1.0 PURPOSE

This circular primarily aims to provide a standard procedure on planning and design of a Jail Facility Project in the Jail Bureau. It is likewise crafted to respond to the requirements of the revised UN Minimum Rules in the Treatment of Prisoners or the Nelson Mandela Rules in relation to existing Philippine Codes. This is also to improve the quality of design of jail infrastructure in the Philippines as a contributing factor to the safety, security, and dignity of detained individuals and jail personnel, and was purposely developed to enhance and institutionalize the minimum standard designs for Small, Medium, Large and Very Large Jail Facilities in the Jail Bureau.

The leadership of the BJMP strongly believes that this circular and its annexes shall contribute substantially to deliver the mission and mandate of the Jail Bureau pursuant to paragraphs 1 and 2 of Section 63 of Republic Act No. 6975 to mitigate or avoid the current challenges encountered in construction projects which greatly affects the Budget Utilization Rate of the Jail Bureau.

2.0 RATIONALE/BACKGROUND

The BJMP cannot ignore the fact of overcrowding in jails. There are more Persons Deprived of Liberty (PDL) than jails can accommodate. In fact, for the current year (2018) the situation of 540.84% congestion contributes to the increase in morbidity rate of PDL and if not given attention the earliest time, the worst scenario might be to erode humanity in jails. Also, FY 2018 marked a Php 94,088.35 per capita with 154,297 average jail population.

Pursuant to the provisions of Republic Act No. 6975, it is declared in the policy of the state to ensure public safety at all times. To meet this end view, the State shall bolster a system of collaboration and coordination among the citizenry, local chief executives, other public safety agencies and identified interested parties.

The function of the Jail Bureau is to enhance public safety through humane safekeeping and development of PDL. Section 63 of RA 6975 elucidates the BJMP mandate as follows:

*To establish and maintain in every district, city and municipality a secured, clean, adequately equipped and sanitary jail for the custody and safekeeping of...
city and municipal prisoners, any fugitive from justice, or person detained awaiting investigation or trial and/or transfer to the national penitentiary, and/or violent mentally ill person who endangers himself or the safety of others, duly certified as such by a proper medical or health officer, pending the transfer to a medical institution.

The municipal or city jail service shall preferably be headed by a graduate of a four (4) year course in psychology, psychiatry, sociology, nursing, social work or criminology who shall assist in the immediate rehabilitation of individuals or detention of prisoners. Great care must be exercised so that the human rights of these prisoners are respected and protected, and their spiritual and physical well-being are properly and promptly attended to.”

With the above provisions of the law, the BJMP in partnership with the International Committee of the Red Cross (ICRC), a foreign organization with exclusive humanitarian mission, developed in 2012 the BJMP Manual on Habitat, Water, Sanitation and Kitchen in Jails known as the WATHAB Manual. In support to the said manual, the BJMP NHQ issued the standard design/layout of Types A, B and C jail buildings considering the minimal budget for Construction Outlay at that time.

The said manual was crafted primarily to provide technical standards in the four areas of PDL living condition in jails: habitat, water, sanitation and kitchen. The ICRC focused their collaborative effort through their “A Call for Action” program aimed at achieving a nationwide change in places of detention of the BJMP.

However, in the last quarter of 2017, the ICRC and the technical staff of the Directorate for Logistics met and came up with an idea on the need to further develop the existing WATHAB Manual and expand its scope by introducing the standard planning and design procedure following the Project Management Cycle. The proposal is in response to the increased infrastructure budget of the BJMP as a result of its request to the National Government subjective to address jail congestion in the country.

With the benevolence of the ICRC, initial planning was conducted and the BJMP Project Team was created. It was followed by series of workshops and finally as the project team progressed, work breakdown structure was produced iterating the deliverables and activities for action.

--

Prepared By: ALBERTO M MARIANO
Jail Chief Inspector
Chief, Real Property Division

Reviewed By: ALLAN S IRAL, CESE
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau/BJMP QMR

Approved By: DEOGRACIAS C LAPAYAN, CESE
Jail Director
Chief, BJMP

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Thus, this Standard Operating Procedure is developed to serve as a guide to BJMP logistics officers, planning officers and designers (engineers & architects) on how the infrastructure projects of the Jail Bureau shall be developed and implemented.

