



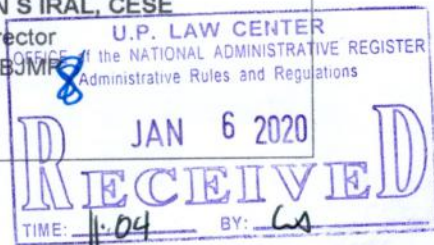
	MEMORANDUM CIRCULAR		DOCUMENT NO. BJMP - DO - MC - 87
	DISASTER RISK REDUCTION AND MANAGEMENT		ISSUE NO. 2
			REVISION NO. 1
	MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS		EFFECTIVE DATE 21 JAN 2020
PAGE 1 of 11			


1.0 REFERENCES

- a. Republic Act 9729, An Act Mainstreaming Climate Change in Government Policy Formulations, Establishing the Framework Strategy and Program on Climate Change, Creating for this Purpose the Climate Change Commission, and for Other Purposes or the Climate Change Act of 2009 as amended by RA 10174 (People's Survival Fund);
- b. Republic Act 10121, An Act Strengthening the Philippine Disaster Risk Reduction and Management System, Providing for the National Disaster Risk Reduction and Management Framework and Institutionalizing the National Disaster Risk Reduction and Management Plan, Appropriating Funds Therefor and for Other Purposes;
- c. BJMP Memorandum Circular No. 2013-05 Climate Change and Environmental Awareness in Jails (Eco-Jails Program);
- d. Level of Preparation of BJMP in Areas Prone to Disaster (DPD Research, 2014);
- e. Memorandum Circular No. 2006-02, BJMP Incident Management System;
- f. Disaster and Prevention Management Policy Brief # 1 titled "Reducing and Managing the Risk of Disaster in Philippine Jails and Prisons" by JC Gaillard, Etienne Marie Casing-Baring, Dewy Sacayan, Marjorie Balay-as, JO1 Michelle Santos;
- g. The BJMP National Incident Management System for Natural Disasters; and,
- h. BJMP Manual, Revised 2010.

2.0 RATIONALE/BACKGROUND

Jails and PDL suffer silently from natural hazards and disasters. They are greatly exposed to recurrent and less frequent natural hazards that are either diffused and widespread, in the case of tropical storms, typhoons and earthquakes, or more localized and spatially constrained such as floods and landslides (Gaillard, et al., 2016). Take for instance typhoons Ondoy in 2009 and Yolanda in 2013, severely impacted jails in Metro Manila and Eastern Visayas, respectively. Some jail facility buildings, perimeter walls and fences, lifelines, vehicles, supplies, documents and records were damaged at the height of these storms. On the other hand, old facilities located within densely populated urban areas, especially those surrounded by slums face fire hazard when a fire broke out near

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Noted by:  BABY NOEL P. MONTALVO, TLPE Jail Senior Superintendent Director for Operations	<div style="text-align: right;">  RECEIVED JAN 6 2020 TIME: 11:04 BY: LS </div>	

	MEMORANDUM CIRCULAR		DOCUMENT NO. BJMP-DO-mc-87
	DISASTER RISK REDUCTION AND MANAGEMENT		ISSUE NO. 2
			REVISION NO. 1
	MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS		EFFECTIVE DATE 21 JAN 2020
PAGE 2 of 11			

the Manila City Jail in December 2015. Other jails, such as, San Mateo Municipal Jail have been built on limited available land of less social visibility and economic value but often prone to floods. Enhanced scientific knowledge is also changing the hazard scape such as for the Metro Manila District Jail Annex (MMDJ) facilities in Taguig that are now known to be located right across the Valley Fault System. Hazards are also aggravated by the difficulties maintaining drainage and sewage infrastructure within the detention facilities as in the case of Quezon City Jail which face flash floods. These are just few of the many experiences that make jails in the Philippines fragile in facing natural hazards.

