

Freedom and Death in the Quezon City Jail: A participatory research among members of the Jail community

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The Quezon City Jail
(Data as of October 13, 2003)

Population	3200 inmates
Ideal Jail Capacity	700 inmates
Congestion rate	457%
Personnel	135 jail guards
Custodial strength	25 jail guards
Ideal custodial ratio	1:7
Present custodial ratio	1:128
Escort strength	35 jail guards
Ideal escort ratio	1+1: 1
Present Escort Ratio	1:10 +
Ideal Paralegal Ratio	1:500
Present Paralegal Ratio	1:700
Food budget/ day/ inmate	P40.00
Medicine budget/ year/ inmate	P56.00
Ideal doctor to jail ratio	1: 1
Present doctor to jail ratio	1: 3
Ideal psychiatrist to jail ratio	1: 1
Present psychiatrist to jail ratio	1: 8
Number of inmates who die every month due to illnesses	5 inmates

Introduction

What happens after the curtain has fallen? What is it in there when the doors are closed? What occurs now to a person when he is behind bars?

What is the reality inside our jails?

Ordinary people would picture a jail that is harsh—it is overcrowded, smelly, scantily lighted, and poorly ventilated. Violent men with tattoos drawn all over their bodies, as graphically shown in the movies, would be the common characterizations. The ordinary people would view jails as hotbed of gang wars where there would be bloodshed in the drop of a finger.¹

As such, when one is committed to the jail, there is fear in his heart: will he be tortured by the jail guards and raped by the resident inmates? Will they get his things? Will his visitors be molested? Will he be tattooed in the different parts of his body? If he fights back, what will happen? Will the common portrayals about jails, as peddled by the police in the detention

¹ Participatory Research Activities among jail Volunteers on their original impressions of the jail.

centers² *na bubusabusin kayo doon*³ be true when he is transferred? For the uninitiated or *bagito*⁴ inmates, this is the fear of the unknown.⁵

This fear fortunately, however, has no basis. When one is committed in the city jail, his fellow inmates will accept him as a new member of the family. An inmate, who will be introduced to him as a *kulturero*,⁶ will ask if he had already eaten and give him food. Afterwards, a *bastonero*⁷, who will sound more authoritative, will orient him about the cell rules and regulations and he will be admonished about the dos and the don'ts. He will be told that as long as he follows the *patakaran*,⁸ no one will do him harm. And then the *mayor*⁹ of the cell, who will sound more civil and magnanimous, shall receive him like a father welcoming a long lost son. The sights of the bloodied and tattooed inmates and the *sigá* who is massaged by a lowly inmate, alas, are nowhere to be found. They were instructed to stay away from the newly committed inmates. There are no bullies who will shout at him and take his things. To his astonishment, no one will hurt him.¹⁰

The over crowdedness in the cells, however, is true. He will be told that he is the 121st inmate in a 24 square meter cell.¹¹ And if the inmate has no visitor, he will be informed that he has to sleep in a corner near the *buyon* or comfort room. The following day, he will be advised to wake up early for he and other *buyoneros*¹² shall clean the plaza and the chapel area.

And then in a day or two, the inmate will realize, that the Bureau of Jail Management and Penology has not provided him with clothes and beddings. In fact, he will not be provided at all for the whole duration of his confinement.¹³ Also, he has to find a *karancho*¹⁴ in order to increase his food ration. He has to work for his fellow inmates in order to improve his lot. And he won't be allowed to get out of the cells if he has no visitors. He will just have to sit in the corner, for there are limited recreation areas, wait for the day of his freedom, and be contented in every day's occurrences. And the day-by-day concerns would be how to survive.

As such, he has to obey the rules in the cell and abide to what his fellow inmates say. He must know how to position himself amidst the struggle for the limited resources: of how to get more sleeping space, of how to be exempted from work, etc. He has to develop friends inside the

² It is a common notion that a police detention center is the same as the city jail. They are not. The detention centers are under the Philippine National Police and the city jails are under the Bureau of Jail Management and Penology.

³ "Bubusabusin kayo doon" is a common warning used by the police officers in the detention centers when inmates are about to be committed in the Quezon City Jail. SEE PRA on POLICE

⁴ "Bagito" means inmates who are jailed for the first time

⁵ PRA activities on inmate paralegal coordinators, police precincts. See also PRA on the Pangkat).

⁶ "Kulturero" is an inmate officer who is in charged to look after newly committed inmates.

⁷ "Bastonero" an inmate officer who is in charged of peace and order

⁸ "Patakaran" is the set of rules posted in every cell.

⁹ "Mayor" is the highest ranking inmate and considered "Father of the Cell". For a discussion of the nanunungkulan and their roles SEE PRA on Cell members and Officers.

¹⁰ PRA activities on members and offices of the cells

¹¹ The average cell population ranges from 100-120 inmates

¹² "Buyonero" is a cleaner of the comfort room

¹³ Though, the provision of clothings and beddings is mandated in the jail Manual, the BJMP cannot provide for it.

¹⁴ "Karancho" is a food grouping

cell so that he may have some company in the daily struggle. As such, he will be enticed to join the *pangkat*¹⁵— they will give him protection.¹⁶

This will go on for months. There will be same routine and same people to talk to. And for others, even for stealing a pair of sleepers, they end up staying in jail for a year. And for the less fortunate ones, especially among those charged with non-bailable offense, they may end up staying in jail for three years or more.¹⁷

For this has been the reality: there is more violence than meets the eye. Forget about the jails being a place of daily riots and rapes, those are only for the imaginations of filmmakers who never set foot in the jail.¹⁸ It is incorrect manner of describing the jails. For the nature of violence in the jails is more psychological than physical, it is more structural than personal. As the jail maxim will catch it all, “*Kung kailan magulo, doon tahimik, kung kailan tahimik doon mainit*” or it is during periods of noise when it is peaceful and it is periods of calm when there are brewing conflicts, it is on the little movements that mean a lot of violence.¹⁹

This is the environment an inmate has to endure—where the strong rule and the weak are put in the sidelines. In this community, what takes place? What happens when the doors are closed?

The Philippine Penal System

The avowed purpose of the Philippine Penal System is to rehabilitate and reform the offenders for their eventual reintegration to the mainstream of the society as responsible and law-abiding citizens.²⁰ This is reflected by the vision and mission of the Bureau of Jail Management and Penology. As such, it further envisions the professionalization of the jail service.

Also, the Philippine Government is committed to the UN Standard Minimum Rules for the Treatment of Prisoners. As such, there are laws and policies that guide the Philippine penal officers on the humane treatment of inmates.

However, the Philippine penal system is the least prioritized of all government agencies. It is low budgeted and undermanned. As such, many of the reformation programs cannot be achieved. So despite the avowals to become rehabilitative, the hands of the penal administrators are tied.

¹⁵ “Pangkat” is inmate affiliation based on the tattoos found in their bodies. It is also referred to as Gangs.

¹⁶ PRA activities on members of the Pangkat

¹⁷ The average period before a case is terminated is 3.2 years based on the reports from “Philippine Case Decongestion and Delay Reductin Project” by Prof Rosemary Hunter. 2003

¹⁸ Watch for example the movie, “Hari ng Selda,” Viva Films 2002

¹⁹ PRA activities with members and officers of the cells and brigades

²⁰ BJMP Manual, January 1991

The Research Paper

This paper shall look on the penal condition of our country. It shall look on how the jail community responded to their situations. It shall portray the responses of the members of the jail community in order to survive. It shall depict the way of life, the value systems, and dreams and aspirations of the persons who had been put in the sidelines.

This research focuses on the people living in the Quezon City Jail. The Quezon City Jail is the second biggest jail in Metro Manila in terms of population, next only to the Manila City Jail. The Quezon City Jail houses inmates who are undergoing trial at the different Regional and Metropolitan Trial Courts in Quezon City.

The inmates in the Quezon City Jail are still considered to be innocent. This is guaranteed by the Philippine Constitution of 1987, where inmates are presumed to be innocent unless found guilty by a competent court. As such, the subjects of this research are persons who are considered detainees. They are not called prisoners. Prisoners are those inmates who had been convicted by the courts and had been found guilty of the charges filed against them. Inmates in jail who had been convicted are, by law, transferred to the Muntinglupa National Penitentiary, if the conviction is more than three years and to the Metro Manila Rehabilitation Center (MMRC) or the Bicutan District Jail if found guilty of less than three years.

However, people would not make a distinction between a City Jail and the Muntinglupa Penitentiary.²¹ They would all presume that since they are behind bars anyway, all of them are already called prisoners. That is a misnomer.

The length of stay in inmates in the city jail is the culprit to this. Since, the inmates had stayed in jail for periods almost as equally long as the periods that the maximum impossible penalty are given them, then the inmates have by default served their sentence in the jail. As such, the jail served the role of a penal institution.

The research duration

This research was conducted for a period of seven months, that is, from April to November 2003. The first four months were used in generating data from the inmates, jail officers and volunteers and visitors. The next two months were used to gather secondary data. The last month was used for writing all the summaries of the Participatory Research Activities and integrating the Final Output.

However, there are data where the experiences of the inmates, jail officers, and volunteers may span a longer period of time. Many of the anecdotes that they are referring may have happened not only in the seven-month period. These experiences are incorporated, however, in order to show a historical and holistic understanding of the present situation.

²¹ The police detention center, the city jail and Muntinglupa penitentiary are three different entities with different set of agencies handling them. For the ordinary people however, they are all “preso” just the same.

Participatory Research Approach

This research made use of the Participatory Research Approach (PRA) in generating data. The PRA is a family of approaches, methods, and behaviors that enables the inmates in the Quezon City Jail to express and analyze the realities of their lives and conditions. The PRA is a research method that assumes that it is the inmates themselves who know what their real conditions are. The PRA does not impose any pre-conceived notions by the researchers so as not to affect the outcome of the research. The PRA also enables the inmates of the Quezon City Jail to plan for themselves what rehabilitative and reformatory actions to take and for them to monitor and evaluate the results. As such it empowers them to articulate their dreams and aspirations.

Selection of Research Participants

In the PRA, the selection of participants is based on the nature of the information that the researcher intends to generate. For example, if the conditions of the inmates' cases are described, the inmate paralegal coordinators are the ones selected to participate. Likewise, if the medical condition of the jail is evaluated, it is the inmates' medical coordinators who will be elicited of their ideas. Later, this will be triangulated with another PRA activities among the Jail Bureau Paralegal officers and the Medical officers, respectively. Meaning, the selection of PRA participants is based on their knowledge of the nature of information at hand.

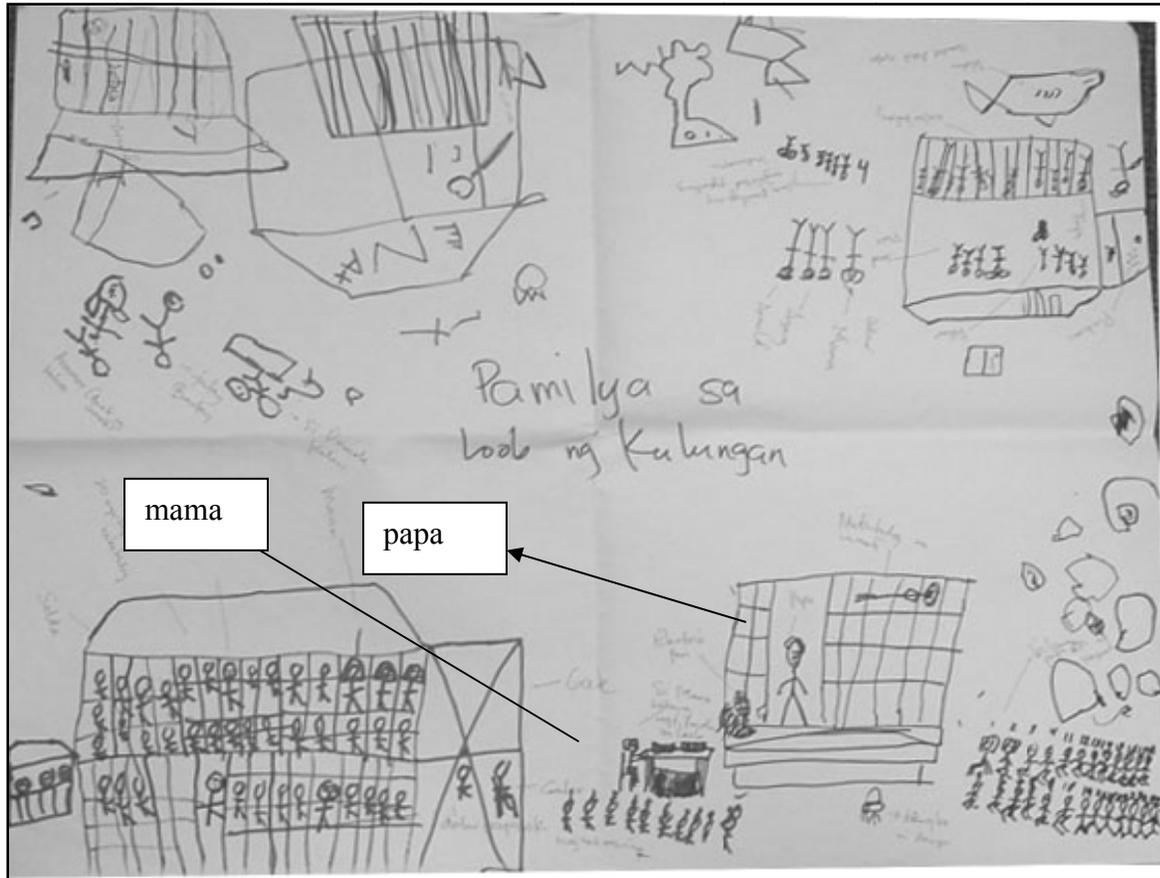
Methods of generating data

After the participants are selected, they are apprised of the research objectives and their role as key informants in the research. Then they are asked to introduced themselves with their fellow inmates and describe their present conditions. Afterwards, they are grouped into five to seven members and are given specific questions to ponder upon. Each participant is given a writing material, and pentel and a manila paper to place their answers.