3.0 SCOPE AND DELIMITATION

This SOP covers only the planning phase of Project Management which involves the Preparation of a Project Proposal, Project Brief, Conduct of Feasibility Study and Preparation of the Concept Design and Detailed Design (illustrated in Figure 1.0)

![Project Management Cycle Diagram]

Planning Phase

Implementation Phase

4.0 OBJECTIVES

4.1 To re-engineer the current practice on the establishment of new jail facilities and expansion of existing facilities by institutionalizing the proper project planning and application of the minimum standards in the design of jails in response to the revised UN Minimum Rules in the Treatment of Prisoners;

4.2 To adopt Project Management tools, techniques and methods in the life cycle of all projects in the Jail Bureau from Planning Phase to Implementation Phase;

Prepared By: ALBERTO M. MARIANO
Jail Chief Inspector
Chief, Real Property Division
Recommend for Approval: LEO P. BALDON
Jail Chief Superintendent
Director for Logistics

Reviewed By: ALLAN S. IRAL, CESE
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau/BJMP QMR

Approved By: DEGGRADIAS O. TARAYAN, CESE
Jail Director
Chief, BJMP

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4.3 To build a functional and responsive jail facility that promotes PDL welfare, protects society from PDL/offenders who are incarcerated in BJMP-managed jails while providing them the minimum basic living conditions;

4.4 To guide planners and designers in the 17 Regional Offices in preparing plans compliant to the requirements of an ideal jail facility, taking into account the “Triple Constraints”, the Scope, the Budget and the Schedule;

4.5 To capacitate the Regional Offices thru knowledge on how to prepare the Project Proposal, Project Brief and the need to conduct the Feasibility Study in all proposed projects; and

4.6 To mitigate or eliminate the issues that commonly arise during implementation phase of infrastructure projects that affects utilization of budget of the Jail Bureau.

5.0 DEFINITION OF TERMS

The following functional terms used in this circular shall be understood to mean as follows:

- **Appropriation** – is the total budget allocated to the Jail Bureau to include Capital Outlay for construction of jail facilities, perimeter fences, offices and other jail facilities.
- **BJMP** – Bureau of Jail Management and Penology.
- **Communication Planning** – is the method to share the information and who’s responsible for preparing and sharing the communication.
- **Contingency Budget** – is the fund allotted for unforeseen events/occurrences that may occur during the implementation of the project.
- **ICRC** - International Committee of the Red Cross.
- **Feasibility Study** – is a thorough research and study of the site to validate if it will comply with the requirements identified in the Project Brief.
- **Project** – is a temporary endeavor undertaken to create a unique product, like the construction of a jail.
• Project Management – is the application of knowledge, skills, tools and techniques in project activities to meet project requirements.
• Planning Phase – is an iterative activity that continues to progressively detail and elaborate plans about a project.
• Project Proposal – is a document that defines the vision of the proposed
• Project Brief – is a document that guides the engineers and architects in coming with the concept design of the proposed facility.
• Project Design – is the early phase of a project where key features, structure, criteria for success, and major deliverables are planned.
• Quality Plan – is part of the Project Plan that includes the processes and activities necessary to ensure that the deliverables are produced and the project meets the objectives.
• Risk – is an uncertain event or condition in the future which may or may not happen, which may cause a positive or negative effect on project’s objectives.
• Risk Management Plan – is a document that foresees risks, estimate impacts, and define responses to issues. It also contains a risk management matrix.
• Risk Register – is a repository in which outputs of risk management processes are recorded.
• Standards – a document that contains specifics (standard) in the design of BJMP jails such as sizes, locations, material requirements, etc.

6.0 GENERAL PROCEDURES

The following are the Standard Operating Procedure that shall be adopted by all Technical Working Groups at the National Headquarters, Regional Offices and Jail Units:

7.1 Project Initiation Phase. There are two processes in this phase.

7.1.1 Develop a Project Proposal/Charter

The project charter is prepared when construction of a new jail or expansion of the existing jail is proposed by a Jail Warden or other stakeholders. The proposal is a simple document where the objective is clearly stated and defined. The needs, problems and good practices encountered in the present structure shall also be discussed in the proposal. The accomplishment of the Jail Assessment Report (JAR) will
support the writing of a charter. A standard format is attached as Annex “B” and the document shall outline the following:
- Summary
- Introduction of your current jail (its profile and staff)
- The current jail needs and or problems encountered
- Objectives (why you are proposing for a new jail)
- Ideal location of the new jail
- The key benefits of reaching or achieving the objectives

