

REPUBLIC OF THE PHILIPPINES
HOUSE OF REPRESENTATIVES
Quezon City

SEVENTEENTH CONGRESS
First Regular Session

House Bill No. 1129



Introduced by **MAGDALO Party-List Representative**
HON. GARY C. ALEJANO

EXPLANATORY NOTE

Article III, Section 19 of the Constitution provides for the proper protection of any prisoner or detainee against the employment of physical, psychological, or degrading punishment or the use of substandard and inadequate penal facilities under subhuman conditions. Towards this end, professionalism in the rehabilitation and treatment of prisoners, as well as other problems suffered by local jails and national prisons, should be sufficiently dealt with.

Throughout the country, the problem of congestion in jail facilities consequently causes jail disturbance, escapes, substandard living conditions, poor sanitation and hygiene-related diseases as the number of inmates in jails continue to increase. For this reason, an integrated prison and jail system is considered necessary to improve correctional services and solve the jail congestion problem nationwide.

This proposed bill gives way to an integrated prison and jail system that particularly aims to:

1. enhance coordination and harmonious relationship among personnel of the national, provincial, sub-provincial, district, city, and municipal jails;
2. avoid fraternization between jail personnel and prisoners through reshuffling of personnel from one jail to another; and
3. immediately respond to the logistical needs of each jail by easily adjusting the expenses of every jail depending upon the number of its prisoner at a given time.

This bill further seeks to improve the existing penal system in the Philippines by abolishing the Bureau of Corrections, Bureau of Jail Management and Penology, and the provincial jail services being maintained by the provincial governments. In lieu thereof, a coordinated, highly-efficient and competent corrections bureau, to be known as the Bureau of Correctional Services, will be established. This bureau will be responsible for the proper custody and rehabilitation of the inmates in the national prisons, as well as in the provincial, sub-provincial, district, city, and municipal jails in the country.

This measure was filed by the Magdalo Party-List in the 16th Congress and was subsequently referred to the Committee on Public Order and Safety.

In view of the foregoing, the approval of this proposed bill is earnestly requested.


HON. GARY C. ALEJANO

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AN ACT

INTEGRATING ALL THE NATIONAL, PROVINCIAL, SUB-PROVINCIAL, CITY, AND MUNICIPAL JAILS, PLACING FOR THE PURPOSE THE BUREAU OF CORRECTIONS, PROVINCIAL/SUB-PROVINCIAL JAILS AND THE BUREAU OF JAIL MANAGEMENT AND PENOLOGY UNDER A NEW BUREAU TO BE CALLED THE BUREAU OF CORRECTIONAL SERVICES, APPROPRIATING FUNDS THEREFOR AND FOR OTHER PURPOSES

Be in enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

1 **SECTION 1. *Short Title.*** – This Act shall be known as the “*Jail Integration Act of*
2 *2016*”.

3
4 **SEC. 2. *Declaration of Policy.*** – It is hereby declared to be the policy of the State to
5 establish a highly efficient and competent jail bureau which shall be responsible for the proper
6 custody and rehabilitation of the inmates in the provincial, sub-provincial, district, city, and
7 municipal jails. Towards this end, the State shall promote an effective rehabilitation program for
8 the inmates; provide standard and adequate jail facilities; establish uniform guidelines and
9 policies for the efficient management of the personnel and inmates of the national prisons and
10 the provincial, sub-provincial, district, city, and municipal jails; and professionalize all the
11 personnel thereof.

12
13 **SEC. 3. *Creation and Composition of the Bureau of Correctional Services.*** – The
14 Bureau of Correctional Services, hereinafter referred to as the Bureau, is hereby established and

1 constituted, which shall be placed under the direct control and supervision of the Department of
2 Justice (DOJ) and initially consisting of the Bureau of Corrections created pursuant to Section
3 26, Chapter 8, Title III, Book IV of the Revised Administrative Code of 1987; the Bureau of Jail
4 Management and Penology (BJMP) created pursuant to Republic Act No. 6975; and the
5 provincial, sub-provincial jail services maintained by the respective provincial governments.

6 Detention centers and lock-up cells being maintained by the Armed Forces of the
7 Philippines, Philippine National Police (PNP), Boys Town, Girls Center, and other existing
8 youth rehabilitation centers shall not be considered as included herein.