Jails are overcrowded, which means that since these facilities are located within hazard-prone areas, a large number of PDL are exposed to potential harm. The severity of the impact is driven by jails and PDL' vulnerability that can be best captured through two main perspectives: the physical (infrastructure) and social conditions. Likewise responses to disasters in jails are most often ad-hoc and not embedded within everyday DRRM policies nor are jails considered within local governments' policies to deal with disasters. Such a gap in policy and practice is accentuated by a lack of research on how jails as well as PDL actually deal with natural hazards and disasters. Nonetheless natural hazards rank highly among the threats PDL face in Philippine jails.

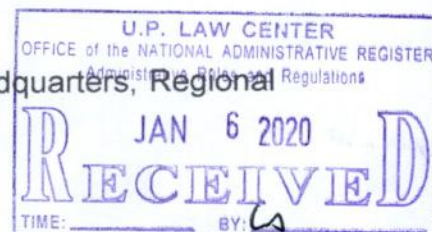
The existing National Jail Incident Management System (NJMIS) of BJMP requires all jails to maintain Operational Plans as response in times of natural disasters. These plans refer on responding and seldom to disaster risk reduction and geared towards security concerns to ensure that no PDL escapes. In the past years, there have been realizations that DRRM needs to be mainstreamed in jails. Towards this end, the BJMP has taken the call to institutionalize its active role in disasters that frequently occur in the country and affect the jails system.


3.0 OBJECTIVES

- 3.1 To provide a comprehensive system and integrated approach on DRRM in jails;
- 3.2 To increase staff awareness of DRRM and provide opportunities for staff development;
- 3.3 To provide management with rigorous, objective, detailed, professional assessment of the current status of the DRRM system applied in jails, with particular attention to its strengths and weaknesses;
- 3.4 To provide opportunities for recognition of innovation and excellence in the field of DRRM in jails; and,
- 3.5 To provide effective mechanisms in rendering immediate support to affected jails, personnel and PDL.

4.0 SCOPE

This Memorandum Circular shall apply to all levels: National Headquarters, Regional Offices and Jail Units.



	MEMORANDUM CIRCULAR	DOCUMENT NO. BJMP - 00 - MC - 87
	DISASTER RISK REDUCTION AND MANAGEMENT	ISSUE NO. 2
		REVISION NO. 1
	MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS	EFFECTIVE DATE 21 JAN 2020
		PAGE 3 of 11

5.0 DEFINITION OF TERMS

Disaster - a situation and process involving a hazardous event that has consequences in terms of damage, livelihood disruption and/or casualties.

Risk - potential for a disaster to occur is called disaster risk. In jails, disaster risk stems from the compound function of natural hazards and exposed jail and inmates characterized by their varying degree of vulnerability and capacities.

Natural Hazard - a natural phenomenon that is of potential danger for people and properties in a given area at a given period of time. This includes typhoons, floods, landslides, earthquakes, volcanic eruptions, tsunamis, storm surges, fires, droughts and heat waves.

Vulnerability - refers to jails and PDL susceptibility to suffer should potentially harmful natural hazards occur or, in other words, the condition of the jails and PDL that makes it possible for a natural hazard to turn into a disaster. Vulnerability usually reflects how power, wealth and resources are shared amongst people and organizations as those most vulnerable to natural hazards, such as jails and PDL often stand at the margin of the society.

Capacities - include the set of knowledge, skills and resources that PDL resort to in dealing with natural hazards and disasters. It includes trainings, knowledge capacity enhancements, solidarity networks, experiences of past hazardous events, local leadership and flexible decision-making.

Disaster Risk Reduction - consists in preventing hazards, reducing vulnerability and enhancing capacities. It combines prevention, mitigation and preparedness initiatives.

Prevention - includes all activities to hinder natural hazards from having harmful effects on jails and PDL.

Mitigation - refers to the taking of actions to reduce vulnerability. It accepts the occurrence of natural hazards but attempts to limit their impact on jails.

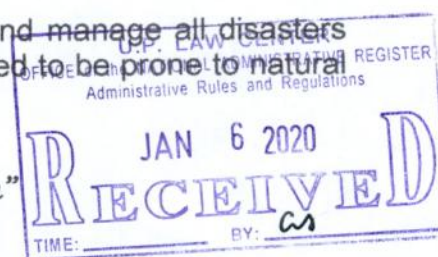
Preparedness - comprises activities taken in advance to enhance PDL capacities to ensure effective response to natural hazards.