### 7.1.2 Create Stakeholder Registry
- create a list of various key stakeholders that you can identify who has big impact on the project. An example of the Stake Holders Registry is hereby presented:

<table>
<thead>
<tr>
<th>Nr.</th>
<th>Name</th>
<th>Role</th>
<th>Function</th>
<th>Power</th>
<th>Influence</th>
<th>Expectations</th>
<th>Contact Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>DBM</td>
<td></td>
<td>Release the budget</td>
<td>High</td>
<td>High</td>
<td>Can reduce the current congestion rate</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>DILG</td>
<td></td>
<td>Indorse the request</td>
<td>High</td>
<td>High</td>
<td>Lower the immune system related diseases</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>LGU</td>
<td></td>
<td>As CEO of the city, has to ensure public safety as AOR</td>
<td>High</td>
<td>High</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Jail TWG</td>
<td>Project Team</td>
<td>Prepare the Project Proposal, Project Brief</td>
<td>High</td>
<td>High</td>
<td>Provide a decent jail facility for the PDL and personnel</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Chief, Logistics Division</td>
<td>Head of the RO TWG</td>
<td>Prepare Project Brief and Project Proposal</td>
<td>High</td>
<td>High</td>
<td>Provide a decent jail facility for the PDL and personnel.</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Director for Logistics NHQ</td>
<td>Provision of standards and technical guidance on construction projects</td>
<td>Ensure that construction of a jail is finished in a 12 month period</td>
<td>Medium</td>
<td>High</td>
<td>Realization of a standard design for Small, Medium, Large and Very Large Jail under the Jail Bureau</td>
<td>Implementation</td>
</tr>
<tr>
<td>7</td>
<td>ICRC</td>
<td></td>
<td>Offer technical assistance, trainings and other capability build-up for</td>
<td>Low</td>
<td>High</td>
<td>Institutionalize the Minimum Standard Jail Design in the BJMP</td>
<td></td>
</tr>
</tbody>
</table>

Prepared By:
ALBERTO M. MARIANO
Jail Chief Inspector
Chief, Real Property Division
Recommend for Approval:
LEO R. BALDON
Jail Chief Superintendent
Director for Logistics

Reviewed By:
ALLAN S. IRAL, CESE
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau/BJMP QMR

Approved By:
DEOGRAFAS C. RAPAYAN, CESE
Chief, BJMP
7.2 Project Planning Phase. This is the phase where the Project Team at the jail unit level shall be organizing or assembling the team and kick off meetings. The meetings are focused in the preparation of project brief using the project charter. This is to detail the work required to deliver the project objectives.

7.2.1 Create the Project Brief

The project proponent (most of the time the Jail Wardens) with the assistance of the TWG members at jail units and Regional Offices shall prepare the project brief. Together, they shall prepare the document and conduct series of meetings and workshops and adopt a methodology of doing things in which the key stakeholders (all Section Heads are represented) are present to thoroughly discuss the brief contents and make decisions using the project charter as one of its references. But in case of expansion of an existing jail, a brief is only required if the new capacity changes the category of the jail based on the assumptions made, for example from Medium (101-500 PDL capacity) to Large (501-1000 PDL capacity).

The Brief shall discuss thoroughly the following outlined contents but the team shall ensure that all requirements defined in this document shall be in line with the minimum standards for the design of the jail facility based on categories herein set forth:

- Jail Lay-out
- Family Visit
- Commitment
- Food Chain Management
- PDL Accommodation
- Development Activities
- Healthcare
- Support Services
- General Requirements
- Security

Prepared By: ALBERTO M. MARIANO
Jail Chief Inspector
Chief, Real Property Division

Reviewed By: ALLAN S. IRAL, CESE
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau/BJMP QMR

Approved By: DEGRACIAS C. TAPAYAN, CESE
Jail Director
Chief, BJMP

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The TWG shall also create the Gantt Chart/Bar Chart that includes all the identified activities and corresponding duration. A sample from Quezon City Brief is provided below as a guide:

5. Time line for the new QCJ planning, design and construction.
A bubble diagram is also an essential component of a project brief to provide the designer a clearer understanding of the zoning of the new jail and the interrelation of each facilities found in the proposed new facility or expansion of an existing one. Samples of bubble diagram are also attached as guide.
Example of Bubble Diagram for a Large Facility - General Layout

Prepared By:
ALBERTO M MARIANO
Jail Chief Inspector
Chief, Real Property Division

Reviewed By:
ALLAN S IRAL, CESE
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau/BJMP QMR

Approved By:
DEGRACIUS C TAPAYAN, CESE
Jail Director
Chief, BJMP

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STANDARD OPERATING PROCEDURE

TOPIC

BJMP STANDARD PROCEDURES ON JAIL PLANNING AND DESIGN

SUB TOPIC

PREScribes THE PROCEDURES IN THE CONDUCT OF PLANNING AND DESIGN OF BJMP JAIL PROJECT/S PRIOR TO ANNUAL BUDGET INCLUSION

Example of a Bubble Diagram for a Large Facility – Accommodation

Example of a Bubble Diagram for a Large Facility – Visitation

The samples above labeled as Annex "C" will form part of this SOP.

Prepared By: ALBERTO M MARIANO
Jail Chief Inspector
Chief, Real Property Division

Reviewed By: ALLAN S IRAL, CESE
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau/BJMP QMR

Approved By: DEOGRAcIAS C. TARAYAN, CESE
Jail Director
Chief, BJMP

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7.2.2 Conduct of a Feasibility Study

A feasibility study is performed by an organization in order to evaluate whether a specific action makes sense from an economic or operational standpoint. The objective of the study is to test the feasibility of a specific action and to determine and define any issues that would argue against this action.

As to the context of this SOP, the conduct of feasibility study applies only to the lot where the proposed project is to be implemented. The conduct of FS over the proposed site is indispensable especially to a new jail facility. The project team shall conduct a Feasibility Study (Standard format is attached as Annex "D") to determine the viability and suitability of the lot based on the requirements mentioned in the project brief. The following shall be considered in the conduct of feasibility study:

- Technical documents of the lot to be donated
- Accessibility
- Natural Environment
- Essential Services
- Social Environment, and
- Proximity to services and other institutions

7.3 Develop the Project Design – after all the major processes listed above are done and the viability of the site was proven ideal in the FS Report, architects and engineers and other stakeholders shall perform the following:

7.3.1 Develop the Concept Design

The development of the concept design of the proposed projects by the architects and engineers who were tapped to prepare the concept design shall be based on the project brief and the bubble diagram prepared by the project team.

7.3.2 Develop the Detailed Design

The detailed design shall be based on the Minimum Standards for the Design of BJMP Jails as herein attached marked as (Annex A). In this stage, the architects and engineers shall provide the following:

Prepared By: ALBERTO M. MARIANO
Jail Chief Inspector
Chief, Real Property Division

Reviewed By: ALLAN S. IRAL, CESE
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau BJMP QMR

Approved By: DEOGRACIAS C. HAYATAN, CESE
Jail Director
Chief, BJMP

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STANDARD OPERATING PROCEDURE

BJMP STANDARD PROCEDURES ON JAIL PLANNING AND DESIGN

PRESCRIBES THE PROCEDURES IN THE CONDUCT OF PLANNING AND DESIGN OF BJMP JAIL PROJECT/S PRIOR TO ANNUAL BUDGET INCLUSION

- Determine the engineering requirements;
- Develop construction plans/drawings
- Determine total project cost
- Design development and construction documents; and
- Develop construction specifications

Once the above processes have been complied with, submit the document to the regional approving authority and subsequently to the National Headquarters thru the Program Director (Directorate for Logistics) for inclusion in the priority projects to be requested for funds.