9
10 **SEC. 4. *Functions and Jurisdiction of the Bureau.*** – The Bureau shall be responsible
11 for the safe and efficient custody and effective rehabilitation of the prisoners within territorial
12 limits of the Philippines in consonance with the Constitutional mandate provided for under
13 Section 19 (2) of Article III. It shall exercise supervision and control over all national prisons,
14 provincial, sub-provincial, district, city, and municipal jails, and perform such other functions as
15 may be necessary to carry out the policies set forth under Section 2 hereof.

16 The bureau of Correctional Services shall absorb the functions of the Bureau of
17 Corrections, BJMP, and the provincial and sub-provincial jails maintained by their respective
18 provincial governments.

19
20 **SEC. 5. *Organization and Key Positions.*** – The head of the Bureau, to be known as the
21 Director, shall have the position and title of Chief of the Bureau and shall be assisted by two (2)
22 deputy chiefs, to be known as Deputy Directors, who shall have the title of Deputy Chief for
23 National Prisons and Deputy Chief for Local Jails, respectively, all of whom shall be appointed
24 by the President.

25 Each Deputy Director shall have two (2) assistants who shall have the position and title
26 of Assistant Chief for Management and Rehabilitation and Assistant Chief for Security and
27 Operations, respectively.

1 The Secretary of Justice shall prescribe the organizational structure, staffing pattern, as
2 well as the functions of key officers of the Bureau upon the effectivity of this Act.

3
4 **SEC. 6. *Maintenance of Adequately-Equipped and Sanitary Jails.*** – There shall be
5 established and maintained in every province, city and municipality a secured, clean, adequately-
6 equipped and sanitary jail for the custody and safekeeping of the prisoners.

7 There shall be established and maintained also a secured, clean, adequately-equipped and
8 sanitary jail for the custody of convicted prisoners who are serving sentence or awaiting result of
9 their appeals. The national jails shall refer to the existing national prisons and penal colonies
10 such as the New Bilibid Prison; Correctional Institution for Women; Iwahig Prison and Penal
11 Farm; Davao Prison and Penal Farm; Sablayan Prison and Penal Farm; Leyte Regional Prison;
12 and San Ramon Prison and Penal Farm.

13
14 **SEC. 7. *Custody and Treatment of Prisoners.*** – In the custody and treatment of the
15 herein mentioned prisoners, full respect for their human rights as well as their spiritual, physical
16 and general well-being shall be promoted.

17 Any person who employs physical, psychological, inhuman or degrading punishment
18 against any prisoner or detainee, or who appears responsible for the use of substandard or
19 inadequate penal facilities under subhuman conditions shall, in addition to whatever criminal
20 liability he may incur under existing laws, be administratively liable for Grave Misconduct
21 pursuant to Civil Service laws, rules and regulations.

22
23 **SEC. 8. *Power of the Secretary of Justice to Categorize Prisoners.*** – Upon the
24 effectivity of this Act, the Secretary of Justice shall, after consultation with the Chief of the
25 Bureau, issue rules and regulations pertaining to the classification, commitment and transfer of
26 the prisoners, taking into account their age, incorrigibility or recidivism, gravity of the offense

1 committed, penalty or sentence imposed on them, and such other factors as may help in
2 determining to which jail they shall be properly and appropriately placed under custody, with the
3 end in view of decongesting the jails and promoting the general welfare of the prisoners.
4

5 **SEC. 9. *Transfer, Merger, and Absorption of the Offices and Personnel.*** – All
6 properties, equipment and finances of the provincial and sub-provincial jails; of the defunct
7 Bureau of Corrections and the national jails mentioned in Section 6 hereof; and, of the defunct
8 BJMP and the existing district and city/municipal jails, shall be transferred to the Bureau. The
9 transfer, merger, and/or absorption of any government office concerned shall include the
10 functions, appropriate records, equipment, facilities, choses in action, assets, liabilities, if any,
11 and the personnel thereof who shall, unless removed for cause after observing due process, in a
12 holdover capacity, continue to perform their duties and responsibilities and receive their
13 corresponding salaries and benefits. Those personnel of the transferred, merged, and/or absorbed
14 office/unit whose positions are not included in the new position structure and staffing pattern
15 approved by the DOJ, or who are not reappointed shall be given preference to join the Bureau of
16 Correctional Services or any of the offices thereunder or shall be allowed to retire under existing
17 laws, rules and regulations. Otherwise, they shall be deemed separated and paid gratuity
18 equivalent to one and one-fourth (1 ¼) months basic salary for every year of service or a fraction
19 thereof.
20

21 **SEC. 10. *Special Oversight Committee.*** – A Special Oversight Committee composed of
22 the Secretary of Justice as Chairman, the Secretaries of the Department of Interior and Local
23 Government and the Department of Budget and Management, the Chairman of the Civil Service
24 Commission, the Chief of the Bureau of Correctional Services, and he Chairman of the Senate
25 and House of Representatives Committees on Justice and Human Rights as members, is hereby
26 created. This Committee shall plan and oversee the expeditious implementation of the transfer

1 and absorption of the Bureau: the personnel, properties, appropriations and installations of the
2 Bureau of Corrections, including the national jails mentioned in Section 3 hereof and the BJMP,
3 including the existing provincial and sub-provincial jails maintained by their respective
4 provincial governments.