Disaster Management - refers to the organization and management of resources and responsibilities for dealing with emergencies.

6.0 GENERAL GUIDELINES

6.1 The Bureau shall do its utmost efforts to reduce the risk and manage all disasters that may occur any time of the year. All jails that are identified to be prone to natural

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	MEMORANDUM CIRCULAR	DOCUMENT NO. BJMP - DO - MC - 87
	DISASTER RISK REDUCTION AND MANAGEMENT	ISSUE NO. 2 REVISION NO. 1
	MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS	EFFECTIVE DATE 21 JAN 2020 PAGE 4 of 11

and other hazards shall be the priority areas for DRRM strategies. (see Figure. BJMP-DRRM Framework).

6.2 Current disaster management protocols in jails will be reviewed. If needed, new alert and verification systems and appropriate manuals will be formulated. Periodic drills and exercises will be conducted to hone skills and improve quality of delivery of services. Programs for DRRM will be continually kept relevant.

6.3 The Bureau shall form the National and Regional Committees for DRRM. It shall designate national and regional DRRM officers in charge of designing national and regional DRRM plans and of coordinating support to jails in the event of a large disaster

6.4 Jail Wardens shall be the focal persons of the BJMP DRRM Committee. He shall eventually upgrade current emergency plans in coordination with regional, municipal, and city DRRM offices.

6.5 PDL constitute the first line of defense in facing disasters They shall, therefore, be at the forefront of DRRM and complement with the present Therapeutic Community Modality Program (TCMP) structure.

6.6 During disaster response, the Incident Management System (IMS) shall be activated to provide minimum standard for managing incidents. This shall also provide the field units all the necessary structure, as well as determined chain-of-command for an organized response to any critical incident.

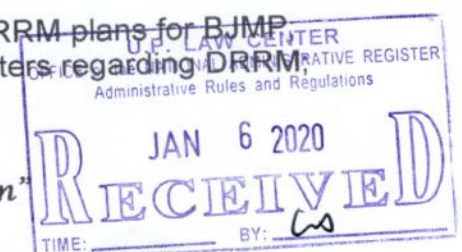
6.7 DRRM shall be strengthened in the training curriculum offered by the National Jail Management and Penology Training Institute (NJMPTI) for jail personnel.

7.0 CREATION OF NATIONAL, REGIONAL AND JAIL DRRM COMMITTEES AND STRENGTHENING THE SPECIAL TACTICS AND RESPONSE (STAR) TEAM CAPACITIES


The essential considerations for DRRM plans include evaluation of the current status of jails, risk and capability assessments existing oplans, current alert systems, communication and information dissemination procedures, lessons learned from previous missions and evaluation of feasible manpower and resources which will be mobilized during and for disasters. In addition to these, national, regional and jail committees shall be formed to develop comprehensive and holistic DRRM plans for BJMP.

7.1 The **BJMP National DRRM Committee** shall perform the following functions (see Figure 2. BJMP DRRM Composition):

- 7.1.1 Shall mainstream and design comprehensive DRRM plans for BJMP
- 7.1.2 Render advice to the Chief, BJMP on policy matters regarding DRRM



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	MEMORANDUM CIRCULAR	DOCUMENT NO. BJMP-DO-MC-87
	DISASTER RISK REDUCTION AND MANAGEMENT	ISSUE NO. 2
	MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS	REVISION NO. 1
		EFFECTIVE DATE 21 JAN 2020
		PAGE 5 of 11

- 7.1.3 Implement protocols and launch missions as directed by the Chief, BJMP;
- 7.1.4 Coordinate support to jails from national agencies like the PAGASA, PHIVOLCS, NDRRMC, Office of Civil Defense, Philippine Red Cross, Civic Organizations, NGOs and other concerned;
- 7.1.5 Ensure that jails are considered in any agenda or discussion of the NDRRMC;
- 7.1.6 Request and mobilize funds, manpower and resources as needed during disaster response; and,
- 7.1.7 Conduct continuous research and development relating to DRRM.