After writing their answers, the participants choose a leader from among themselves. The leader will be tasked to integrate all the answers that were given and to report their output in the bigger group. The members of the other groups validate the answers of the reporting group. They could accept, modify, reject, and change the answers of the reporting group. This process is an open exchange of ideas, until finally, they will all agree in a common answer.

Tools for generating data

There are different tools that are used in generating information. The most commonly used in this research is sharing. The participants share their feelings and ideas by writing or drawing it down. See example:



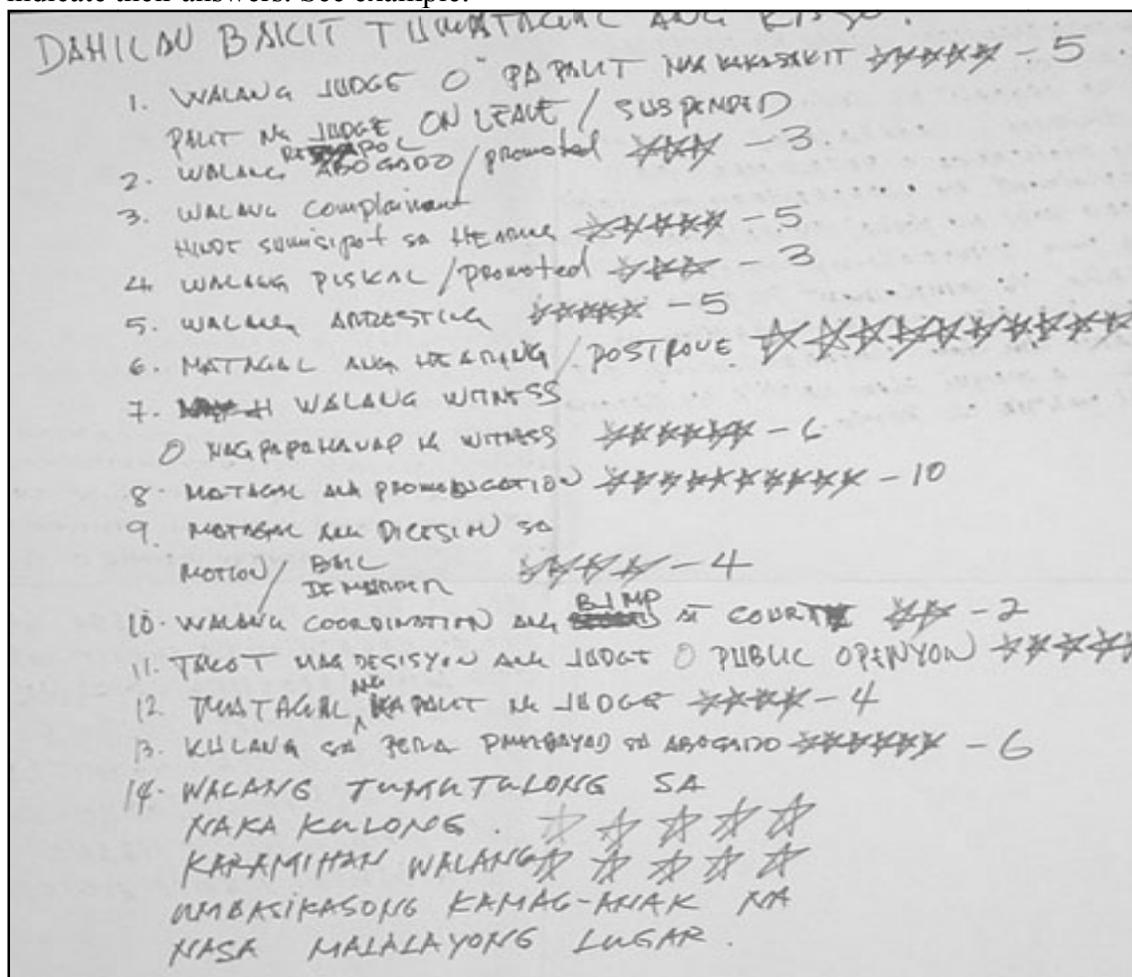
PRA

activities with children of an inmate

In this PRA activity, five children, ages 12, 11, 9, 8 and 7 of a former detainee, depict the conditions of their family when their father was still in jail. The drawing indicates that there are many people in the cell and that their father is located in the second floor. The oldest child also drew a woman who is selling vegetables and *lugaw* or porridge and described it to be their mother. Their mother happens to be a purchaser in the jail and as such, was allowed to stay in the jail. This PRA activity is a rich source of the daily struggles of families whose breadwinner was put in jail.

Another common tool that is employed in the PRA is listing and ranking. In here, the participants are asked to list down all the factors that could be the cause of their problems, for example, the reasons for the delay of their cases. There will be brainstorming that follows. Then the group leader will consolidate all the answers given, that is, the factors that are similar in nature are lumped together, those factors which appear to be unlikely to happen are removed.

Afterwards, the participants will rank which among the stated factors are the most prevalent or widely accepted. They could also use other criteria to evaluate their answers. Again, there will be open debates on how many stars or asterisks (depending on the symbol that they used) in order to indicate their answers. See example:



PRA activities where participants listed the reasons for the delay of cases and ranked which of the reasons is the most prevalent.

In this PRA activity, the participants listed all the possible reasons for delay of cases and ranked the reasons. It appears that “matagal ang takbo ng mga hearing” or the setting of hearings are set too far apart and “matagal ang promulgation” or the setting of the promulgation takes time are considered to the most prevalent reasons for the delay of cases. These reasons both garnered 10 stars.

Upon investigation of the answers given, the participants will agree that “walang arresting officer” or the arresting officer did not attend the hearing which got 5 stars, is a reason that is half as prevalent as the “settings are set too far apart,” which got 10 stars. Meaning, the quantities given could be compared to each other to give a fuller picture.

Other PRA tools that were used are pairwise ranking, mapping, semi-structure interviews, Venn diagram and local taxonomy of the language used. These PRA tools are described in the

specific PRA activities that will follow. (For a more complete discussion of the PRA tools, see ANNEX 1)

The most important ingredient in the PRA method is that the participants fully **trust** the researcher. It is necessary that the researcher establishes rapport among the inmates. This is especially true as most of the information divulged are sensitive. Given the socio-political structure in the jail where there is a strong conduct to keep their mouth shut (*Ang rehas at bakal ay di nagsasalita*) it takes a long term development of confidence and of consistent visitations before the inmates could finally open.

The Researcher as a key informer

The added factor for the researcher is that he himself had been an inmate for almost seven years. As such, he still personally knew most of the participants. Also, given his track record of service in the jail, having been the Mini-City Mayor, or President of the Inmate Association, the Kapitbisig 2000 Inc., the researcher still enjoys the trust and confidence of his former fellow inmates, jail officers and the volunteers.

Also, the researcher himself could be the key informer in the jail conditions for having seen and experienced the same. The loose ends of the research, the interconnection of the the inmates' findings and the use of anecdotes is ably supplied by the researcher's seven-year incarceration.

The objectives of this research in the Quezon City Jail are:

- 1. To integrate quantitative researches done on the Criminal Justice System and to show how this qualitatively translates into the lives of person behind bars.**

There are researches done in the criminal justice system, such as the Institutional Assessment of the Public Attorney's Office, the National Survey of Inmates and the Institutional Assessment of the Bureau of Jail Management and Penology and Parole and Probation Office, and the Survey of the Private Practitioners to Monitor Access to Justice by the Disadvantage Sectors. These are quantitative researches whose richness of data is complemented by this qualitative research.²²

- 2. To describe how members of the jail community cope with their conditions, of what structures that evolved, of the way of life and culture that dominate jail life.**

This research will start where most of the quantitative researches have ended. For example, previous researches have already concluded that a cell is overcrowded and there is lack of jail manpower. What is the common result of such situation? Most of the researches reveal that these translate to disparities and human rights violations. While this findings are basically true, the research do not detail how the disparities and the human rights violations happen.

²² These researches, together with this research had been in consonance with the Action Program for Judicial Reform of the Supreme Court

This research fills in those gaps. It will answer the question why, despite the limitations in resources, manpower and programs, the Bureau of Jail Management and Penology, based on the experiences of the QC Jail, does not collapse and still maintain to give its primary services. It will answer what kinds of trade off were given just to keep the system moving.

3. To describe the “unique jail management” that is at work.

Eventually, this research will describe the “unique jail management” that is at work. This is unique in a sense that given the conditions, the ideal jail management, as prescribed by the Manual, is not followed. What transpired is different from those envisioned in the Manual.

4. To formulate policy recommendations and action programs on penal management, judicial and police administration, NGO and legislative interventions.

This research will echo the voices of the inmates, jail officers, and volunteers in their quest for a better penal facility. As such the jail community’s solution to their problems are organized to come up with one holistic program for reformation. The proposal will be based on their present set up and upon the articulation of their conditions.

Significance of the study

The significance of this study is on the detailed analysis of the conditions inside the jails. Its richness is in the many anecdotes that capture the basic conditions of the stakeholders of the penal system.

The contribution of this research lie in the understanding of jail culture and how this has an impact to the many reform programs that is geared towards improving the jail system. For example, the inmates’ concept of paralegal should be understood so that efforts to decongest the jail will not benefit only those who have been very adept about the system.²³

This research therefore would be significant in drafting a program for the jails that is attuned to the basic needs of the recipients. It will make the proponents more cautious so that their interventions would truly alleviate the conditions of the inmates.

²³ See PRA on inmates’ paralegal conditions.

Scope and limitations

This research is conducted in the Quezon City Jail. The experiences and conditions described herein are specific only to the Quezon City Jail. The richness of the dynamics of the leadership structure, the variety of language used and the development of the jail culture could be unique only to the Quezon City Jail.

As such, this research does not purport to be the overall representation of all the jails in the whole country. The police detention centers, the provincial jails and the prison system of the Bureau of Corrections, by their agency attachments, have their own set of guidelines. Even the other Jails under the BJMP, due to the nature of the facilities (some bigger, some smaller), the number of jail officers in relations to the inmate population and other factors, could still manifest a stark difference with the descriptions of the Quezon City Jail.

Also the participatory research relies on the perceptions of the participants on their conditions. For the participants, this is how they perceive the reality. It is definitely true based on their observations. What the participants say are recorded as is.

Compared to surveys, however, the PRA research method cannot make generalizations to the experiences of other inmates. The research output is specific only to the participants.

Also, this research method is not investigative in nature. As such, it will not dwell on certain issues that may turn potentially anomalous. It is for future researchers to dwell on those areas. These potential areas of profitable research will be mentioned, as it will be encountered.

Participatory Research Approach Results

There are a total of ten groups that were conducted PRA activities. The different groups were identified to give a specific picture of the conditions of the jail. There were PRA activities conducted among the inmates, the jail officers, the volunteers, and the visitors.

In every PRA activities, a **Introductioner** of the situation was laid out in order to provide the context of the discussions. The data that were pertinent to the understanding of the PRA activities were incorporated.

The purposes of the PRA activities were also mentioned in order to guide the reader on what data the researcher would wish to generate among the participants. Also, the methods on how the data was arrived at were detailed. A discussion of the PRA activities, based on the participants sharing and comments, were included in order to give particulars on their answers.

The participants likewise were given the chance to air their proposed solutions to their problems. These proposals are context specific and minutely detailed. These proposals are aggregated and become the basis for the recommendations of this research.

Finally, a synthesis was provided with the aim of incorporating the facts generated from the PRA activities. The synthesis correlates the specific conditions of the participants at hand in the overall framework of the jail.

The following is the summary of the PRA activities conducted:

1. PRA activities among jail officers
2. PRA activities among cell and brigade members and officers
3. PRA activities among members of the cells to determine the food conditions served to the inmates
4. PRA activities among members of the cells to determine the sleeping conditions of the inmates
5. PRA activities among inmate paralegal coordinators
6. PRA activities among Learners of the Non-Formal Education
7. PRA activities among inmate medical coordinators
8. PRA activities among Members of the Livelihood Section
9. PRA activities among members of the **Pangkat**
10. PRA activities among jail volunteers

PRA activities with jail officers

Introduction

There are 135 personnel in the Quezon City Jail. Ideally, if we follow the personnel to inmate ratio of the Bureau of Jail Manual that is 1:7,²⁴ they must be guarding only 945 inmates. As of October 13, 2003 however, the population of the jail stood at 3200. The jail officers are guarding more than three times their capacity.

