



Department of Social Welfare and Development

MEMORANDUM CIRCULAR No. 17  
Series of 2020

**GUIDELINES ON DEDUPLICATION PROCEDURES  
IN LINE WITH THE PROVISION OF THE EMERGENCY SUBSIDY  
THROUGH THE DSWD SOCIAL AMELIORATION PROGRAM**

**I. RATIONALE**

Republic Act (RA) No. 11469, otherwise known as the “Bayanihan to Heal as One Act of 2020” declared the existence of a national emergency due to the continuing rise of confirmed cases of COVID-19, its serious threat to the health, safety, security and life to our countrymen, the long-term adverse effects on their means of livelihood, and the severe disruption of economic activities. The Act identified, among others, the urgent need to immediately mobilize assistance to provide for the basic necessities of families affected by the imposition of community quarantine.

JMC No. 1 Series of 2020 or the “Special Guidelines on the Provision of Social Amelioration Measures by the Department of Social Welfare and Development (DSWD), Department of Labor and Employment (DOLE), Department of Trade and Industry (DTI), Department of Agriculture (DA), Department of Finance (DOF), Department of Budget and Management (DBM), and Department of the Interior and Local Government (DILG) to the Most Affected Residents of the Areas Under Enhanced Community Quarantine” emphasized the need to ensure that there will be no duplication of cash beneficiaries as specified in the following provisions:

**Paragraph 2, Section 5.1. of the JMC** states: “The ESP shall be provided by the national government, through various National and Local Government social amelioration programs (SAP), computed based on the prevailing regional minimum wage rates, and taking into account the subsidy amount given under the DSWD’s Conditional Cash Transfer (CCT) program and the rice subsidy program, estimated at an average of PhP 2,150.00 per month per family. In this regard, the National Government will augment the CCT and rice subsidy in order to reach the applicable emergency subsidy amount.”

**Section 7.5.1. of the JMC** states: "For the implementation of TUPAD #BKBK, the following are no longer eligible to avail of the assistance under the program: a) Those who have availed of the P5,000 one-time cash assistance through the DOLE CAMP; b) Those who are under the expanded and enhanced Pantawid Pamilyang Pilipino Program; c) Those who have already received cash assistance through the DSWD Assistance to Individuals in Crisis Situation (AICS); or, d) Rice farmers who have already received cash assistance from the DA."

**Paragraph No. 11.2 of the JMC** states: "In order to comply with the national mandate, beneficiaries may receive on top of food packs cash transfers under AICS, TUPAD, Cash Assistance to Rice Farmers. **In no instance shall there be a duplication of cash beneficiaries.**"

The DSWD issued Memorandum Circular (MC) No. 9, Series of 2020 or the Omnibus Guidelines in the Implementation of the Emergency Subsidy Program (ESP) of the Department of Social Welfare and Development to provide a comprehensive guidance in the provision of subsidies to its target beneficiaries. Under Section VIII, item B. 6 of the Circular, the DSWD will conduct post-validation on the first tranche ESP-SAP implementation of the local government units (LGUs) to ensure the eligibility of the beneficiaries paid and to identify possible duplicates in the provision of assistance. The Guidance Notes on Post-Validation issued to the Field Offices clarified that the DSWD will perform two (2) levels of deduplication at the Field Offices (regional) and Central Office (inter-regional).

In DSWD Memorandum Circular No. 14 Series of 2020 or the Special Guidelines in the Implementation of the Emergency Subsidy Program of the Department of Social Welfare and Development for the Additional Beneficiaries, it was likewise emphasized that the DSWD will conduct validation, thru deduplication process, for the estimated 5 Million additional families that will be beneficiaries of SAP.

Whereas, Memorandum Circulars No. 09 and 14, Series of 2020 necessitate the adoption of the uniform "Deduplication Procedures" so that the "certified list" of beneficiaries may be produced for the next tranche payout that will be implemented by the DSWD, hence this Circular.