7.4 RESPONSIBILITY – The following matrix summarizes the above processes defining individual or group responsibilities and the corresponding projected period of action to finish the planning documents, to wit:

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</thead>
<tbody>
<tr>
<td>Goal</td>
<td>Definition of the Vision of the proposed facility</td>
<td>Identification of jail Requirements (Programming)</td>
<td>Validation of the site with respect to project requirements</td>
<td>Development of the detailed layout, construction details, including cost estimates</td>
<td>Identification of Technically, Legally &amp; Financially (TLF) Capable Contractors</td>
<td>Execution and monitoring of project</td>
<td>Ensuring continuity in the proper operation and maintenance of the facility</td>
</tr>
<tr>
<td>Activities</td>
<td>✓ Conduct Jail Assessment (to produce the JAR) ✓ Research statistics about jail operations ✓ Collate other relevant</td>
<td>✓ Produce Programming Checklist that identifies the proposed jail’s Functional Components and desired</td>
<td>✓ Identify suitability of the site based on requirements from the brief and potential risks</td>
<td>✓ Determine engineering requirements ✓ Develop schematic design ✓ Conduct Detailed Engineering</td>
<td>✓ Develop bid documents ✓ Conduct pre procurement conference (if necessary)</td>
<td>✓ Secure Construction Permits and Clearances ✓ Joint site inspection ✓ Review plans/drawings</td>
<td>✓ Receive as built drawings ✓ Develop and initiate a building maintenance program ✓ Develop and manage a plan for</td>
</tr>
</tbody>
</table>

Prepared By: ALBERTO M MARIANO
Jail Chief Inspector
Chief, Real Property Division
Recommended for Approval: LEO P BALDON
Jail Chief Superintendent
Director for Logistics
Reviewed By: ALLAN S IRAL, CESE
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau/BJMP QMR
Approved By: DEGRACIAS C. LAYAYAN, CESE
Jail Director
Chief, BJMP

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# STANDARD OPERATING PROCEDURE

## BJMP STANDARD PROCEDURES ON JAIL PLANNING AND DESIGN

### SUB-TOPIC

**PRESCRIBES THE PROCEDURES IN THE CONDUCT OF PLANNING AND DESIGN OF BJMP JAIL PROJECT/S PRIOR TO ANNUAL BUDGET INCLUSION**

<table>
<thead>
<tr>
<th>Methodologies</th>
<th>Visual inspection and measurements</th>
<th>Brainstorming</th>
<th>Focus Group Discussions</th>
<th>Interviews</th>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Considering</th>
<th>Developing floor plan, elevations, sections</th>
<th>Development of construction specifications</th>
<th>Development of construction schedule</th>
<th>Derive quantity take-off</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Mainly the lot size, location, and accessibility</td>
<td>Propose alternative solutions to identified problems</td>
<td>Recommend which solution is most feasible to implement</td>
<td>Determine total project cost</td>
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<tr>
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<td></td>
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<td>Develop Bill of Quantities</td>
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<td>Draft budget request to NHQ and/or DBM</td>
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<td>Advertise invitation to bid</td>
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<td>Conduct pre-bid conference</td>
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<td></td>
<td>Conduct site inspection</td>
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<td>Conduct contracts</td>
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<td>Issue Notice to Proceed</td>
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<td></td>
<td></td>
<td>Administer construction contract</td>
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<td></td>
<td>Monitor quality of works</td>
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<tr>
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<td></td>
<td></td>
<td></td>
<td>Oversee construction schedule</td>
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<td></td>
<td></td>
<td>Obtain occupancy permits</td>
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<td>Transferring PDL and personnel to the new facility</td>
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<td></td>
<td>Develop hand over activities</td>
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<td></td>
<td>Site inspection by the Technical Inspection and Acceptance Committee</td>
</tr>
<tr>
<td></td>
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<td></td>
<td>Close-out meeting</td>
</tr>
</tbody>
</table>

Prepared By: **ALBERTO M MARIANO**
Jail Chief Inspector
Chief, Real Property Division

Reviewed By: **ALLAN S IRAL, CESE**
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau/BJMP QMR

Approved By: **DEOGRAECIA S. HAPIAN, CESE**
Jail Director
Chief, BJMP

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### STANDARD OPERATING PROCEDURE

**Topic:** BJMP STANDARD PROCEDURES ON JAIL PLANNING AND DESIGN

SUB-TOPIC: PRESCRIBES THE PROCEDURES IN THE CONDUCT OF PLANNING AND DESIGN OF BJMP JAIL PROJECT/S PRIOR TO ANNUAL BUDGET INCLUSION