The escort officers for example are bringing in inmates to the court with one jail guard taking into his custody at least 14-16 inmates. Sometimes this could even be as high as 20 inmates. This is a far cry to the ideal ratio of 1 is to 1 plus 1, with more escorts than inmates, especially during transit.

Coupled with this is the inadequacy of resources. The jail building capacity is only 700 inmates. However, as of October 13, 2003, it houses 3200 inmates and around 50 resident jail officers. There are cells that accommodate 120 inmates where it used to house only 30 inmates. Also, the building has dilapidated facilities and is escape prone. There are instances where some daring inmates saw the window grills of the buildings and jump off to freedom. The building simply does not have perimeter fences.

In addition, the Jail lacks basic equipment like handcuffs, buses and vans, and even handguns for the jail officers. The jail budget is also very limited such that it cannot sustain basic administrative operations and reformation programs.

This is made more difficult with the jail personnel's lowly pay. The jail officers receive a monthly pay Php 6,100.00 for Jail Officer One (JOI) and an additional subsidy from the city government of Php 1,000.00 per month. This is only two thirds of what the Police Officer One (PO1) receive, which by the Salary Standardization Law, must be providing them with equal pay.

This is made most difficult by the low regards to jail officers. In the criminal justice system ladder, they are next to the lowest rung, second only after the inmates. The social hierarchy puts a higher prestige to police officers, lawyers, and judges.

This is despite the fact that it is in the jail officers' big shoulders where the security of the society from criminal elements rests. They have to take into custody persons who may have been in conflict with the law and have to prepare these persons for their eventual reintegration as law abiding and responsible members of the society.

²⁴ BJMP Manual

Purpose of the PRA activities:

The purpose of the PRA activities is threefold:

1. To illustrate the functions of ordinary jail officers
 - a. To describe the nature of their work
 - b. To present the challenges faced by the jail officers
2. To determine how the jail officers cope up with their situations
 - a. How they go about their daily operations
 - b. How they generate funds to finance the needs of their programs
 - c. How they cope with the limited space facilities and equipment
 - d. How they come up with additional manpower
3. To illustrate the jail system of governance as a response to the basic limitations
 - a. The emergence of a resultant punitive penal philosophy
 - b. The systematic failure of reform programs

PRA activities Number 1

Listing of reasons in joining the Bureau of Jail Management and Penology

Methodology:

The PRA activities among the Jail officers were conducted separately. There were one on one interviews; while in other instances, there were group discussions. Most of the PRA activities were conducted in the jail, but there were some that were conducted in the areas outside of work.

Most of the jail guards requested that their names be withheld. Also, most of them requested that the interviews be done separately as they would want their views to be kept for themselves.

In a manner of presentation, however, their answers are taken together and aggregated to form a holistic picture of the jail officers' conditions.

Results:

The jail officers listed the following motivations in joining the jail bureau:

1. To have a steady source of income

Most of the jail officers interviewed said that the primary reasons for joining the Bureau is to have a steady source of income. They admit that they tried to apply to other agencies like the Philippine National Police before they finally settled with the Bureau of Jail Management and

Penology. However, due to the hardship of life or “*dahil sa hirap ng buhay ngayon,*” they settled into becoming jail officers.

Most of the jail officers admit that their salary is not enough in sustaining their family needs. In order to cope with their meager salaries, they have to come up with “sidelines” in jail or outside jail.

2. To be part of a prestigious organization

However, there are some jail officers who were lured to the Bureau of Jails that is why they joined the organization. The four-year course requirement and the promise of a professionalized jail service is a big come on for them in joining a prestigious organization.

This reason for joining is especially true among jail officers who joined the service in the early 1990’s when the Bureau of Jails was newly conceptualized and formed. By then, joining the jail service entailed two ranks higher if the applicants were from the police and the Armed Forces of the Philippines.

3. To practice the earned degree and profession

Most of the applicants of the Bureau of Jails are graduates of a four-year course in college. There are nurses, social workers, engineers, and law graduates among their ranks. The jail officers shared that they joined the Bureau of Jails in order to practice their degrees earned.

4. To be part of a uniformed personnel and have a gun

There are also jail officers who were attracted to join the Bureau of Jails for the uniforms and guns that went with the work. Accordingly, people give respect to persons of authority especially if they are with their neatly pressed uniforms. Having a gun is also an indication of power.

5. To serve the inmates and the less fortunate members of the society

There are some jail officers who professed that their intent in joining the jail service is to be of help to the less fortunate members of the society. They said that it is their option to remain in jail bureau even if they can have better opportunities outside.

PRA activities number 2

Defining the functions of the jail officers

Methodology:

The jail officers were asked to describe their ordinary routines for a particular day. They were asked to illustrate some of the “challenges in performing their tasks and how they cope up with their conditions.”

Results:

The jail officers have different work assignments according to their work designations. Most of their work is also beyond the job descriptions. They work fluidly and they can be called upon anytime to do additional functions.

Designations	Number of personnel	Official Functions	Additional Functions	Number of inmate trustees
Custodial officers (Desk, Annex, Gater and roving)	31	To secure the inmates, monitor their movements and control their activities.	They could be called upon anytime to escort inmates	15
Escort officers	47	To bring the inmates in courts for hearing and to other places as designated by competent court authorities.	To augment custodial force when necessary	25
Rehabilitation officers	5	To design spiritual, educational, livelihood, recreational and other services for the well being of the inmates. To coordinate with NGOs giving services to the inmates.	To augment escort and custodial force when necessary. Also to bring inmates to National Center for Mental Health	3
Paralegal officers	4	To facilitate the cases of the inmates, monitor and coordinate with other agencies	To augment escort and custodial forces	3
Mess officers	3	To provide for the food and upkeep of the inmates	To augment custodial force	Kitchen boys 15
Health Service Section	7	To supervise the medical conditions of the inmates and seek their treatment	To augment escort and custodial forces if necessary	Medical coordinators 15
Administration	3	To administer the daily operations of the jail	To augment escort force if necessary	
Records section	11	To supervise the records system of the jail	To augment escort force if necessary	3
Warden’s office	5	Overall supervision and intelligence	To augment escort and custodial forces if necessary	2
Intelligence	7			
Operations	3			

Note: *There are jail officers who handle two positions but in the data presented herein, they are counted in both positions. There are also jail officers who are on schooling but their names are still in the lists.

*The number of inmate trustees is based on estimates of jail officers. The number changes every now and then.

This PRA activities indicates the multiplicity of functions of jail officers. They are assigned in their “mother” functions for which the personnel strength is also very limited. For example, the paralegal officers say that based on their ideal ratio there should be one paralegal officer for every 500 inmates. Meaning there should have been six of them working in the paralegal section. However, at the moment, there are only four of them working in the section. Worse, from Mondays till Wednesdays, when the number of inmates who have a hearing reaches its maximum number, they are made to render additional escort forces.

Also, this PRA activities indicates why there is a need for jail officers to make use of inmate trustees. The inmate trustees,²⁵ as the name indicates, must be fully trusted by the jail officers that utilize them. The jail officers will be responsible for the actions of the inmate trustees. The inmate trustees work in the office and their talents fully maximized. The privilege of a trustee include:

1. Free food
2. Monetary support very minimal (Depending on the income of jail officer)
3. Recreation

²⁵ Inmate trustees are also called orderlies. It is an official policy however not to make use of the services of the inmates.

PRA activities number 3

Defining the conditions of custodial jail officers

The jail officers were asked to describe the overall set up of their work and to identify trends that they encountered.

Results:

Conditions of the custodial officers:

- A. Functions of a custodial officer include:
 - a. To monitor the movements of the inmates and secure their ranks;
 - b. To conduct head counting and make sure that the inmates are intact;
 - c. To quell any possible jail disturbances like riots, escapes and noise barrage;
 - d. To secure the visitors and NGO workers while they are in jail premises.

- B. The custodial is divided into three major functions:
 - a. The Desk officers
 - b. The gates
 - c. The Annex officers

- C. The conditions include:
 - a. Masyadong maraming inmate. Kakaunting empleyado. Mahirap bantayan silang lahat.
There are many inmates while there are few jail employees. It is difficult to guard them all.

The number one complaint of custodial officers is the lack of manpower. As one officer calculated:

“The population of the jail stood at 3200 inmates as of October 13, 2003. As of the moment, there are 25 jail guards detailed as custodial officers. Supposedly, if using the ideal custodial ratio set by the jail Manual, which is 1 personnel for every 7 inmates for every shift, then there should only have been 56 inmates in the jail. This could be calculated by:

- i. 25 custodial officers divided by 3 shifts (morning, afternoon and evening shifts)
 $24 / 3 =$ around 8 custodial officers per shift
- ii. 8 custodial officers times 7 inmates = 56 inmates”

Accordingly, if we are to strictly follow the jail Manual, in the Quezon City Jail, there should have been at most 56 inmates considering that there are only 8 custodial officers in every shift.

However, being liberal in the interpretation of the jail Manual where the whole 25 custodial officers indeed all work together and assuming that they work without break, then the 25 custodial officers can guard:

i. 25 custodial officers times seven inmates = 175 inmates which is still eighteen times their capacity.

Even if the most liberal interpretation of the jail Manual is taken: that is all jail officers are considered custodial officers (including the doctors and the records officers) and that they work without break, then for the total of 135 jail officers:

i. 135 jail guards times seven inmates = 945 inmates. Meaning the jail officers work more than three times than the their ideal capacity.

Simply, the number jail officers cannot match the growing number of inmates in the jail.

The custodial officers have to ask augmentation force from jail officers who are living inside the jail and jail officers who are off duty.

b. Masyadong siksikan sa loob. Hindi na makagalaw.

There is over-crowdedness inside the cells. The jail officers cannot move when they are inside the cells.

The inmates are overly crowded inside the cells. When the custodial officers conduct their routinary checks, they have to bring the inmates out of their cells. The head counting cannot be done by bed bunks.²⁶ This pose a security problem as inmates could not be individually accounted for. Sometimes, the inmates may already have been missing but were not recorded.

The padlock hours as stipulated in the Jail Manual cannot be implemented. This is for the simple reason that there are no available spaces inside the cells. Furthermore, many inmates are sickly and in need of ventilation. For humanitarian considerations, they allow the inmates to get out of their cells.

The lack of space poses a peace and order problem. The inmate fight over limited spaces and is a perennial source of conflict among the *pangkat*. Sometimes riot erupts even at 2:00 in the morning when inmates fight over sleeping spaces. As such, the custodial officers must always be in the look out for jail disturbances. They have to make sure that no one is sleeping on their jobs even if they work 24 hours straight. They have to control the movements of the inmates and monitor all their activities.

c. Luma ang building. Madaling matakasan.

The building is dilapidated and is escape prone

The custodial officers have also to deal with dilapidated buildings. The jail's sewerage, electrical and water systems have been outmoded and cannot meet the demands of the growing population. As such, there are occasional brown outs, water disruptions, and overflowing of human wastes. All these make the inmates restless and uneasy. Many inmates attempt to escape

²⁶ The jail Manual equally mandates that head counting should be done individually and when the inmates are in their bed bunks.

in order to free themselves from the “inferno.” This could easily be carried out as inmates take advantage of the dilapidated facilities like sowing the window grills.

The dilapidated building further puts a strain to the capability of the custodial officers to guard the inmates.

d. Walang budget sa mga gastusin

There is limited budget for the daily operations

The custodial officers also claim that they have to shelve money from their own pockets in order to meet their official functions. For example, if the bulbs malfunction, such that the walls of the building become improperly ventilated, then they have to personally buy the equipment. Also, the jail warden usually provides for their needs but from the warden’s personal expense. This is in order to avoid the attendant risk of escapes. While they try to have the expenses reimbursed from the bureau, the lengthy procedure requires time.

Also, there are times that they bring sick inmates to the hospital. They have to shed their own money in order to procure medicines needed by the inmates. They also have to pay the transportation from their personal funds.

As a recourse, they seek the assistance of the inmate officers in reimbursing the expenses. They have to ask “*pamasaha*” from the inmate officers in order to defray part of the expenses. (See PRA on inmate medical coordinators).

e. Sa mga gaters, sobrang dami ng dalaw lalo na pag linggo at araw ng sahod. Minsan, may ilang mga dalaw na ayaw magpakapkap at masusungit.