## II. OBJECTIVES

This Circular provides the deduplication procedures that will be followed by the Central and Field Offices in determining duplication in the availing of emergency cash subsidies under the Social Amelioration Program in compliance with the existing policies and guidelines.

## III. DEFINITION OF TERMS

1. **Certified List** – refers to the clean list of beneficiaries that are eligible for ESP, as determined by the Local Government Units (LGUs) and crossmatched with all available databases.
2. **Data Owner** – refers to the organization, office, or any entity that owns a particular set of data and/or database that contains information related to the implementation of SAP, such as but not limited to the list of beneficiaries and the amount of assistance provided. The data owner shall be responsible in ensuring the completeness and accuracy of the information included in the database.
3. **Deduplication** – is an activity that intends to: (a) detect presence/existence of a record; and (b) identify duplicate copies/entries or records in a given database or set of databases merged as one. The deduplication process aims to identify families who received more than one emergency subsidy program from the government, from the following agencies: DSWD, Department of Trade and Industries (DTI), Department of Labour and Employment (DOLE), Department of Agriculture (DA), Land Transportation Franchising and Regulatory Board (LTFRB) and Social Security System (SSS). It also intends to detect duplicates of family or individual records that are recorded in one region (regional) or across regions (inter-regional). As a result of the deduplication activity, two sets of lists are generated, namely: (i) certified list (or the list of records with no duplicates), and (ii) list for verification (or list of records with duplicates).
4. **ReliefAgad** - is a web-based system that aims to facilitate faster encoding of the Social Amelioration Cards by allowing the beneficiaries to do self-registration. The system, that can be accessed through mobile gadgets such as smartphones, gives the beneficiaries an opportunity to select other modes of payment, such as digital options (e.g. Gcash, Paymaya). For beneficiaries who do not have mobile gadgets, their SAC forms shall be encoded by their respective LGU. The data collected from

the ReliefAgad is stored in a database hosted by the Department of Information and Communications Technology.

5. **Social Amelioration Card (SAC)** – a barcoded form with series numbers, distributed at the Barangay level, that captures the family profile which will be the mechanism to monitor the provision of the social amelioration programs of the Government and the DSWD.
6. **SAC Encoding Application** - is a web-based information system used to upload the information provided in the SAC of qualified emergency subsidy program beneficiaries. The said family information are encoded using a CSV file<sup>1</sup> encoding template. The system aims to complement the self-registration system or ReliefAgad. Families who are unable to register their SAC using the ReliefAgad system shall be registered using the SAC Encoding Application.

#### IV. DEDUPLICATION PROCEDURES

##### A. Pre-Activities

As a pre-requisite for the actual deduplication process, the following activities shall be undertaken by each key implementer:

##### 1. Local Government Units (LGUs)

- a. The LGUs shall complete the encoding of the SACs of their identified eligible beneficiaries and ensure its submission to the DSWD-Field Office using the SAC Encoding Application, based on the timelines set by the SAP-Special Working Group.
- b. For those who registered using the ReliefAgad application, the LGUs shall identify and tag<sup>2</sup> the eligible/qualified DSWD-SAP beneficiaries using the payroll for the 1<sup>st</sup> tranche of emergency subsidy as reference.

##### 2. DSWD - Field Offices (FOs)

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<sup>1</sup> CSV or Comma Separated Value file is a type of text file used to record data, which typically stores tabular data (numbers and text) in plain text.

<sup>2</sup> The procedure for tagging of *ReliefAgad* list of families is detailed in the SAC DEA User Manual.

- a. Each FO shall obtain the clean list<sup>3</sup> of paid beneficiaries<sup>4</sup> from the regional offices of other government agencies implementing SAP using a uniform template<sup>5</sup>. This includes the Pantawid Pamilyang Pilipino Program beneficiaries.
- b. Once all relevant program databases are ready, these shall be merged into one in preparation for the deduplication proper.