**Effective Date:** 23 Jan 2019

**Page:** 15 of 17

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<table>
<thead>
<tr>
<th>Office/Team Primary Responsible</th>
<th>Data collection: Warden (jail level)</th>
<th>TWG: Consolidation and Project Proposal Creation Members of TWG: Chief Logistics Division, CRS, Regional Operations Officer</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Requirements identification: Warden and the jail personnel with support from Regional Engineer</td>
<td>TWG: Consolidation and Brief Document production Members of TWG: Chief Logistics Division, CRS, Regional Operations Officer, IWD Officer, Health Officer</td>
</tr>
</tbody>
</table>

| Data collection: Chief Logistics Division, Personnel from Operations of the Region, Personnel from the Regional Intelligence Division (RID), Proponent/Warden concerned TWG: Consolidation and report writing Members of TWG: Chief Logistics Division, CRS, Regional Operations Officer, Intel Officer |
| Regional Engineers | Technical Personnel of Directorate for Logistics (when needed) | Bids and Awards Committee (BAC) | BAC Secretariat |
| Bids and Awards Committee (BAC) | BAC Technical Working Group | Procurement Section |
| Logistics Division | Project Management Team |
| Logistics Division | End-User |

**Signatories**

- Prepared by: Secretariat and TWG;
- Conforme: Warden;
- Approved by: Regional Director

- Prepared by: Secretariat and TWG;
- Conforme: Warden;
- Approved by: Regional Director

- Prepared by: Secretariat and TWG;
- Conforme: Warden;
- Approved by: Regional Director

- Regional Engineer
- Chief Logistics Division
- Head of Procuring Entity (HOPE)

- Bids and Awards Committee Members
- Head of Procuring Entity (HOPE)

- Regional Logistics
- Directorate for Logistics

**Technical Inspection and Acceptance Committee for Infrastructure**

**Time Frame**

- approximately 1 month
- approximately 1 month
- approximately 1 month
- Project should be awarded within 3 months after advertisement

- Depending on the contract period
- Within a week after issuance of Certificate Of Completion

---

**Prepared By:**

Alberto M. Mariano
Jail Chief Inspector
Chief, Real Property Division

**Recommended for Approval:**

LEO P. BALDON
Jail Chief Superintendent
Director for Logistics

**Reviewed By:**

Allan S. Iral
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau/BJMP QMR

**Approved By:**

Deogracias S. Tarayon, Cese
Jail Director
Chief, BJMP

---

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9.0 RELATED LEGISLATIVE CONTEXTS

- RA 9184, Government Procurement Reform Act
- 2016 Revised IRR of RA No. 9184
- RA No. 3019, Anti-Graft and Corrupt Practices Act
- National Building Code of the Philippines
- DBM-DPWH Joint Circular No. 1, dated 20 October 2016
- BJMP Manual on Habitat, Water, Sanitation, and Kitchen in Jails
- Philippine Plumbing Code
- Philippine Electrical Code
- Fire Code of the Philippines, and
- National Structural Code of the Philippines (NSCP 2015 edition)

10.0 CHANGES AND UPDATE

All policies, guidelines and procedures are subject to regular assessment to reflect improvement and upgrade the delivery of public service.

11.0 MONITORING & EVALUATION

This procedure will be reviewed two years from its date of implementation, or earlier should a review be warranted.
12.0 SEPARABILITY CLAUSE

In the event that any provision or part of this policy is declared unauthorized, unconstitutional or invalid by a competent authority, provisions not affected by such declaration shall remain valid and effective.

13.0 RESCISIÓN CLAUSE

All other issuances which are inconsistent with this policy are hereby rescinded or modified accordingly and all WATHAB copies shall be recalled and stamped as “Obsolete” by the Document Control Officer pursuant to the provisions of BJMP QMS on Control of Documents.

14.0 EFFECTIVITY

This SOP shall take effect fifteen (15) days following the filing of three certified copies at the University of the Philippines Law Center in consonance with Section 3 and 4, Chapter 2, Book VII of Executive Order No. 292, otherwise known as ‘The Revised Administrative Code of 1987.’

Prepared By: ALBERTO M MARIANO
Jail Chief Inspector
Chief, Real Property Division

Reviewed By: ALLAN S IRAL, CESE
Jail Chief Superintendent
Deputy Chief for Administration of the Jail Bureau/BJMP QMR

Approved By: DEOGRAÇIAS C. TAPAYAN, CESE
Jail Director
Chief, BJMP

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