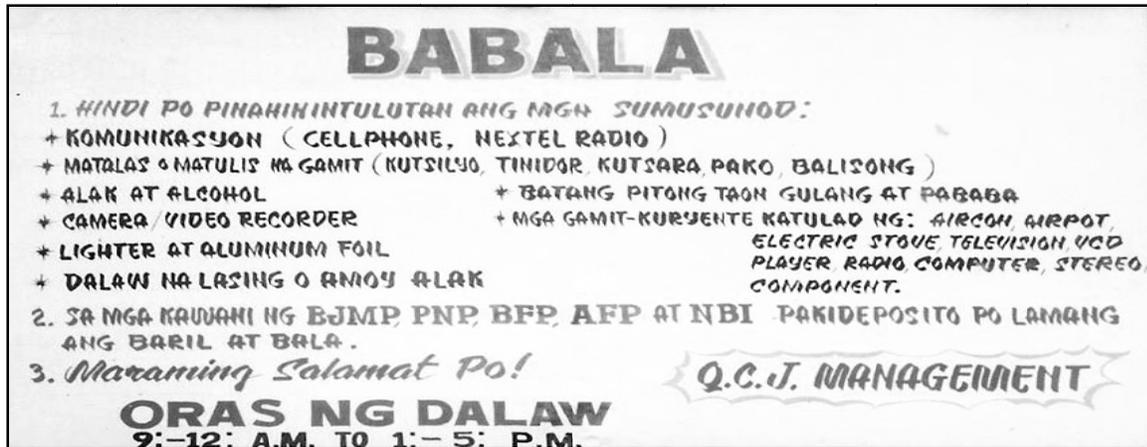
There are 3-4 gaters who are also part of the custodial force. They man the gate and control the entry and exit of people. They frisk the visitors and NGO workers who may sneak in contrabands inside the jail. At the least, there are 60 visitors every day. However during weekends the number could easily swell up to five hundred visitors.

There are problems as some visitors cannot present an identification card when they visit the jail. Also, there are some women visitors who are not in their proper attire. They wear shorts and sleeveless shirts, which the jail officers consider to be a possible source of inmate conflict. There are also some visitors who come to jail beyond the visiting time. In all these circumstances, the visitors are barred from entering the jail. This becomes a source of conflict, as the visitors would insist in going inside the jail.

There are also instances when the visitors would get out of jail beyond the visiting time and the things they left in the gate like cellular phones and other personal things are placed in the deposit box. Though the visitors still could get the said item by presenting the claim stubs, the *gater* had already left and so with the keys of the deposit box. As such, the visitors could claim their items only the following day, which would be exacting on their part. (See PRA on visitors)

Worse is when the visitors do not want to be frisked by the jail *gaters*. Many visitors would threaten to file complaints of harassment. This sometimes turns to heated arguments. (See PRA Activities with inmate visitors)

The worst is when there are some visitors who would dare to sneak in items considered as contrabands. These include prohibited drugs, liquor, cellular phones, and dangerous materials. At times, when the visitors are caught red-handed, the visitors would claim all forms of excuse in order to extricate themselves.



The jail gate's official policies

f. Despite the fidelity to service, they could still be charged for negligence when problems erupt

The custodial officers lament that even if they religiously do their jobs, because of the inherent limitations of the jail bureau, there are infractions that happen. Some daring inmates consummate their long term plan of escape successfully. As such, the custodial officers are investigated, charged, and sometimes convicted of negligence of duty. They said that being a jail officer is *takaw-asunto* or prone to criminal and administrative charges. A jail officer complained that they are fried by their own oil or "*niluluto sa sariling mantika.*" This is because the jail bureau cannot give them what is rightfully theirs, but when infractions happen, they are punished as if all the attendant requirements were given. "*Kahit si superman, di kaya itong ginagawa naming pagbabantay.*" Even superman cannot do the way we guard the jail. As such, they appeal for leniency to their superiors in meting out punishments to them.

g. Kailangang gamitin at magtiwala sa mga inmate nanunungkulan. They have to make use of and trust the inmate leadership

The custodial officers have to rely on inmate *nanunungkulan* in order to supplement their custodial functions. (See PRA on inmate *nanunungkulan*). Without the cell *nanunungkulan*, the management of the cell would be strenuous for the jail custodial officers.

However, there are some jail guards (especially wardens) who do not recognize inmate leadership. According to the Jail Manual, “no inmate shall exercise supervision over his fellow inmates.” Recognition would therefore be tantamount to violating the jail Manual. Also, there are times that the inmate *nanunungkulan* could be objecting to the rules of the custodial officers and mobilize their fellow inmates for protest actions. This becomes a source of conflict as to whose policies should be enjoined.



A jail officer, assisted by an inmate *nanunungkulan* called the “*Kulturero*” in head counting the inmates



This is the ordinary condition of the cells. It puts a tremendous restraint on the capability of the custodial officers to monitor the actions of individual inmates.

PRA activities number 4:

Defining the conditions of Escort Officers

- A. The functions of escort officers include:
 - a. Bringing the inmates to the court for hearings
 - b. Bringing the sick inmates to the hospital
 - c. Escorting inmates out of jail for other reasons as ordered by the court.

- B. The conditions include:
 - a. **The escort ratio of 1 inmate is to 1+1 personnel as mandated by the jail Manual is not followed.**

The average daily court hearing for Mondays till Wednesdays ranges from 200-250 inmates. There are 35 officers in jail's roster of escorts. As such, on the average, there is a ratio of 1 escort personnel is to eight inmates. This is even thinly spread when there are courts that schedule only one inmate hearing for the day. Since the mechanics is one escort for every court, there are periods when there could be as many as 20 inmates who have a hearing in a court guarded by only one escort officer.

Every time the hearing reaches 250 inmates and above, the other office personnel are required to work as escorts even if they are off duty and about to go home. This is especially true if after the entire escort officers are already in the Hall of Justice and then a judge suddenly requires the presence of the inmate. As such, the escort supervisor will request jail office personnel to bring the said inmate.

This is made even more complicated when some escort officers go on leave and the attendance is not perfect. There are some escort officers who are also drunk the night before and therefore could not attend to their duties the following day. As a remedy, they have created an **alert team of the day**. These are group of escort officers who will make sure that all inmates with hearings are brought to the court. The alert team is evenly distributed by rotation.

The escort supervisor therefore has to prioritize the bringing in of inmates in the courtroom. Those judges who start the hearings promptly at 8:30 am and those who are very strict in the attendance are given priority. This is sometimes lamented by some judges who think that the inmates are brought in late intentionally in the courtroom because they are "only" MTC judges.

The escort officers also do custodial functions and should be ready to be called upon anytime. Sometimes, they have to work for three consecutive days during red alert, like the July 2003 threat of coup e etat. This put a lot of strain in their human resources and causing some friction among the escort officers and their families.



This is a jail escort officer in the Hall of Justice Holding Area guarding at least 14 inmates.

b. There is a lack of handcuffs

There are only 100 handcuffs that are for use in the jail. Considering that there are 250 inmates with hearings, the ratio therefore is two handcuffs for three inmates. This is a very a compromising scenario especially with high-risk inmates.

As a recourse, the warden and some escort officers purchase their own handcuffs from personal funds. The amount of handcuffs ranges from Php 400-500.00 for the locally made, which is *madaling masira* and thus escape-prone, while the original handcuffs amount to P1500.00. (Accordingly, due to lack of budget, what the jail bureau is purchasing is the low quality kind.)

The escort officers' temporary solution is to tie the hands of the inmates with straw. The inmates are hog tied in such a way that it would be difficult for them to untie themselves. The escort officers admit that this is risky since the inmates could easily get away with it by burning the straw with cigarettes. As a further preventive measure, the inmates are not allowed to smoke while in transit.

Due to the tightness of the manner of tying the inmates, when they are already in the courtroom, the escort officers are hard put in untying the straw. This will again put them in a compromised situation as the judge may call their attention for the way they inhumanely treated the inmates. (*Di raw sila makatao.*)

The escort officers have thus developed a code of conduct inside the courtrooms. The inmates must be seated neatly in one area. They are restrained from going to one place to another. "*Bawal ang tayo ng tayo.*" The escort officers are always on the look out. They have to

count heads again and again. “*Magbilang ng magbilang.*” That is why the inmates are required to use a yellow uniform²⁷ for easy identification. (See PRA on Court room scenario in Inmate Paralegal)

Other escort officers impose other mechanisms to secure the inmates. They would devise a rule where inmates have to hold each other’s hands and those who let loose of themselves are punished. “*Ang bumitaw talo.*”

Eventually, the lack of handcuffs could be translated to discretions among the escort officers. They have to choose who among the inmates will be handcuffed and tied. The more disciplined inmates and the inmates who are *nanunungkulan* are not handcuffed. Those who could provide *matik* or money to the escort officers are not also tied. The *matik* ranges from P50 to P100 or for snacks for the escorts while they are in court.



Three inmates going to the court for a hearing tied with a straw due to lack of handcuffs.

²⁷ Some inmates contend that with the required use of yellow uniforms in hearings, their substantial right to due process is violated. This is especially true when the accused are identified, not on the participation in the offense, but rather due to the identification brought about by using a yellow uniform.

c. No available transport vehicle

One of the most perennial problems among the escorts is the availability of transport vehicles. As of the moment, the jail officers make use of a bus and a van. Since they could make at most two trips before the hearings start, they have to squeeze the inmates and themselves to the bus and the van.

According to the jail officers, this is very stressful and for the less fortunate ones, could be a cause for ailment. (See PRA on inmate paralegal to see the effect to the inmates). This is also a humiliating experience since they have to ride in the highway and the people would see their lowly positions.

This situation is made worse when the bus and the van malfunction. They have to borrow the bus and the van from the Regional Office. They have to do the request days before since the Regional Office also uses the bus and van for other purposes.

The worst situation is when the bus and van from the Regional Office is not available and the jail's own service malfunctions. The usual solution is to hire a jeepney. The amount paid to the jeep is P100.00 for every trip. Since the jeep could accommodate at the most 30-35 inmates (the jeep's capacity is only 20 passengers, a reason why jeepney drivers complain afterwards) there could be as many as 7-10 trips. That easily amounts to P700-P1,000.00. for one way. The same amount is also spent going back to jail. That translates to P2000.00 transportation expense in one day. Considering that this happens for the peak days of Monday, Tuesday and Wednesday, this means a weekly expense of P6,000.00

It is usually the jail warden that personally shoulders the expenses for the transportation of the inmates going to the court. In dire emergencies however, the escort officers have to pay from their own pocket and then reimburse their expense from the warden later on.

This is an equally humiliating experience. Since the escort officers have to commandeer the jeepneys and they have to use their police powers in asking the passengers to disembark, some passengers would look harshly and castigate their actions. They have to endure all the unsavory remarks or *kapal mukha* just to keep their services going. And they have to endure this almost every day. "*Sa araw araw na ginawa ng Diyos,*" an escort remarked.



The bus that is used in transporting the inmates to the court during better days

d. Lack of issued firearms

It is estimated that 20%-30% of the BJMP officers are without issued firearms. There are escorts who do escorting jobs without firearms. This is the ultimate irony for the escort officer. As a recourse, they have to borrow guns from their fellow personnel but only on those who are off duty. This entails a lot of risk for both borrower and borrowee as the guns have specific mission orders.

Some jail guards opted to buy their own gun. They will be issued a memorandum receipt and mission order to carry firearms. This way the gun they carry has a legal license.

For jail escorts who cannot borrow and purchase their own guns, they will have to make use of the guns in the armory. However, these are long firearms that are not appropriate for escorting the inmates.

e. Ipagdasal na bailable ang kaso ng inmate Pray that the case of the inmate is bailable

An officer of the jail jokingly asked that given the situation where an officer guards 20 inmates, with half of them tied by a straw, and the officer is not properly armed, then suddenly, one of the inmates run, what would he do? Of course he has to secure the 19 other inmates, and then pray that the inmate who escaped had a bailable offense.

When an inmate escapes from jail, most definitely, the jail officers are required to make explanations with the BJMP authorities. Sometimes, the lowly officers are charged with neglect of duty and are suspended and expelled from service. At most cases, it is the warden, because of

the doctrine of command responsibility, who receives the brunt of the investigation. Almost automatically, the warden is relieved from post. This is most unfortunate, especially for hardworking wardens and jail officers, who happened to be on duty when the inmate finally consumed his long-term plan of escape.

Due to this situation, some jail officers have devised a means to save themselves. When an inmate escapes, and that inmate has a bailable offense, the jail officers would pull resources in order to post the bail of the escapee. The inmate *nanunungkulan*, especially those who have command over the escapee, are also made to share the burdens of producing the bail money. As such, the inmate will be officially recorded to be released on bail and not through the mechanism of escape. They would avoid investigations and punishments from the higher ups.

For non-bailable inmates, a head will surely roll. That is, why they have to pray.

f. Lack of living quarters or barracks

Escort officers also said that they are in need of living quarters. This is especially true in cases of emergency where the jail officers could be called upon anytime to recover escape inmates or when riots occur. At the present moment, some jail officers have built a makeshift cubicle or "*kubol*" in the jail. However, they complain that they are also overcrowded in the *kubol* since there are many as 6 to 10 jail officers sharing a 2 by 3 meter *kubol*.



An ordinary courtroom scene were an jail officer guards at least seven inmates

PRA activities number 5

Defining the conditions of a Paralegal officer

A. The functions of Paralegal officer include:

- a. Monitoring and reporting of inmates cases
- b. Coordinating with other government agencies

B. Legal conditions of cases of inmates:

- a. Among inmates who had served sentence and provisional dismissal: Hindi nabibigyan ng copy ang court sa jail records kaya hahalukayin pa.

There are inmates who had served their sentence and provisionally dismissed but the court had not transmitted the copy of the order to the jail.

There are some instances when an inmate who had served his sentence or who is in a provisional dismissal (after the complainant failed to attend in three consecutive hearings), the jail was not given a copy of the order proclaiming the release of the said inmate. This translates into a delay of the release of the inmate. This is a perennial problem.