7.1.1.1 BJMP National DRRM Committee Composition

The BJMP National DRRM Committee shall be composed of:

Chairperson – Deputy Chief for Operations of the Jail Bureau

Vice-Chairperson for Disaster Prevention and Mitigation – Director for Program Development

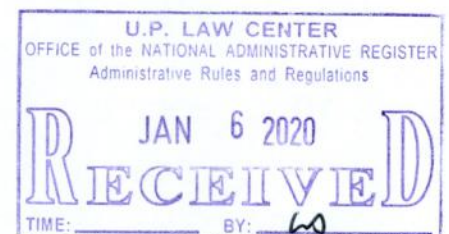
Vice-Chairperson for Preparedness – Director for Logistics

Vice-Chairperson for Disaster Response – Director for Operations

Vice-Chairperson for Disaster Rehabilitation and Recovery – Director for Welfare and Development

Members:


- a. Director for Personnel and Records Management
- b. Director for Intelligence
- c. Director for Health Service
- d. Director for Investigation and Prosecution
- e. Director for Information and Communications Technology Management
- f. Director for Comptrollership
- g. Director for Human Resource and Development
- h. Chief, Finance Service Office
- i. Chief, Chaplaincy Service Office
- j. Chief, Community Relations Service Office
- k. Chief, Accounting Service Office
- l. Chief, Legal Service Office
- m. NESJO
- n. SAO



7.2 Regional DRRM Committee shall perform the following functions (see Figure 2. BJMP-DRRM Composition):

- 7.2.1 Periodically evaluate and initiate DRRM protocols or as needed;
- 7.2.2 Set up protocols and packages for DRRM identified;

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	MEMORANDUM CIRCULAR	DOCUMENT NO. BJMP-00-MC-87
	DISASTER RISK REDUCTION AND MANAGEMENT	ISSUE NO. 2
	MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS	REVISION NO. 1
		EFFECTIVE DATE 21 JAN 2020
		PAGE 6 of 11

- 7.2.3 Conduct seminars and orientations in jails;
- 7.2.4 Maintain and update DRRM;
- 7.2.5 Coordinate all related activities regarding DRRM from the ground to the National Headquarters or vice versa.

7.2.1.1 BJMP Regional DRRM Committee Composition (RDRRMC)

The BJMP Regional DRRM Committee shall be composed of:

Chairperson – Assistant Regional Director for Operations

Vice-Chairperson for Disaster Prevention and Mitigation – Chief, Program Development Division

Vice-Chairperson for Preparedness – Chief, Logistics Division

Vice-Chairperson for Disaster Response – Chief, Operations Division

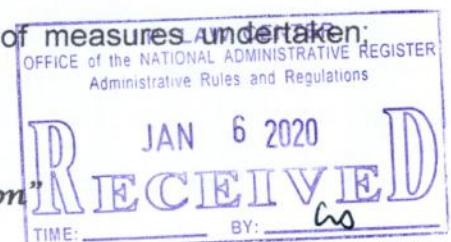
Vice-Chairperson for Disaster Rehabilitation and Recovery – Chief, Welfare and Development


Members:

- a. Chief, Health Service Division
- b. Chief, Information and Communications Technology Management Division
- c. Chief, Comptrollership Division
- d. Chief, Human Resource and Records Management Division
- e. Chief, Finance Section
- f. Chief, Chaplaincy Section
- g. Chief, Community Relations Section
- h. Chief, Accounting Section
- i. Chief, Legal/ Hearing Section
- j. RESJO
- k. Chief, Regional Supply Accountable Office
- l. Chief, General Service Section

7.3 Provincial DRRM Committee shall perform the following functions:

- 7.3.1 Collate risk assessment of various areas through the Warden;
- 7.3.2 Strengthen linkages with concerned local health units and concerned agencies, civic organizations and NGOs for support;
- 7.3.3 Evaluate and render risk assessment reports for administrative purposes by the decision makers in the Provincial DRRM Committees;
- 7.3.4 Initiate regular drills and coordinate appropriate training for personnel and PDL;
- 7.3.5 Conduct periodic evaluation of effectiveness of measures undertaken and