### 3. **DSWD - Information and Communication Technology Management Service (ICTMS)**

- a. The self-registration of SAC through the ReliefAgad system shall be formally closed by the ICTMS.
- b. The ReliefAgad database shall be merged by the ICTMS with the SAC Encoding Application database.
- c. The ICTMS shall obtain the national database/list of paid beneficiaries from other SAP-implementing agencies using the same template<sup>6</sup>.
- d. Upon consolidation of all relevant program databases, including the integrated SAC Encoding Application database, the final database to be used will be prepared for the deduplication proper.

## **B. Actual Deduplication**

The actual deduplication process shall be done in two (2) levels. The processes laid down in the following are the same as that stated under M.C. No. 14, Series of 2020 provided that reference to the process herein shall be "regional" or "inter-regional" deduplication instead of mere Level 2 or Level 3.

### ***Regional Deduplication***

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<sup>3</sup> The submitted list of beneficiaries from other government agencies shall be accompanied by a letter, indicating the total number of family and individual records transmitted, and signed by the head of agency or his/her authorized representative.

<sup>4</sup> Including all family roster members

<sup>5</sup> See Annex "A"

<sup>6</sup> The accuracy of the results of the deduplication process solely depends on the completeness of the information provided by the data owners.

1. The FO shall conduct a regional deduplication of records<sup>7</sup> within five (5) days, through the application developed by the ICTMS, using the following algorithms<sup>8</sup>:
  - a. Without Duplicate – unique individual records
  - b. Exact Duplicate<sup>9</sup> – two or more individual records with the same First Name, Middle Name, Last Name, and Birthdate
  - c. Highly Possible Duplicate<sup>10</sup> – two or more individual records with the same First Name, Last Name, and Birthdate
  - d. Possible Duplicate<sup>11</sup> – two or more individual records with the same First and Last Names
2. The list of records without duplicates (“a”), as certified by the Information and Communication Technology Management Unit (ICTMU) and verified by the Regional Director, shall be submitted to the DSWD Central Office for Level 3 deduplication.
3. Meanwhile, the deduplicated lists (“b”, “c”, and “d”) shall be subject for verification specified in Section IV-C, item #2, in this Circular.

### ***National/ Inter-regional Deduplication***

1. The submitted lists from the FOs shall be subjected to an inter-regional deduplication process, using all available databases, at the DSWD Central Office. The activity shall be done by the ICTMS within five (5) days upon receipt of the lists from the FOs using the same algorithms used in Level 2.
2. The result of the national/inter-regional deduplication shall generate two sets of lists, namely: (i) certified list (or the list of records with no duplicates), and (ii) list for verification (or list of records with duplicates). Item (ii) or the list for verification shall be categorized based on the groups mentioned under Regional Deduplication, item #1.

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<sup>7</sup> All available records, including the household head and its household members, shall be subjected to deduplication.

<sup>8</sup> In consideration of the limitations with the deduplication algorithms, it is recommended that the proof of identification to be presented during the payout must exactly match the name used in the deduplication.

<sup>9</sup> See Annex B

<sup>10</sup> See Annex C

<sup>11</sup> See Annex D; only for data owners whose list of beneficiaries are not complete, i.e. without birthdate

3. Both deduplicated sets of lists by the ICTMS shall be transmitted to the Operations Group within 24 hours upon completion.