- b. Archive nahuhuli pero di nahi-hearing-an, naipapadala sa pulis ang subpoena.

Archived cases are not heard; the subpoena is sent to the police stations.

There are also instances when a case which was considered an archived case but the concerned accused was rearrested and put to jail. Supposedly the trial will continue. Unfortunately, the trial for the case did not commence for so long. This is for the simple reason that the subpoena requiring the presence of the accused in the court is not sent to the jail but rather to the police station where the accused was arrested.

- c. Nag-iiba ng pangalan ang mga inmates, kasi kung ano ang sinabi ng inmate, yun na rin.

The inmates change names. What the inmates declare, it is reflected as such.

The inmates could easily change their names. What the inmates report to be their names will be the ones appearing on records. There is no more conscientious effort by police officers to verify if indeed the names given are true or fictitious. This is especially true among street children who do not have any birth certificates to present. As such, when the inmates are transferred to Quezon City Jail, the jail officers cannot do anything but to accept the names given. (Some inmates use this strategy in order to avail of probation.)

- d. Pare-parehas ang affidavit ng pulis, same scenario, magkaiba lang ang name and address.

Same affidavit given by police investigators, same scenario only with different name and address of the accused.

There were instances that the police execute affidavit with the same scenario but only changing the names and addresses of the accused. There were instances when there were five

different sets of accused who were charged with similar offenses and with similar sequel and time of events. Apparently this was resorted to by the police officers in order to effect an arrest and thereby creating an opportunity for extortion.

- e. Section 11 ng shabu, patong ng pulis, sabihing buy-bust.

Inmates are charged with Violation of Republic Act 9165 section 11.

The jail officers said that is a common problem of the inmates to be charged with Shabu even if the police officers simply planted evidence. The police declare the arrest to be a buy bust operation when in fact it is not. (See PRA activities on Inmate Paralegal, Police Brutality)

- f. Masakit pag nagbagong buhay na

It is more difficult if the inmates had already change ways

There are some inmates who have changed their lifestyle and veered away from the cycle of crime but with the careless and inept manner of police arrests, these inmates are put back in jail. They become the easy suspects since they are already known on the area to be drug peddlers.

- g. Salvaged. Halimbawa si Antonio Ali one year nilakad ang decision ng korte, patay sa vigilante.

The inmates are victims of summary executions.

There were some instances too when the Paralegal officers followed up the case of an inmate and then finally, after a year, the inmate was released. However, upon release, the said inmate was *salvaged* or killed by vigilantes. The paralegal officers professed that it should have been better if they did not follow up the case of the said inmate. *Sana buhay pa siya ngayon*. There were instances that the inmates are more secured in the jail from the harsh realities of the outside world.

- h. Mga sira ang ulo, mas gusto ng magulang na makulong rito, di naman dinadalaw, di rin nagkakahearing.

Mental patients are left by their parents in the jail

Another problem raised by the paralegal officers is the mentally deranged inmates whose parents and relatives would want them to be confined in jail. Eventually, they leave the inmates behind and do not visit the said inmates. More likely, said inmates do not have a hearing and simply rot out of jail. They simply add up in the congestion of jails.

There is a long and tedious process for mental patients to eventually have a hearing:

1. There is a need for a Referral from the Bureau of Jail Health Service that the said inmate is fit for a hearing;
2. There must be a Request from the Warden's office for a court order asking for the continuance of the hearings;
3. Then the court directs the National Center Mental Health to evaluate the patient-inmate;

4. Then a Psychological report-evaluation from the National Center for Mental Health must be issued clearing the said patient-inmates;
5. Then finally, the Issuance of court order for the Continuance of Trial for the inmate.

This long and tedious process takes time. There were instances when the actions of the three agencies: the Jail, mental hospital, and the court do not jibe. For example: an order from the court requiring the inmate to attend hearings is sent to the Mental Hospital (as per court records, the inmate-patient is still in National Center for Mental Health) but the inmate had been transferred to the jail. The order is not transmitted to the jail (the NCMH is also occupied with many paper works) and thus the inmate was not brought to court. This is continually repeated and eventually, the case will be considered archived by the court. Little did the court, jail and hospital officers know that the inmate is rotting in jail. Meanwhile, given the condition inside the jail, the mental patient even becomes worse off.

- i. Minsan suplado ang mga court clerk
Sometimes the court employees are not very cooperative

There are instances when the court clerks are not friendly and uncooperative. They make life miserable for the paralegal officers by delaying the release of necessary papers. The clerks see them as lower class government employee. “*Guwardiya lang kayo*” mentality. This is made especially true with the inmates and their relatives. The inmates’ relatives are made to wait for hours outside the courtroom only to be told to come back again the following day.

- j. Hindi alam ng ilang mga court clerk ang preventive imprisonment
Some court clerks do not know the rules on preventive suspension

According to the paralegal officers, there are some court clerks also who do not know the law on preventive imprisonment. As such, many accused in the court salas could have been released had the court clerks know the mechanics of the law.

- k. Proof of service: di tanggap ang subpoena, lumipat ng tirahan, walang bilang, kaya ang tagal ng hearing
The subpoenas are not properly received.

There were instances when a hearing is postponed because the intended persons did not receive the subpoena. Though the proof of service indicates that the letter had been sent, it does not in any way show that it reached the other party. Sometimes the intended persons already changed address, or the apartment does not have address numbers (especially in squatters areas).

- l. Tiryado ng judge ang mga kaso ng mga inmate:
 - i. May mga judge galit sa drugs at kidnapping
 - ii. May mga judge ayaw ng pabalik balik; drug test bago lumaya
 - iii. Walang complainant provisional dismissal pero matagal ibigay / ang tao dinadala ng mga judge.

Discretionary powers of the judges

There are some judges who take upon themselves the state authority to personally render punishment to the inmates. Accordingly, there are some judges who convict and impose maximum impossible penalty to inmates if the judge abhor the cases filed against them. For example, a judge, known to have a daughter who had been raped, convicts almost all of the rape cases filed in that court. Also, there are some judges who, because of the inefficiency of the police to produce evidence, or because of the lack of interest among complainants to pursue the case, are tied to release the inmate even if they presume that the inmate is guilty of the crime. However, as a resort, some judges would delay the release of provisional dismissals such that inmates had already served time even if they are acquitted. *Dinadala muna sila* or they are taught a lesson first.

- m. Pakiusap sa warrant section para medeklara na ang inmate ay no pending case
Request from the warrant section to declare no pending case.

There are also some instances when the Paralegal Officers conscientiously worked for the release of overstaying inmates and successfully went through all the requirements in the court. However, when the inmate is verified if he has pending cases in the warrant section of the Police in Camp Karingal, to their dismay, there will appear one. This case could have been finished if only the case was alerted the moment the inmate was put in jail. The Paralegal Officers would then bring the inmate back to jail and undergo all the process they underwent. Sometimes if the case is simple, say, anti-tattoo or Violations of City Ordinance, or if the inmate had already stayed in jail for a time more than the maximum impossible penalty, the Paralegal Officers would ask the police officers to simply declare that the inmate has no pending case. This is short cut way of releasing the inmate. Doing the long process, that is securing a court hearing, asking the defense lawyer to make a motion for the court to dismiss the case, waiting for the reply of the prosecution on the motion and waiting for the decision of the court, would take another year of waiting.

In return the police officers would ask favors from the jail paralegal officers to receive the inmates about to be transferred in jail. In so doing the police officers will be untied of the burden of bringing the inmates in jail and so limiting their transportation expenses. This set up makes it convenient for both the jail and police officers.

However, there are few unscrupulous jail officers, who are in cahoots with police officers in Karingal, who would declare that an inmate had no pending case in exchange of money. It has been a common practice among inmates that if they know that they have pending cases in the warrant section, they have to seek a jail officer who would be willing to escort him. The inmate must first make an arrangement with the jail officer and if they so agree with the terms and conditions, they proceed. The jail guard will be requesting the police officer to simply declare that the inmate has no pending case even there are cases found. Then the jail and police officers will divide the money among themselves.

- n. Six years ang sentensya, ayaw ipasok sa probation, gusto magpabiyaha sa Muntinglupa.

There are inmates who would not want to avail of probation

According to paralegal officers, there are some instances when inmates, especially the *pangkat* members, were convicted of a punishment six years and below. Their cases could have been easily applied for probation. However, the inmates would opt to be transferred in the National Bilibid Prisons. This is for the following reasons:

- i. Gustong magtagal sa loob ng kulungan, kasi kung lalaya, baka itumba ng pulis o sindikato.

The police or syndicates who are after them could salvage the inmates.

- ii. Gustong magtagal pa at huwag ipasok sa probation baka kasi makagawa pa ng panibagong krimen, kasi may ultimatum, baka mapaaway, malaking epekto

The inmates are afraid that if they under probation, they may not be able to resist the temptation to commit another crime, such that, if they are caught, it may complicate their situation. A probationer who committed another crime will serve the remaining portion of the original sentence, plus the sentence of the new crime and plus the sentence for violating the conditions of his probation contract. For the inmates, it would be best to finish the service in jail, such that when they will be released, they are under a new slate.

- iii. Gustong magpabiyaha sa Munti para may matutunan sa **malaking bahay** at malaman ang buhay doon at maging tayman. Para pagbalik sa kulungan, maging bosyo na.

The inmates would want to be in Muntinglupa and discover the legendary life in the big house. The inmates accord a great respect to inmates who have served time (that is why they are called time-man or tayman) for they are presumed to have seen and known it all. The inmates would rather have themselves transferred in Muntinglupa and serve their time there such that when they committed another case in the future, they will be considered a *tayman* and therefore a *bosyo* or boss inside the jail.

- o. May mga piyansador sa kulungan
There are 'bailers' in the jail.

There are some jail officers, former inmates, and entrepreneurs who work as *pyansador* in the jail. The *pyansadors* are those who work for the facilitation of the inmates' bail but for a fee. Since there are many requirements before one could be bailed out: like certification of no pending cases, presentation of identification cards and looking for a surety company, the relatives of the inmates are sometimes lost in the maze. As such, they would make use of the services of the *pyansadors*.

Here is how the *pyansadors* generate income:

First, they must have a contact with a Surety Company. They should be able to get a discount for every case that they bring in to the surety company. For example, a drug related case have a cash bond amounting to one hundred thousand pesos (P100,000.00). If the inmate applies for surety bond, then the inmates pays 10% of the amount (other surety companies charge as high 20%) or P10,000.00. A *piyansador* however, can get the amount at 8% or P8,000.00.

Second, the *piyansador* must be able to charge the inmate with additional service fee in following up the bail. Usually, the amount is two to three percent more (just like the ATM cards). So the inmate will have to produce P12,000 –P13,000.00.

Now, the *piyansador* will have to facilitate all the requirements of the bail and gets more or less 4,000.00-P5,000.00 for every transaction. However, in order to continue in the business, the *piyansador* must maintain good working relationship with the records section of the jail and the court employees. This good working relationship also entails some form of expenses.

However, there are some inmates who are very naïve and employ the services of *piyansadors* (who hangout in the city hall) and whom they barely knew. After giving the amount to the *piyansadors*, the *piyansadors* run with their money.

Since the creation of the Paralegal Section however, the paralegal officers had been very active in the facilitating the release on bail of the inmates. This is done freely. This has sometimes become a source of conflict as the inmates now go the paralegal officers and such depriving the *pyansadors* of their source of livelihood.

Also, the Paralegal officers have become a subject of gossip that they made an income from the inmate after every successful bail release transaction.

p. Problema kung ng jumpbail ang inmates.

There are inmates who jump bail.

Sometimes, the Paralegal officers lament that unscrupulous inmates are using their services. They would facilitate the application of the inmates for bail, look for possible guarantors and surety companies and other bail requirements. However, to their dismay, when the inmates are released, they no longer attend their hearings. Since they were the ones who facilitated the inmates' release, they feel guilty to have aided in the mockery of justice.

q. Biyahe at escort sa Bicutan, dagdag trabaho

The paralegal officers also work us escort officers.

The paralegal officers are additional workforce every time there is a transfer of inmates to the Bicutan District Jail. They are made to complement the limited number of escort officers. This is despite the fact that these are beyond their job descriptions and are not paid for the additional work pay. Worst, when there are instances of escapes and other inmate problems, they will be facing the full brunt of the law.

There were also instances that they have to stay in jail and render work for two consecutive days.

r. They have to shed their own money when they follow up the cases

While each paralegal officer receives P400.00 operational expenses every month, this is barely enough. The Paralegal section facilitates at least 70 cases every month, 20 of which are eventually released. However, the mere transportation expense alone necessitates that they have to draw from their own pockets. Also, they would request the inmates or the inmate *nanunungkulan* to help in defraying the costs.

PRA activities number 6

Defining the conditions of a Rehabilitation Services:

A. The rehabilitation functions includes:

- a. To conduct and to supervise religious, livelihood, psychiatric, educational, sports, and recreation programs of the jail;
- b. To coordinate with NGOs and other government agencies that have reformation programs for the inmates;
- c. To escort inmates going to the National Center for Mental Health for Check up

B. The conditions of the Rehabilitation services:

a. Lack of personnel

There are nine rehabilitation workers in the jail. It is unto their big shoulders where the other vision of the jail service, that is, to reform the inmates for their eventual reintegration to the mainstream of society rests. However, the nine workers cannot attend to all the needs of 3000 plus inmates.