5

6 **SEC. 11. *Implementation.*** – The implementation of this Act shall be undertaken in four
7 (4) phases, to wit:

8 PHASE I – Inventory and absorption by the Bureau of all personnel, properties,
9 equipment, records, appropriations, and finances of the transferred and absorbed offices
10 mentioned in Section 9 hereof, to be completed within six (6) months from the effectivity of this
11 Act.

12 PHASE II – Recruitment of personnel to cover all district, city and municipal jail
13 positions which, prior to the effectivity of this Act, have not yet been filled by the organic
14 personnel of the defunct BJMP, to be completed within six (6) months from the effectivity of this
15 Act. To accomplish the task of Phase II, special funds therefor shall be appropriated upon the
16 effectivity of this Act. At the end of this phase, all these jail positions shall have been filled by
17 the organic personnel of the Bureau and removed from the supervision and control of the
18 members of the PNP.

19 PHASE III – Approval by the Secretary of Justice of the organizational structure of the
20 Bureau, and the preparation and filling up of its staffing pattern, to be completed within twelve
21 (12) months from the effectivity date hereof.

22 PHASE IV – Conversion of the rank of the uniformed personnel of the defunct BJMP
23 into its equivalent rank/position in the Bureau, and the rationalization of compensation and
24 retirement systems, taking into consideration the existing compensation schemes and retirement
25 and separation benefit systems of the transferred and absorbed offices mentioned in Section 9
26 hereof, to ensure that no member of the Bureau shall suffer any diminution in basic longevity

1 and incentive pays, allowances and retirement benefits due them before the creation of the
2 Bureau, to be completed within two (2) years from the effectivity of this Act. The Special
3 Oversight Committee mentioned in Section 10 hereof shall be responsible for the timely
4 accomplishment of this phase.

5 Upon the effectivity of this Act, the present Bureau of Corrections as well as the BJMP
6 shall cease to exist. The incumbent Director of the defunct Bureau of Corrections shall act as the
7 Chief of the Bureau of Correctional Services until such time as he shall have been replaced by
8 the President.

9
10 **SEC. 12. *Retirement Age of Uniformed Personnel of the Defunct BJMP.*** – Any
11 uniformed personnel of the defunct BJMP who shall be absorbed by the Bureau may, upon
12 reaching the age of fifty-six (56) years, retire in accordance with Republic Act No. 6975 as
13 implemented by the BJMP. If he opts to remain in the service, he shall be retired in accordance
14 with Government Service Insurance System (GSIS) Retirement System under Presidential
15 Decree No. 1146, as amended.

16
17 **SEC. 13. *Application of Civil Service Laws.*** – The Civil Service Law and its
18 implementing rules and regulations shall apply to all personnel of the Bureau.

19
20 **SEC. 14. *Funding.*** – For purposes of organizing and constituting the Bureau, and for
21 carrying out the provisions of this Act, the appropriations for the current fiscal year of the
22 transferred and abolished offices mentioned in Section 9 hereof shall be transferred to the
23 Bureau. Thereafter, such amounts as may be necessary to carry out the provisions of this Act
24 shall be included in the annual General Appropriations Act.

1 **SEC. 15. *Implementing Rules and Regulations.*** – Within six (6) months from the
2 effectivity of this Act, the Secretary of Justice shall, in coordination with the Bureau, promulgate
3 rules and regulations necessary to ensure the effective implementation of this Act.
4

5 **SEC. 16. *Separability Clause.*** – If any portion of this Act is declared unconstitutional,
6 the same shall not affect the validity and effectivity of the other provisions not affected thereby.
7

8 **SEC. 17. *Repealing Clause.*** – All laws, decrees, executive orders, rules and regulations,
9 and other issuances or parts thereof which are inconsistent with this Act are hereby repealed,
10 amended or modified accordingly.
11

12 **SEC. 18. *Effectivity.*** – This Act shall take effect after fifteen (15) days following its
13 publication in at least two (2) national newspapers of general circulation.

Approved,