	MEMORANDUM CIRCULAR		DOCUMENT NO. BJMP-00-MC-87
	DISASTER RISK REDUCTION AND MANAGEMENT	TOPIC	ISSUE NO. 2
			REVISION NO. 1
	MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS	SUB-TOPIC	EFFECTIVE DATE 21 JAN 2020
		PAGE 7 of 11	

7.3.6 Request and mobilize funds, manpower and resources to achieve its functions.

7.3.1.1 BJMP Provincial DRRM Committee Composition (PDRRMC)

The BJMP Provincial DRRM Committee shall be composed of:

Chairperson – Jail Provincial Administrator

Vice-Chairperson for Disaster Rehabilitation and Recovery – Chief, Inmates Welfare and Development Section

Members:

- a. District Jail Wardens
- b. City Jail Wardens
- c. Municipal Jail Wardens

7.4 BJMP Wardens as DRRM Focal Persons

- 7.4.1 Collate risk assessment of various areas through the DRRM jail officer designated by the Warden;
- 7.4.2 Strengthen linkages with concerned MDRRMC, CDRRMC or PDRRMC local health units and concerned agencies, civic organizations and NGOs for support;
- 7.4.3 Evaluate and render risk assessment reports for administrative purposes by the decision makers in the Regional DRRM Committees;
- 7.4.4 Initiate regular drills and coordinate appropriate training for personnel and PDL;
- 7.4.5 Conduct periodic evaluation of effectiveness of measures undertaken; and
- 7.4.6 Request and mobilize funds, manpower and resources to achieve its functions.

7.4.1.1 BJMP Municipal, District and City Jail DRRM Committee Composition (PDRRMC)

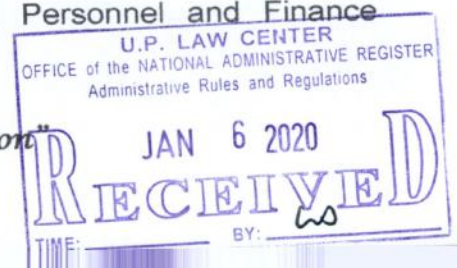
The BJMP Municipal, District and City Jail DRRM Committee shall be composed of:


Chairperson – Warden/ Wardress

Vice-Chairperson for Disaster Prevention and Mitigation – Chief, Administration Section

Vice-Chairperson for Preparedness – Chief, Personnel and Finance Section

“Changing Lives, Building a Safer Nation”



	MEMORANDUM CIRCULAR	DOCUMENT NO. BJMP-DO-MC-87
	TOPIC	ISSUE NO. 2
	DISASTER RISK REDUCTION AND MANAGEMENT	REVISION NO. 1
	SUB-TOPIC	EFFECTIVE DATE 21 JAN 2020
MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS	PAGE 8 of 11	

Vice-Chairperson for Disaster Response – Chief, Security and Control Section

Vice-Chairperson for Disaster Rehabilitation and Recovery – Chief, Welfare and Development Section

Members:

- a. Chief, Custodial Unit
- b. Chief, Escort Unit
- c. Chief, Records Unit
- d. Chief, Supply and General Service Unit
- e. Chief, Health Unit
- f. Chief, Food Service Unit
- g. Chief, Livelihood, Education and Skills Training Unit
- h. Chief, Sports and Recreation Unit
- i. Chief, Paralegal Unit
- j. Chief, Religious and Spiritual Unit

7.5 PDL Coordinators as Jail DRRM Committee Support

Considering the hierarchical culture in jails, the **PDL coordinator** or cell officers may be trained and support the jail administration to foster DRRM strategies inside their cells. This may be linked to the present TCMP structure of the BJMP.

7.6 Strengthening Capacity of STAR Team on DRRM

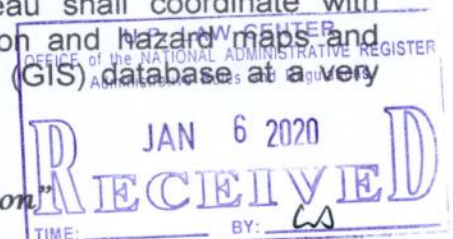
The NHQ and Regional Offices shall endeavor to strengthen the capacities of the Special Tactics and Response (STAR) Team to respond in affected jails. The NHQ and regional offices must ensure that members of this team are trained thus budget must be allocated and released promptly. Medical officers in regions must be trained to lead the health matter concerns of the operation. Sufficient allocation of fund and necessary support to the team must be provided upon deployment to affected areas.