As a mechanism, the Chief Rehabilitation Section divides the work according to programs. There are rehabilitation workers in charged of the spiritual and educational services, psychiatric services, livelihood services, sports services, and liaisons services.

However, there are times too that the rehabilitation officers have to be utilized as escort and custodial services.

b. Lack of space and facilities

A bigger problem however is the very limited space and facilities for conducting the rehabilitation services of the jail. As it is, the only functional area that can be used is the chapel and the quadrangle. All other available spaces are slowly transformed into cells in order to accommodate the growing inmate population.

There are many programs and projects that supposedly can be done in the jail. There are NGO's providing educational and spiritual services, yet due to the very limited spaces they cannot be accommodated.

This sometimes becomes a source of conflict as the different programs compete for spaces. For example, the livelihood space has to be reduced in order to give way to the mini-gym that was created for purposes of physical development. The educational schedules have to be shortened in order to make way for the religious services. The seminars have to be conducted side by side with the videokes that translates to noise pollution in the jail.

c. Lack of budget

The Rehabilitation services have comprehensive plans but they have to find a way to finance their programs. Accordingly, the chief rehabilitation officer has to dole out from personal expenses. The prizes for the contests and the food for the visitors during the special programs come from their own initiative on how to generate funds.

Among others, these are the source of income for the rehabilitation services:

1. The Parlor and Livelihood allocates 10% of their income to the rehabilitation office.
2. The Rehabilitation officers conduct solicitations to willing partners. The solicitations are properly documented and transparent.

d. Conflict with custodial functions

The rehabilitation functions sometimes run in conflict with custodial functions. This is so as the custodial officers would want to naturally curtail the movements of inmates in order to minimize jail disturbances, whereas the rehabilitation functions entails the participation and movement of the inmates. A cultural program for the inmates has to be moved or postponed, for example, every time there are signs that a brewing tension from the inmates arises.

e. The Rehabilitation officers have to rely on coordinators

The worship coordinators play an important role in the rehabilitation functions. They are the key persons in herding their fellow inmates to join the spiritual services. They determine who among their fellow inmates would be qualified for the education programs of the NGO's and the Bureau.



The inmate coordinators performing a cultural presentation during the Independence Day Celebrations. The program was undertaken through the initiative of the rehabilitation office.

PRA activities number 7

Rehabilitation Services (Resident Psychologist)

A. The nature of work a psychologist includes:

- a. Administering psychological reports
- b. Determining if patients are mentally ill or not. The psychologist must also determine if the inmates turned psychotic and had shown manifestations of delusions. This could be done through:
 - i. Interviews
 - ii. Medical history
 - iii. Examinations and clinical tests
- c. Counseling of inmates

B. The psychologist dispense his function through:

- a. Coordination with the *Mayor* and medical coordinator of each cell. The *Mayor* identifies and sends the inmates in the rehabilitation office.
- b. The identification of possible cases:
 - i. Smelly
 - ii. Those who do not take a bath
 - iii. Those who have behavioral problems
 - a. Nagwawala or whose who becomes unruly
 - b. Nagsasalita ng mag-isa. Those who speak all by themselves.

C. Conditions of faced by the jail psychologist:

a. Lack of manpower

The ideal ratio for psychologist is supposedly one psychologist for every jail. In reality however, one psychologist is giving service to seven other jails. Aside from rendering psychological services in Quezon City Jail, he also tours the Marikina, San Mateo, Rodriguez, Paranaque, Taguig, MMRC, and New Manila Jails. Similarly, because of the lack of personnel, the psychological team that was planned to be a roving team for the city jails did not materialize.

At the least, the psychologist handles ten patients every day. He has to conduct all the interviews, tests, and medical histories. Compared to private practitioners who examine patients for at least a week to make a conclusive report, this truly pales.

As such, the psychologist could only do so much. "*Kung ano ang kayang trabuhin, yun lang.*" The evaluation cannot be as comprehensive. Each inmate-patient could only be allotted with very few minutes of time.

The psychologist reported that they become over fatigued in their work. Sometimes, they get sick. Even if they bring their work assignments at home, new assignments will be facing them the following day.

This is even made worse when they have to be in a **red alert status**. They can be called upon any time to fulfill custodial and escort functions. They are sometimes made as augmentation force during court hearings. It is a hindrance in doing their functions. However, they cannot say no. The escort duties are deemed more important than the rehabilitation functions.

The psychologist lamented that the individual talents and skills of the jail officers are not honed in order to develop better psychological services. There are registered nurses, psychologists, physical therapist who are part of the jail bureau but are assigned in escorting and custodial functions. As such, the reasons for joining the bureau, that is, to practice their professions, are not met.

This is made most difficult when there are some jail personnel who do not know their roles as jail counselors. They would practice their power and authority over the inmates with the use of brute force. Inmates who do not follow the employees' orders are yelled at and sometimes physically harmed. As such, there is a state of fear and distrust that is propagated among the inmates. Counseling thus becomes harder. Many inmates do not trust the counselor simply because of his uniform.

b. Lack of facilities and equipment

The other problem of jail psychologist is the lack of facilities. There are no available cells to confine inmates who have shown manifestations of mental disorders.²⁸ The said inmate patients stay in the same crowded unventilated rooms as ordinary inmates. This eventually poses a peace and order problem in the cells, as some mentally ill inmates turn dangerous.

As it is, the psychologist does not even have a separate interview room to conduct the exams for the inmate-patients. This is deemed important due to the confidentiality of the report that will be conducted. Moreover, they still have to bring the inmate-patient to the National Center for Mental Health in Mandaluyong in order to conduct confirmation examinations. This is an additional strain of their resources.

The jail psychologist also laments the lack of materials for the examinations. What they are using right now is a Xerox copy of the materials they borrowed from the National Center for Mental Health. Should the Psychological Association of the Philippines discover the said practices, they will surely discontinue the use. They are afraid that they could also lose their license because of this practice. However, this is the only way that they could do their functions.

That is why, the Standard Operating Procedure wherein all newly committed inmates must undergo Psychological Check up as mandated by the Jail Manual is simply dispensed with. The jail resources cannot accommodate all the said inmates.

²⁸ This is contrary to the ideal set by the jail Manual that mental patients should have separate quarters. If possible they should be transferred to the mental hospital.

c. Lack of medicines for psychotic patients

The jail bureau also lacks medicine for psychotic patients. The *mayor* of the cells are sometimes asked to contribute in buying medicines for the sick inmates (See PRA on medical coordinators)

d. Budgetary constraints

The psychologist has to pay his own travel expense when he visits other jails. At times too, he requests assistance from the jail's warden in covering up his travel expenses.

There are also instances that, if there is schooling, the officers have to shed their own personal expense under the OPM scheme or "o promise me." The reimbursement comes much later.

PRA activities number 8

Defining the conditions of the Records section

A. The functions of an Assistant Subpoena Officer in the records section include:

- a. The preparation of a daily court calendar;
- b. The preparation of an “Explanation for failure to bring the inmates in court for a hearing” so that the Jail Warden will not be cited for contempt.
- c. To receive other functions that is related in the records work.
 - i. Filing of the inmate data sheet
 - ii. Accepting mittimus and other communications from the court
 - iii. Encoding of inmate files

B. Conditions of the Records office

1. The records section is tasked to provide the explanation why a certain inmate is not sent to the court for a hearing.

The common reasons why inmates are not sent to the court for a hearing include:

- a. No escort available
- b. No available bus or van
- c. The inmate is sick
- d. No notice of hearing
- e. The inmate is already released in one court, but required to appear in another court. (see PRA on inmate paralegal coordinators)

2. The records section lack the office equipment and necessary space and facilities

The records section has the following office facilities:

- a. One computer, however, this is not internet ready
- b. Typewriter
- c. Xerox machine (malfunctioning)
- d. Fax machine (They have to use the warden’s office)
- e. Telephone

The records officer revealed that they are in constant need of supply of printer ribbon, papers, envelops, carpeta, and yellow cards for booking records. This is especially true with the sudden increase in inmates’ population. As a recourse, the jail officers request from the city hall or the hall of justice for additional bond papers.

Also, they are in need of spaces to store the old records that they accumulated through the years. Due to limited spaces, sometimes the old files are lumped together with new files such that is becomes difficult to trace the development of cases.

3. Lack of budget

The records officers have to provide from their personal pockets the Xeroxing of materials and other expenditures for facilitation of the cases of the inmates. This is so as there are no operating expenses allotted for these purposes. As an alternative, the records officers rely on the inmate or the inmates' *nanunungkulan* for assistance. According to the records officer, the following amount is necessary for the following:

- a. P10.00 for picture
- b. P20.00 for release
- c. P20.00 for certificate of detention

But if the inmates cannot give the amount, the jail guards get it from their own pockets.

4. Lack of concern

There are times that they receive sermon from higher ups even if the problem did not originate from them but on the failures of the system. The records officer shared that the situation wherein the Bahala na Gang members temporarily stay in jail for a few days and then to be returned back in Metro Manila Rehabilitation Center is straining their capacities. At times, due to lapses in coordinating with other units, the records fail to indicate that the Bahala na Gang inmates have a hearing.

5. Lack of records officers

There are 12 members of the records section and this is divided into morning, and afternoon shifts. When one is not present, the work will be paralyzed or "*pilay ang trabaho,*"

At times too, the records officers are called upon to augment escorting services. "*Nahuhugot sa trabaho*". This usually translates to the delay of their functions and eventually to the delay of the facilitation of the inmates' cases.

6. The Bicutan is no longer accepting city prisoners, sometimes, they don't accept inmates if the papers are lacking.

At times too, the Metro Manila Rehabilitation Center or MMRC in Bicutan, the district jail where inmates who were convicted of three years and below are confined, are not accepting the inmates from jail if their papers are lacking.

PRA activities number 8

Defining the conditions of the medical section

A. The functions of medical officers include:

- a. Assessment of the conditions of sick inmates
- b. Physical examinations of the newly committed inmates
- c. Preparation of the medical records of the inmates
- d. Preparation of medical certifications for inmates
- e. Administering medicines for sick inmates
- f. Conducting health seminars for the inmates
- g. Referral
 - i. Medical check up of mental patients to the National Center for Mental Health
 - ii. Inmates for further check up to other hospitals

B. The conditions of the health section (See PRA activities among the inmate medical coordinators)

a. There are many sick inmates

On the average, there are at least 40 inmates brought to the medical section for check up every day. The common problems include:

- i. Cough
- ii. Fever
- iii. Skin diseases like boils and bungang-araw

The most dangerous kind of disease that is common in the jail is Tuberculosis. There are four new-recorded cases every month.

The common reasons for the sickness of the inmates is the over crowdedness in the cells. They sleep side by side each other. Also, the sickly inmates are not quarantined, as there are no available places to isolate them. This is coupled by the lack of ventilation especially when there is no electric current. Also, there is a limited supply of potable water. There are times too that the inmates are already sickly when they are committed.

b. There are insufficient supply of medicines

The average budget for medicine for an inmate per year is P56.00. As such, the supply from the National Office is very limited. There are two boxes containing 100 tablets that is given every month. In order to augment the supply of medicines, they solicit from:

- i. City Government
- ii. NGOs (through the Preso Foundation)
- iii. Pharmaceutical companies like the Unilab

In order to maximize the use of the medicines, the health personnel prioritize the distributions of medicines. The inmates who have shown considerable failure in health are the ones prioritized. Those who seem to be still physically viable are not a priority.

At times too, the required prescription of 21 days of consecutive intake of medicines are rarely followed. At the most, the inmates are given medicines for seven days.

When the medical section runs out of medicines, the inmates are encouraged to take water therapy and are advised to pray.

However, the medical staffs also complain of the malpractices of some of the inmates. Some inmates ask for medicines and then sell the medicines to their fellow inmates. This is so as money is more important to them. As such, there are instances when the inmates take in the wrong medicine and complicate their sickness.

Worse, there were instances that the medicines given for free by some volunteers are already expired or near expiration date.

c. There is lack of medical personnel

The medical personnel are composed of one doctor, one dentist, four-uniformed nurses, and two civilian nurses for a total of eight officers. The medical doctor, however, serves two other jails such that he stays in Quezon City Jail only for four days. The resident dentist also serves as the head of the jail's custodial force. The four uniformed nurse can be pulled out anytime and render escorting and custodial functions.

As such, the medical personnel is tied up in performing its functions.

d. There is an average of five deaths per month

The medical records show that for the month of July, there were five inmates who died of different illnesses. The following month of August, there were another five inmates who died of lingering diseases. For the month of September however, when there was a two-week non-supply of water, there were 6 inmates who died. There was a time when for three consecutive days, an inmate died every day.

The causes of death that is common in the jail includes:

1. Pulmonary tuberculosis
2. Upper Respiratory Tract Infection
3. Pneumonia

Also, there were inmates who are brought in the medical section already dead. The common killers include:

1. High blood
2. Heart Attack
3. Appendicitis

4. Dehydration

This is so as there is a difficulty in bringing the inmates to the medical section. Since for security reasons, they are not allowed to just roam around the jail premises and are ordered to stay put in the cell, the inmates cannot easily move and claim medical assistance.

