]

[Thank the respondent for his/her time.]

[Tell the respondent that he/she is welcome to contact you to ask questions at a later date if they wish.]

ANNEX D.4: KII GUIDE FOR PRIVATE SECTOR

Introduction	Hello, my name is Maria Lourdes Lopez, and I am an external evaluator consultant for Panagora Group. I am joined by Mr. Joel Mendoza, who is also an external consultant for Panagora Group.
Purpose	<p>USAID asked the Panagora Group to conduct an ex-post evaluation of the E-PESO Activity.</p> <p>As you may know, the E-PESO is a USAID-supported activity that was implemented from March 18, 2015, to February 17, 2021. The E-PESO activity aimed to support the Philippines’ shift from a cash-intensive to a cash-lite economy by developing an efficient, transparent, and inclusive e-payment ecosystem. The E-PESO has four main components, which include: (a) Rapid Adoption of E-payments in Financial System; (b) Infrastructure for E-payments Expanded; Enabling Environment for E-Payments Improved; (d) Gaps in Broader e-Payment Ecosystem Addressed</p> <p>The evaluation aims to assess the gains and the sustainability of those gains from the E-PESO activity. It will also help ensure that future development efforts use the valuable experiences and insights from the implementation of the E-PESO.</p> <p>We are meeting with you because of your familiarity with E-PESO implementation and your involvement in the shift to the digital payments agenda. Because our goal is to learn from both the positive and negative aspects of E-PESO, we ask that you be as honest as possible in your responses. If you wish that some or all of your comments be anonymous, please let us know, and we will ensure that your name and identifying characteristics will not be associated with those comments.</p>
Interview Process	The interview should take us about 30-45 minutes .
Consent	<p>Before we start with introductions and interview questions, we are required to ask for your consent.</p> <ul style="list-style-type: none"> - You have the right not to participate. This is voluntary. - You have the right to stop at any point.

	<ul style="list-style-type: none"> - If there is anything you do not understand, please ask me to clarify. - You have the right to decline to answer any question. - The information you provide is only for our evaluation, and your responses will be kept in the strictest confidentiality. <p>Do we have your consent for an interview?</p>
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Date : _____

Participant Name : _____

Organization : _____

Location/Time : _____

Gender of Respondent : _____

SECTION 1 – BACKGROUND

1. Was your company’s participation in the implementation of the E-PESO activity?

SECTION 2 – RELEVANCE

2. How relevant is the shift to digital payment agenda to your company objectives and goals? (1.1)
3. What made your company decide to participate in the activities of E-PESO? (1.1)
4. From your company’s experience, how did the COVID-19 pandemic affect the shift to the digital payment agenda? (1.4)
5. How did the COVID-19 pandemic bring about or highlight concerns related to the shift to digital payment? (1.4.1)

SECTION 3 – EFFECTIVENESS

6. What do you think were the main accomplishments brought about by your company’s participation in E-PESO? (2.1, 2.2, 2.3, 2.4)
7. What are the plausible reasons for these accomplishments? (2.1.1, 2.2.1, 2.3.1, 2.4.1)

8. In what aspects did E-PESO fall short of expectations? (2.1, 2.2, 2.3, 2.4)
9. What are the plausible reasons for these shortfalls? (2.1.2, 2.2.2, 2.3.2, 2.4.2)
10. Are you aware of the financial products, services, or applications developed under E-PESO? [If yes, go to Question 11. If not, go to Question 13]
11. What are the products that you know? (2.5)
12. How effective are these financial products, services, or applications in meeting the needs of low-income clients? (2.5.1)
13. Had the pandemic not happened, what would have been the effect of meeting your company's achievements related to the shift to the digital payment agenda? (2.6.1)

SECTION 4 – SUSTAINABILITY

14. Is your company continuing the activities conducted under E_PESO? [If yes, go to Question 15. If not, go to Question 18] (3.1.2)
15. In what way is your company continuing the activities conducted under E-PESO? (3.1.2)
16. Is there sufficient organizational capacity to implement said activities? (3.1.2)
17. Are there indicative results from said activities? (3.1.2)
18. Are there other initiatives that your company is doing to further the shift to the digital payment agenda? (3.1)
19. What remains to be the advantage/s of using cash over e-payments? (3.2.1)
20. What are the incentives to further encourage the shift to digital payment?
 - j. To encourage consumers? Are there specific considerations for disadvantaged Filipinos? (3.2.2, 3.2.5)
 - k. To encourage businesses? (3.2.2)
 - l. To encourage government (national and local)? (3.2.2)

21. What do you think are the remaining challenges in the shift to the digital payment agenda, particularly for your company? (3.2.3)

22. What are other works needed to support the shift to digital payment agenda further?
 - a. Concerning your company? (3.2.4)
 - b. As a whole? [Including those outside your company.] (3.2.4)

23. What are other works needed to ensure that disadvantaged Filipinos don't get left behind? (3.2.5)

SECTION 5 – CONCLUSION

24. If E-PESO could be redesigned or re-implemented, what changes would you propose in light of what you now know? [This would be the final question] (3.2)

25. Are there any other insights that you wish to share with us?

26. Are there any data that you think would be useful for this evaluation?

27. Is there anyone else who you think would have valuable insights for this evaluation?

[If applicable, ask who to contact for identified data gaps possibly.]