8.0 SPECIFIC GUIDELINES/TASKING

8.1 Strengthening Prevention

8.1.1 Natural as well as anthropogenic hazards shall be factored in the construction of all new jail facilities, i.e. the location of jails and their design.

8.1.2 At the local level, prevention shall be coordinated with municipal and city DRRM offices. At the national level the Jail Bureau shall coordinate with PHIVOLCS and PAGASA to seek relevant information and hazard maps and include them in their Geographic Information System (GIS) database at a very fine scale.



	MEMORANDUM CIRCULAR	DOCUMENT NO. BJMP-DO-MC-87
	TOPIC DISASTER RISK REDUCTION AND MANAGEMENT	ISSUE NO. 2
	SUB-TOPIC MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS	REVISION NO. 1
		EFFECTIVE DATE 12 1 JAN 2020
		PAGE 9 of 11

8.2 Fostering Mitigation

8.2.1 Jail facilities shall factor mitigation in their design in order to reduce structural and PDL' vulnerability.

8.2.2 Mitigation measures shall include earthquake, strong wind, flood, storm surge, fire and volcanic ash-resistant buildings and perimeter walls/fences. Open spaces (e.g. recreation grounds) shall be provided to be used as evacuation areas.

8.2.3 DRRM initiatives shall be integrated with health and broader livelihood programs as these will contribute to reducing vulnerability to natural hazards.

8.2.4 Providing PDL with increasing opportunities to join PhilHealth, Social Security System (SSS) and other social services will have a direct impact on reducing PDL' vulnerability and strengthening their ability to recover from disasters.

8.3 Enhancing Preparedness

8.3.1 Comprehensive healthcare program can be expanded to DRRM. In each cell, one PDL shall be designated as DRRM Coordinator and equipped with basic training, including first aid and counseling, to be provided by municipal and city DRRM offices.

8.3.2 PDL DRRM Coordinators shall contribute to disaster risk assessment and DRRM plans to be designed by jail and DRRM officers, provided that all other security concerns are addressed.

8.3.3 PDL DRRM Coordinators shall be in-charge of training their fellow cell officers with regard to DRRM and of conveying information on natural hazards and disasters, including early warning in time of emergency.

8.3.4 The jail DRRM officer shall provide PDL DRRM Coordinators and all PDL with relevant information on the matter.

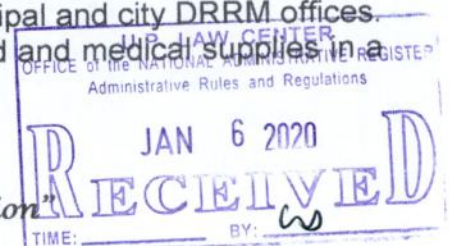
8.3.5 PDL coordinators or other cell officers shall train their fellow PDL in dealing with natural hazards. All PDL shall make sure to have a complete and safe go box, including a whistle or other warning device, torch, water, biscuits and other basic amenities.


8.3.6 In time of emergency, DRRM coordinators shall coordinate response and evacuation with their cell officers.

8.4 Reinforcing Disaster Management

8.4.1 Jails shall rely upon a series of early warning systems for each natural disaster, including at the level of the cells through TV, radio, whistles, etc. These early warning systems shall be coordinated with municipal and city DRRM offices.

8.4.2 Each jail shall make sure to have enough food and medical supplies in a safe place to overcome a few days of isolation.



	MEMORANDUM CIRCULAR		DOCUMENT NO. BJMP-DO-MC-87
	DISASTER RISK REDUCTION AND MANAGEMENT	TOPIC	ISSUE NO. 2
			REVISION NO. 1
	MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS	SUB-TOPIC	EFFECTIVE DATE 21 JAN 2020
		PAGE 10 of 11	

8.4.3 In time of emergencies inside or outside the jail, wardens shall facilitate communication lines between PDL and their relatives to ensure they are all safe and sound.