PRA activities number 10

Finding the solutions to the problem of the jail officers

Methodology

The jail officers are asked to present their solutions to the problems that they have identified. They were asked to draw and to qualify their answers given.

Results:

According to the jail officers, in order to function properly, the following must be a requirement:

1. A bigger building with complete facilities

The most recurring theme for the jail officers is the need for a better penal facility. As it is, even their most valiant efforts to work double time will be brought for naught because of the inherent limitations of the facilities. As the custodial force officers lament, even if they place themselves visibly in all areas just to minimize the possibilities of escape, in a simple wink of the eye or "*mapapikit lang sila*" the inmates could escape. Or as the medical officers say, all their efforts to reduce the number of sick inmates, even if all the medicines are available, if the cells continuously make the inmates sick, then their efforts are all futile.

The following are the requirements:

- a. **A spacious cell** with a lavatory and sleeping beds. The cell must have at the most 10 inmates.

The number one requirement is a spacious cell. The cell must have a sleeping place and lavatories for the inmates. This is necessary for the inmates to have a encouraging area for reflections.

As it is, there as many as 120 inmates in cell that could ideally accommodate only 20 persons. Most of them sleep in the cold floor. They have to make use of only one comfort room. There is simply no peace of mind. The area is not favorable for reformation as the inmates are preoccupied on how to survive.

Because of the inadequate cell facility, some of the more affluent inmates personally produced the necessary amenities. The inmates brought their own sleeping beds and some even constructed permanent fixtures like a *tarima* and a *kubol*. Eventually, this created an inequality among the inmates as the more affluent ones enjoy better treatment than the ordinary inmates. (See PRA activities among the cell members and officers)



This is an ordinary cell with at least 50 members. Old and young, healthy and sickly are squeezed in this cell.

b. Medical facilities

There must a medical facility for the jail in order to accommodate sick inmates and jail officers. A medical facility is needed in every jail so that sick inmates do not have to be brought outside of the jail. As such, there must be a separate area for the sick and mentally ill patients.

As of the present, the sickly inmates are placed side by side with the more healthy inmates such that communicable diseases easily spread. The infirmary of the jail can accommodate only as many as 16 inmates. It also has incomplete medical facilities.

c. The psychologist must have their own cubicle to conduct the interviews

The psychologist and medical staffs should have a separate room to conduct their interviews and examinations. Sharing with the desk of other jail officers will simply compromise the nature of their work since most of the information needed is confidential.

d. Sunning area/ recreational area

A good penal facility must have areas for sunning. The inmates must have areas to freely walk around and enjoy the heat of the sun and the breeze of the wind. As of the present, the only available sunning area is the basketball court and the chapel area. Only a limited number of inmates are allowed to make use of these areas. A sunning area was created in the rooftop of the Annex Building, however, this was transformed into an accommodation area for the inmate Chinese nationals.

There should be recreational areas where the inmates could jog and roam around. The only recreation at the moment is the videoke and the billiards which the ordinary inmates cannot avail. This is so as the inmates have to pay a certain amount (P5.00 for videoke and P10.00 for billiards) before they could avail of the services.



The jail's mini gym is patronized by the jail officers and the inmate's alike.

e. Religious area

There must be a bigger place for religious purposes. As of the moment, only the Catholics have a permanent area (but equally small) to conduct their activities. At times, the non-Catholics have to make use of the Catholic Chapel. This becomes a source of conflict as the basic dogmas clash. For example, non-Catholics have to bring curtains and other devices in order to hide Catholic icons while they are praying. This is to the dismay of the Catholics who are about to use the same venue.

f. NGO's Area

Accordingly, the jail officers said that the NGO's must be given areas of their own in the jail so that they could freely impart the planned services for the inmates. However, at the present moment, due to the growing number of inmates, all available spaces had been transformed into cells.

This becomes a source of conflict between the NGOs and the Jail management. The NGO workers feel that despite all the contributions that they had given to the jail, their efforts are not recognized. This is especially true when the jail officers transform the areas that they are working in into one of their offices. (See PRA with the jail volunteers)

g. Livelihood areas

The jail officers request that a jail facility must have areas for livelihood work. There should be a place where inmates could plant and grow vegetables and raise poultry and the like. For one, this will make them self sufficient and productive. The jail officers also said that there should be venues where inmates could learn more livelihood opportunities.

The ideal is to have a partnership with business sector such that the business sector can provide for the capital and the livelihood equipment. In return, the jail can provide for the labor needed.

The reality however is that only a few inmates can join the livelihood programs due to the very limited space. Also, the quality of their products is not good quality because when the jail officers intend to conduct livelihood teach-ins, there are no viable places to conduct the seminars.

h. Laundry area

The jail officers also require for the presence of a laundry area, where inmates could wash their clothes. The laundry area must be a separate area from their comfort rooms and lavatories. This is also necessary in order to control the spread of communicable diseases.

As of the moment, the jail has no laundry area. For one, most of the inmates do not wash their clothes due to lack of laundry detergents. Some inmates also do not have cloths at all. This is so as the jail does not provide the inmates with clothing. The laundry area also stands as the inmates' kitchen and comfort room.

i. Mess hall

There must be a mess hall where the inmates could enjoy their lunch and dinner together. The mess hall must be equipped with eating utensils like fork, spoon, cups, and plates. The mess hall must be neat and sanitary.

However, in the Quezon City Jail, there are no available places to put the mess hall. As such, the inmates eat in their crowded rooms or at the floor. As a jail officer said, there could be no dignity in that manner since they eat like animals.

Also, the Bureau cannot provide for the eating utensils. The inmates eat with their bare hands or have to borrow plates, spoon and fork from their fellow inmates. This is also one of the common reasons for the easy transfer of diseases, as inmates afflicted with TB use the same utensils.



An inmate is enjoying lunch in the corner of the cell. Notice the inmate taking a nap nearby.

j. Kitchen area

Corollary to the mess is the kitchen area. The jail should have clean area where the inmates' food are prepared and cooked. There must be enough kitchen utensils so that the food can be prepared on time. There should a kitchen system were the smoke and other wastes are properly disposed. This is necessary for the inmates to feel secured on the food that they take.

The present kitchen set up however is far from ideal. Since many inmates opted to cook their own food, there are mini-kitchens in almost every cell. This adds up to the heat and suffocation inside the cells. Also, since the inmates are allowed to bring cooking utensils, this eventually lead to security problems. For example, the kerosene they use for cooking also becomes the kerosene in designing Molotov bombs.



This is an ordinary scene in the jail's kitchen area. The kitchen boys prepare the food.

k. Visiting area

The jail must be provided with a visiting area. The area must be properly secured and monitored. The inmates and their visitors must be given the dignity to enjoy each other's company. The visiting area must recreate a community park where trees and beautiful flowers abound. There should be no stigma where the visitors are fearful for their lives and security. The sites of walls and bars should not traumatize the children visiting their detained fathers. Since the visitors are the contact of the inmates to the outside world, they play an important role to the reformation of the inmates. The jail officers request that the role of the visitors must be institutionalized.

At present set up however, the visitors are cramped in the same place as the inmates are placed. This is so as the available visiting areas are very limited. Also, the demand for livelihood and recreation has even lessened the visiting space. As such, by default, the inmates are allowed to bring their visitors inside their cells. Though this is completely prohibited by the jail Manual, this is openly practiced in the jail.



This the visiting area located in the second floor of the jail. Some inmates also transform it in a sleeping area.

l. Conjugal rooms

The jail officers agree that inmates should be provided with conjugal rooms. This is necessary in order to meet the physiological needs of the inmates. The jail officers agree that an inmate's role as a husband never ends even during incarceration. As such it is necessary for the inmates to let their spouses stay in the jail for reasonable periods of time.

This will help solve the problem where many inmates complain that their wife had left them for another man due to their incarceration.

However, the jail's present reality is that there are no available places to construct conjugal rooms. As such, inmates have devised a way to make a conjugal room in their cells, called "*kubol*." Inmates without the financial capacity to build their own *kubol* are thus deprived or have to request from their fellow inmates for the use of the *kubols*.

This eventually leads to security concerns as inmates can do anything inside the *kubol* without being detected.

m. Employees Quarters

The jail officers also dream of having a jail facility where the jail guards also have their employee quarters. They deem this to be necessary so that they could have a place to rest after a day's work. This is most important especially on periods where they are required to stay in jail for consecutive days.

At the moment, there are only a few jail officers who have a *kubol* in the jail. The jail officers personally constructed the *kubols* and as such have a right on the ownership of the *kubol*. At times, the rights over the *kubols* are sold and bought by the jail guards, such that it had become too expensive to be buying the said *kubols*. Also, this has become a source of conflict among the jail officers as to who among them must be given their *kubols*.

n. Control area

- i. Perimeter fence**
- ii. Secured windows**
- iii. Paging or communication system**
- iv. Fire exit**
- v. Isolation area**

The jail officers also dream of having a more secured jail compound. For one, a jail must have a perimeter fence. Even if the inmates had already broken loose of the building, the inmates must still have to hurdle a perimeter fence. Having a perimeter fence will definitely discourage inmates from escaping.

The Quezon City Jail unfortunately does not have any perimeter fence. Once the window grills are sawed, the inmates can simply jump from it and run. As such, there should also be more secured windows for the buildings.

The jail officers also believe that a communication system is essential in every penal facility. The movements of the inmates and the direction of work of the custodial officers could easily be guided if there is a centralized paging and communications systems. This will definitely bar the inmates from escaping since the jail officers can relay the message from one officer to another regarding the actuations of a possible escapee.

Presently, the jail officers have to rely on the interpersonal delivery of messages to each other. This is also the reason why they employ inmate trustees: to relay the messages from one employee to another.

However, the jail officers admit that the building must be provided with a fire exit. This is to ensure the safety of the inmates in periods of calamity.

As of the present moment, due to the exacting needs for security, the jail building does not have any provisions for a fire exit. The present set up will most definitely be compromised if there are fire exits created. The inmates could easily use this to plan their escapes. As such, there is possible danger, that if a fire happens in the jail, most inmates will be trapped.

o. Areas for future expansion

The jail officers also agree that the penal facility must have areas for future expansion. This is especially true since there are new laws that penalize wrong doers with incarceration. The

effect of the Republic Act 9165, for example, had been unprecedented. From a mere 2,000 inmates a year before, this jumped to more than three thousand inmates nine months after.

The Quezon City Jail for example was designed to accept only around seven hundred inmates. That is why, educational rooms, visiting areas and other available spaces are slowly transformed into living areas for the inmates.

The quest for a better penal facility could be done through the assistance of the Quezon City Government. Accordingly, since 1993 or for ten years now, the jail bureau and the NGO's working in the jail had been advocating for a new Quezon City Jail. The jail officers pray that the Quezon City Government will eventually heed the call for the construction of a new jail for their constituents.

2. Basic provisions for the inmates

After providing the jail with the attendant facilities, the jail officers dream of providing their wards with the basic necessities. This is so as the human dignity must be restored first before any meaningful reformation can be done.

a. There must be improved food conditions

The inmates must be provided with adequate and nutritious food. The inmates must be given the proper food budget that is allocated for them. Also, a competent nutritionist should design the menu of the inmates such that the necessary nutrients will be present.

Attendant to this is a better food service. The jail officers believe that there should be transparency in how the food budget is handled. As it is, the jail officers knew that it is the jail warden and the mess officers who dispense the daily food budget. However, the jail officers admit that this is a touchy issue and they would rather dare not to talk about it.

b. There should be provisions for clothing and beddings

The jail Manual explicitly says that the Bureau should provide clothes and beddings for the inmates. This is necessary in order to meet the basic treatment for the inmates. Providing them with clothes and beddings is the first step to indicate that the purpose of incarceration is not punishment but rather reformation. According to the rehabilitation officers, it is a necessary ingredient to profess that the bureau does care for the well being of the inmates.

At the present moment however, the jail cannot provide the clothing and beddings of the inmates. As such, the inmates rely from NGOs and to their more affluent fellow inmates. The inmates also have to sleep in a carton, while others have to expose their bodies to the cold floor.

Thus, according to the jail officers, it is very difficult to explain to the inmates that the jail bureau is not their enemy. The inmates cannot seem to understand that they are there to protect them. Since the bureau cannot provide the basis for the development of trust and confidence, the inmates do not open up to the jail officers. As such, there is mutual contempt

between the jail officers and the inmates. Any efforts therefore to reform the inmates are viewed by the inmates as attempts to manipulate and control them.

c. There should be provisions for personal needs like toiletries (toothpaste, toothbrush, bathing soap, detergents, sleepers, shaving cream, etc)

The daily sustenance of the inmates should likewise be given. This is to ensure that the inmates have a clean hygiene. A hygienic inmate means that he puts premium in human cleanliness. Accordingly, this will ensure that the inmate treasures his dignity. It is thus an important step towards the inmate's reformation.