[Thank the respondent for his/her time.]

[Tell the respondent that he/she is welcome to contact you to ask questions at a later date if they wish.]

ANNEX E: KEY INFORMANTS (PLANNED)

TABLE 1. KEY INFORMANTS		
Raymond Estioko	Senior Director Payment System Oversight Department BSP	Major Counterpart
Gemma Gabuya	Pantawid Pamilyang Pilipino Program (4Ps) National Program Manager and Director DSWD	Major Counterpart
Clarito Alejandro Magsino	Functional Group Head Internal Management Group DBM	Major Counterpart
Blesila Lantayona	Undersecretary Regional Operations Group DTI	Major Counterpart
Lanee Cui-David	Deputy Commissioner Information System Bureau of Internal Revenue	Major Counterpart
Carmelita Araneta	General Manager Philippine Payment Management Inc.	Major Counterpart
Mamerto "Mert" Tangonan	Chief of Party Chemonics International	Implementing Partner
Melissa Cook	Former Deputy Chief of Party (2015-2017) Chemonics International	Implementing Partner
John Geesnell Yap II	City Mayor Tagbilaran City	Participating LGU
Maria Isabelle Climaco	City Mayor Zamboanga City	Participating LGU
Marvin Santos	Enterprise Head for the Public Sector PayMaya	Private Sector
TBD		Private Sector

ANNEX F: WORK PLAN

TABLE 1. WORK PLAN																			
E-PESO EVALUATION SCHEDULE				OCTOBER				NOVEMBER				DECEMBER				JANUARY			
	TASK	START	END	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
1	Inception Report																		
1.1	Review of materials/ tools development/ report writing	10/01/21	10/17/21																
1.2	Kick-off Meeting	10/04/21	10/04/21																
1.3	Submission to Panagora Activity Office (In briefing ppt)	10/11/21	10/11/21																
1.4	In briefing	10/14/21	10/14/21																
1.5	Submission to Panagora Activity Office (inception report)	10/18/21	10/18/21																
1.6	Submission to Panagora Home Office (inception report)	10/22/21	10/22/21																
1.7	Submission to USAID (inception report)	10/28/21	10/28/21																
1.8	Inception report presentation	11/05/21	11/05/21																

TABLE 1. WORK PLAN

E-PESO EVALUATION SCHEDULE				OCTOBER				NOVEMBER				DECEMBER				JANUARY			
2	Preliminary Findings/ Interim briefing																		
2.1	Data collection	10/18/21	11/19/21																
2.1.1	Preparation of letters (endorsement from USAID)	10/18/21	10/22/21																
2.1.2	Desk review	10/18/21	11/19/21																
2.1.3	KIIs	11/03/21	11/19/21																
2.2	Data processing and analysis	11/04/21	11/23/21																
2.3	Submission to Panagora Activity Office (ppt)	11/24/21	11/24/21																
2.4	Submission to Panagora Home Office (ppt)	12/01/21	12/01/21																
2.5	Interim briefing	12/15/21	12/15/21																
2.6	Submission of interim briefing documentation	12/17/21	12/17/21																
3	Draft Report/ FCR workshop																		
3.1	Submission to Panagora Activity Office (narrative and ppt)	12/20/21	12/20/21																
3.2	Submission to Panagora Home Office (narrative and ppt)	12/27/21	12/27/21																

TABLE 1. WORK PLAN

E-PESO EVALUATION SCHEDULE				OCTOBER				NOVEMBER				DECEMBER				JANUARY			
3.3	FCR Workshop (early January)	1/05/22	1/05/22																
3.4	Submission to Panagora Activity Office (draft report)	12/27/22	12/27/22																
3.5	Submission to Panagora Home Office (draft report)	1/03/22	1/03/22																
3.6	Submission to USAID (draft report)	1/10/22	1/10/22																
4	Final Report/ Learning Events																		
4.1	Draft revisions based on USAID comments	1/17/22	1/19/22																
4.2	Submission to Panagora Activity Office	1/20/22	1/20/22																
4.3	Submission to Panagora Home Office	1/24/22	1/24/22																
4.4	Submission to USAID	1/31/22	1/31/22																
4.5	Learning events (two events)	-	-																