8.5 Role of Different Stakeholders

8.5.1 The BJMP NHQ shall initiate and systematize DRRM through appropriate policies. In collaboration with the Regional Offices, they shall be in-charge of implementation of these policies and monitoring progress at the jail level.

8.5.2 Regional Directors and Wardens are arguably the most powerful stakeholders of jail management. Consequently, their commitment to DRRM is essential to advance such agenda. They shall lead the implementation of DRRM in their facilities.

8.5.3 PDL constitute the first line of defense in facing disasters. They should therefore, be at the forefront of DRRM and support Wardens' initiatives. PDL coordinators and other cell officers shall be trained and support their fellow PDL and the jail administration in fostering DRRM inside their cells.

8.5.4 Municipal, City and Provincial DRRM offices should support DRRM efforts in jails. Henceforth, closer and systematic collaboration should be established between jails and LGUs.

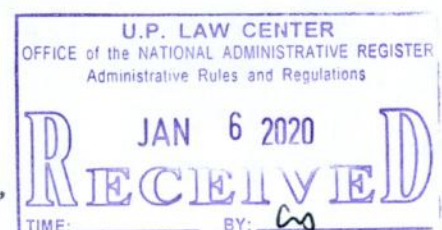
8.5.5 Other government agencies, eg. Office of the Civil Defense – NDRRMC, Department of Health, Department of Social Welfare and Development, DILG-CODIX, PHIVOLCS and PAGASA shall be tapped to further support BJMP in strengthening DRRM in jails by providing necessary assistance and expertise.


8.5.6 Information and Communications Technology Management (ICT) as Aid in DRRM

The Directorate for Program Development and Directorate for Information Communication Technology Management (DICTM) shall endeavor to understand and establish some policies for creating a suitable ICT framework supporting DRRM in jails.

8.5.7 Formulation of Action Plan

A concrete plan of action shall be formulated by the Directorate for Program Development (DPD) in the national level, Program Development Division (PDD) in the regional offices and Wardens in jails which shall be completed a month after adoption of this policy.



	MEMORANDUM CIRCULAR		DOCUMENT NO. BJMP-DO-MC-87
	DISASTER RISK REDUCTION AND MANAGEMENT	TOPIC	ISSUE NO. 2
			REVISION NO. 1
	MAINSTREAMING DISASTER RISK REDUCTION AND MANAGEMENT (DRRM) IN BJMP, PROVIDING A NATIONAL FRAMEWORK AND CREATING FOR THIS PURPOSE DRRM COMMITTEES IN THE NHQ, REGIONAL AND JAIL LEVELS	SUB-TOPIC	EFFECTIVE DATE 21 JAN 2020
		PAGE 11 of 11	

8.5.9 Monitoring and Supervision

Jail Warden and Jail Provincial Administrator, through their DRRM committee shall submit a report on the implementation of this policy and an Operational Plan with their respective jails in case of emergency once every quarter to the Regional DRRM committee.

The Regional DRRM Committee shall consolidate the reports of all jails within its Area of Responsibility and submit such report to the Directorate for Operations not later than the 20th day of the month of every quarter.

9.0 SEPARABILITY CLAUSE

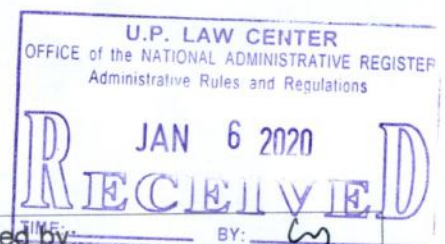
In the event that any provision or part of this policy is declared illegal or rendered invalid by competent authority, those provision not affected by such declaration shall remain valid and effective.





10.0 REPEALING CLAUSE

All issuances inconsistent with this policy are hereby rescinded or modified accordingly.

11.0 EFFECTIVITY

This Memorandum Circular shall take effect (15) days from filing thereof with the Office of the National Administrative Register (ONAR), University of the Philippines Law Center (UPLC) in accordance with Section 3 and 4, Chapter II, Book VII of Executive Order No. 292 otherwise known as the "Administrative Code of 1987".



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