### C. Post-Deduplication

Upon receipt of the list from the ICTMS, the Operations Group, within five (5) days, shall perform the following:

1. The certified list shall be processed and sorted by the Program Management Bureau (PMB) and the Pantawid - National Program Management Office (NPMO), for non-Pantawid and Pantawid beneficiaries, respectively, particularly to reconcile the physical targets. Upon certification of the final list of beneficiaries eligible for payment (i.e. payroll), this shall be endorsed to the Finance and Management Service for funding requirement and downloading/transfer of funds, as applicable.
2. The list for verification shall be excluded from the list for payment and may undergo the following recommended steps:
  - a. The list of records with exact, highly possible, and possible duplicates shall be downloaded by the FOs and/or LGUs using the SAC Encoding Application.
  - b. The FOs and the LGUs shall verify the list of duplicates and identify the correct record/s that will be retained in the database through the following:
    - Confirm if the individuals identified as duplicates actually reside in the addresses indicated.
    - Determine the rightful region where the identified duplicates should be.
  - c. All verified correct records under the DSWD SAP shall be tagged using the SAC Encoding Application.
    - If both/all records identified as duplicates are verified correct, the LGU may select one record that will be retained in the DSWD database of SAP beneficiaries.

- Alternatively, the LGUs may also take note of the verified correct records, and submit the corresponding SAC ID Numbers to the DSWD FO for tagging in the SAC Encoding Application.

## V. IMPLEMENTATION ARRANGEMENTS

1. **SAP-Special Working Group** - shall oversee the overall operationalization of this Circular in order to ensure a credible list of beneficiaries for an effective distribution of SAP. Its Secretariat shall closely monitor the processes, functions, responsibilities of all involved offices and partners stipulated herein to ensure timely and coordinated implementation of activities and monitoring of outputs.
2. **Operations Group** – as the program implementer of SAP, the Offices (i.e. PMB and Pantawid – NPMO) under the Operations Group shall ensure the reconciliation of the physical targets (i.e. final beneficiaries as to quantity, names, location, and budget estimates) and secure approval for payment of the beneficiaries from the Secretary.
3. **Information and Communication Technology Management Service (ICTMS)** – is the main office responsible for the conduct of name matching activities, particularly the deduplication process iterated in this Circular. It shall also ensure that necessary support and assistance related to the name matching activities are provided to all partners and stakeholders identified herein. All relevant information systems, including the deduplication application, required for the successful implementation hereof shall also be developed, deployed, and managed by the ICTMS. As the main responsible Office for deduplication, the ICTMS shall provide regular report of the overall status and results of deduplication activities to the SAP-Special Working Group.
4. **Technical Working Group on SAC** – the SAC-TWG, created through Special Order 1409, Series of 2020, shall assist in the overall implementation of this guidelines by providing policy and/or technical support to the ICTMS. Meanwhile, the identified personnel from the National Household Targeting Office shall continue to provide technical and/or operational support to the SAC-TWG.
5. **Field Offices (FOs)** – the FOs shall ensure the timely submission of encoded SACs by providing necessary technical assistance and support to the LGUs in the execution of their tasks mentioned in this guidelines. The FOs shall also report to the DSWD Central Office, through the SAP – SWG, their compliance and/or



accomplishment related to the implementation of the deduplication procedures, from pre to post activities in close coordination with the SAC-TWG or the ICTMS Director for consistency of reporting and other technical matters identified in this guidelines.

6. **Local Government Units (LGUs)** – As key partners of the DSWD in the implementation of SAP, the LGUs shall facilitate the submission of complete accurately encoded SACs of eligible beneficiaries using the templates provided and the information systems deployed. They shall continuously coordinate with the DSWD Field Offices for the effective implementation of the procedures articulated in this guidelines.
7. **National Government Agencies (NGAs) Implementing SAP** – Other NGAs involved in the implementation of SAP such as DOLE, DA, DTI, LTFRB, and SSS, shall provide the DSWD with a complete list or database of beneficiaries, using the prescribed template, within seven (7) days upon receipt of communication, for corresponding deduplication. It is the responsibility of the NGAs to ensure that the list provided to DSWD are names of verified eligible beneficiaries and certified true and correct.

## VI. EFFECTIVITY CLAUSE


This Circular shall take effect immediately and shall remain in full force until revoked or amended.

Signed on the 24<sup>th</sup> day of June 2020, in Quezon City.



ROLANDO JOSELITO D. BAUTISTA

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