The preset set up however is that the inmates have to fend for themselves. The inmates have to look for their own personal provisions. Inmates who have visitors are the lucky ones. The *buyoneros* or those without visitors have to rely on the volunteers and to their more affluent *ka-ranchos*. (See PRA activities on food conditions)

These three basic provisions for food, clothing, and hygiene are what the jail officers consider to be the necessities for any reformation efforts to succeed. An inmate who studies in the literacy program may not be able to concentrate when his stomach is hungry. An inmate who attends the spiritual services may not be able to absorb the message of the gospel if the night before, he was not able to get a sleep. An inmate will lose face in front of the NGO workers conducting seminars on good moral character if the said inmate stinks for not taking a bath for the past few days.

3. Additional qualified personnel

The jail officers admit they are in need of additional personnel. As it is, the provision of the Manual is not at all followed. The custodial and escort ratio should at least be improved by 50%, that is, at least 75 more jail personnel for Quezon City Jail. This would unburden the jail officers in doing their functions.

Aside from the number of jail officers, there should also be an improvement on the quality of officers. This could be done through:

a. The qualification for BJMP officers must be: concern for the inmates; they must know how to trust the inmates.

Since, it is the function of the jail officers to reform the inmates for their eventual reintegration as a law abiding and responsible members of the society, the BJMP officers must have a clear motivations in joining the Bureau. The jail psychologist said that it should be the function of all jail officers to assist in the inmates' search for a meaningful life. As such, the jail officers must exhibit a genuine concern for the well being of the inmates.

However, the dominant thinking is that inmates are “criminals” or “*kaya nga nakulong ang mga iyan.*” They view the inmates with condescension and contempt. They simply do not trust the inmates. This dominant mindset eventually translates into a punitive philosophy.

It is suggested that before an applicant must be admitted to the jail bureau, his motivations must be cleared. As it is, many jail officers really do not intend to become jail guards, but because they are not accepted to their first choice of work, they end up joining the jail bureau.

b. There should be changes in the basic training course for the jail officers

After carefully identifying the prospective applicants, the jail officers also said that there should be a rethinking of the jail officership basic training course. As is it, the training is characterized by a physically rigid training. The impression is that the jail is a military camp, where the officers are about to go in a war zone. The inmates are thus perceived as enemies, who have to be guarded from all misdemeanors at all times.

Accordingly, this orientation translates into punitive form of penal facility. Since in the training, the jail officers are punished for simple misconducts, the inmates are equally punished when they are at fault. The jail officers transmit the aggressive behavior from their training to the inmates.

This is even reinforced by the fact that military and police tenets guide the philosophies of the jail officers. Tenets like, “the fault of one is the fault of every one,” “what you see, what you hear, leave it here” and “command responsibility,” to name a few, are appropriate in well-disciplined and well-provided organizations. However, to implant the same tenets in the jail, where there are inadequate facilities and as such abnormal situations, would only corrupt the situation. It would translate into a culture of fear and silence, such that inmates would not air their complaints even if it were legitimate.

As such, it is recommended that more attention should be given on the reformatory functions of the jail rather than its custodial functions. The jail curriculum would be better off if prospective jail officers are trained on how to deal with the inmates, on how to hear their complaints, on how to mediate their conflicts, and the like. It is argued that the jail officers, in their very training, must be told how to become models for the inmates to emulate.

c. The employees must be educated on their functions as counselors

Corollary to this is that the jail officers, first and foremost, are the resident counselors. The jail officers should know how to manage and facilitate the internal traumas brought by the inmate incarceration. As such, the jail officers must be properly trained on human behavior, conflict management, and group therapy.

Also, the jail officers must be equally adept on the legal procedures and basic criminal law. They should be able to answer the queries of inmates on basic legal questions in order to

satiating the inmates' doubting and curious minds. As such, the jail officers must continually undergo legal seminars.

d. Human rights campaign

Eventually, it is recommended that jail officers should undergo human rights training. They should know how to treat their subjects as human beings. There are moments, that due to the necessities of custodial functions, the inmates' human rights are dispensed.

The additional quality personnel will definitely redound into professional cadres who are effective and efficient in the conduct of their service. Only then will jail officers say that the reasons why they joined the jail service becomes truly fulfilling.

4. Additional budget for the jail bureau

As in all organizations, the jail officers claim that there is a need for a higher budget for the bureau. This is in order to make its operations smooth and efficient. A well-resourced organization is deemed to be able to timely meet all the demands. Accordingly, additional budget are necessary for the following:

a. Increase in the jail officer allowance and other benefits.

The Jail officers allowance must be increased. Since they are doing functions that are more than their designated job descriptions, the jail officers deserved to have a commensurate corresponding allowance. And since their work entails a lot of personal hazard, the jail officers must equally have a proportionate hazard pay.

At the minimum, the Jail Officer One receives only a third of the pay of a Police Officer One. Because of the low pay, many jail officers are forced to look for other source of income. Many jail officers have legitimate business outside of jail. Others, they have business in the jail like selling kerosene and *sari-sari* merchandize, maintaining a telephone booth, billiards table and videoke. The officers maximize the jail market potential.

Unfortunately, there are few unscrupulous jail officers who engage in not so legitimate business. There are those who engage in *matik* and *hirit* or those who receive extortion and bribe money from the inmates. There are also those who engage in illegal trade. (See PRA activities among members and officers of the cells)

The very minimal basic pay for the jail officers and the inherent give and take structure have made them susceptible to the corruptions of the system. As such, there is a need to review the pay scale of the jail officers and make their remunerations comparable to the nature and difficulty of their work.

A higher pay scale will also attract the outstanding applicants into entering the bureau and to maintain the good performers who are already in.

b. There should be budget for operational expenses and provisions of supplies.

The jail officers demand that there should be sufficient funds for their operational expenses. There should be enough office and medical supplies and security provisions. This is necessary for the jail officers to be always on top of the situation. Once a problem crops up, they could easily solve it and move on with their other functions.

However, the jail officers feel that they are like going to the war without ammunitions or “*punta sa giyera na walang bala.*” As it is, the jail officers feel that they are like beggars asking assistance to other offices. For example, the records staff admitted that they still have to make “*bola*” or sweet talk court employees to be given bond papers.

Worst, the officers are forced to shed from their own pockets just so the basic needs of their work are met. Eventually, they have to seek the assistance of the inmates and the inmate *nanunungkulan* just so to dispense with the work. This has opened the floodgates for abuses. Since the jail officers are indebted to the assistance of the inmate *nanunungkulan*, the inmate *nanunungkulan* are given the passes to request some favors for the jail officers. A give and take relationship develops until eventually, the jail officers become the recognized supporter of the inmates and their group.

This little and legitimate tradeoffs eventually give way to bigger and illegitimate exchange. Unfortunately, there are few jail officers who cannot resist the temptations and become a party to the intricate web of corruption inside the jail.

The provisions of the basic operational funds therefore will make the jail officers independent in the pursuit of their functions. They don't have to rely on the assistance of the inmates and as such can implement their actions without fear or favor.

c. Enough funds for equipment (transportation and communication)

The officers also clamor for sufficient equipment in order to accomplish their functions effectively. This will facilitate the movement of their work. An office with equipment will make their work finished on time.

As of the present, the most pressing need is to have additional buses and vans. The escort officers are one in saying that the jail must have at least two buses and two vans so that even if one of the buses or van malfunctions, then there could still be an available one.

Also, the records officers are in need of Xerox machines and additional computers. These are basic office equipment that could facilitate the inmates' cases.

d. For programs and activities

The rehabilitation officers also claim for sufficient budget for their reform programs. Though they have plans for the livelihood, cultural and recreation and sports, this entails some form of financing. It has been a common practice the more affluent inmates are given solicitation letters to help defray the expenses for the programs. Also, the warden and other jail officers usually pull out from their own resources just so to come up with programs.

e. Creation of a BJMP Hospital

The jail officers also propose for the creation of a BJMP hospital, similar to the hospitals of the Philippine National Police and the Armed Forces of the Philippines. This is necessary in order to secure the medical needs of the jail officers and their family members. Moreover, the BJMP hospital will lessen the possibility of escapes and escape attempts during inmates' hospitalization as the medical facility will be more attuned to the situation.

The present system entails that the sick inmates are brought to the public hospital like the East Avenue Medical Center. This poses a threat not only to the limited number of escort officers but to the other patients and medical staffs as well.

All in all, the quest for a bigger budget entails that Congress should allot more for the Bureau of Jail Management and Penology. However, it has been an accepted fact that the National Government is in itself in a bind. The National Government has limited revenue and, as such, has even to resort to acquiring loans just to finance its programs. Also, the National Government has to deal with the competing concerns of others sectors like the military, education and health. Given the prevalent view that the inmates are criminals anyway and they deserve to be punished, then they become the least of the priorities of the government. As such, every time there is a squeeze in the Budget, it is the budget of the BJMP that is the first to be reduced.

5. A more coordinated programs of reformation

The jail guards admit however that even if the jail is already complete with the needed facilities, properly provided with the needed equipment and powered by adequate and competent personnel and the inmates have been properly nourished and dressed, (like the condition of jails in the first world countries) still there is a need for a holistic program for reformation. The jail officers propose the following:

- a. There must be a Reception and Diagnostic Center to determine the inmate personal history, medical Introduction, educational capability and personal assessment of their case (confidential information)**

The jail officers propose for the creation of a Reception and Diagnostics Center. This is the place where the newly committed inmates are confined so that important data may be gathered. This data include the personal history, socio-economic **Introduction**, educational

capability, medical and psychological conditions and the inmates' personal assessment of the case. This data shall be the basis for the creation of a reformation program that is attuned to the needs and circumstances of the inmates.

The RDC shall be the place where the inmates are briefed on the rules and regulations of the jail. They shall be apprised of their rights and privileges as well their roles and obligations. They shall be staying in the RDC for a reasonable period of time until they are transferred to their cells.

Actually, there is nothing new with the concept of the RDC. The jail Manual already stipulates the presence of an RDC. Unfortunately, because of the lack of personnel and facilities, the Quezon City Jail cannot come up with a RDC.

As of the present, newly committed inmates are immediately sent to their cells after the jail officers receive them from the police who committed the inmates. The inmate information sheet and medical records are taken and form part of the inmate's data. It is the inmate *nanunungkulan* who provides the orientation to the inmates. And the orientation is based on the "*patakaran ng selda at brigada*" or the inmates own rules and regulations. The inmates are not allowed to talk to anyone and to get out of the cell for one week. As such, the inmates are already introduced to the inmate way of life, values, culture, and social structure the moment they step in the cell. Also, the authority of the guards ends when the inmates are already in the cells.

b. There should be a classification system

After the inmates had been properly diagnosed of their present condition, the inmates will be transferred to their cells. The diagnosis in the RDC will now be the basis for the classification of the inmates. The classification could be according to the following:

i. Needs of the inmates

The inmates must be classified according to their needs. Inmates with drug related cases must be grouped together and to receive a common program. The drug dependents must have a program for drug rehabilitation. The drug peddlers and pushers, who are not necessarily drug-users, must have a program that is strong in social responsibility and livelihood. Inmates charged with crime against property offenses may be given programs that are clear in livelihood component. Inmates who professed to be innocent and claims to have been wrongfully accused may be given programs with paralegal components of their cases. Inmates who are charged with rape and other sexual misconduct may receive programs that contain moral recovery component.

Also, the inmates can also have informal groupings based on interests. According to the jail offices, inmates who are interested in certain sports like basketball, chess and the like can be grouped together. The inmates who are inclined into singing and the performing arts can likewise have their associations inside the jail.

ii. Sick inmates must be separated

The sick and mentally ill inmates must be placed in a separate cell so as to avoid the spread of diseases. A separate medical and physical program should be administered to these inmates.

iii. Inmates with special concerns must have their own cells

The gays must be given a separate cell. There should be an independent program that will be suited to their needs and interests. The youth detainees must also be confined in a separate cell that is independent of the mature inmates.

The classification of the inmates is also not a new concept. The jail Manual equally requires that inmates must be grouped according the offense charged against them. In fact, a classification board is mandated to be a component of the jail structure. But again, due to the lack of personnel and the corresponding facilities, the classification procedures of the inmates are not followed.

On the contrary, the inmates are classified according to *pangkat* affiliation. Inmates with the same *pangkat* like the Batang City Jail, Sigue-Sigue Sputnik, Sigue-Sigue Commando, and Bahala na Gang are grouped together and placed in one *brigada*. The *pangkat* members call it their *bahay ng pangkat*. (See PRA on members of the Pangkat)

The inmates are classified through the tattoos found in the right side of their bodies. Once the Desk Officers (now records officers) receive the inmates from the police officers, the inmates are searched of any tattoos found in their bodies. Should there be tattoos found, that will be the basis for classification. Inmates without tattoos are placed in the *brigada* of the *Querna* or non-gang members.

As such, inmates with petty crimes are lumped together with inmates charged with capital offenses. The sickly inmates are also grouped together with the more healthy ones. The youth detainees, who sometimes do not declare their proper ages, join the company of the recidivists and the hardened criminals.

Worse, there are minimal programs for reformation. There are spiritual services, livelihood programs and educational activities that could accommodate only a few number of inmates. These activities are conducted in the second floor of the jail for a few hours and done in a one-shot deal fashion. Eventually, when the activities are over, the inmates come back to their cells and have to deal with the realities of their world. The programs do not have a follow up in their cells. In the cell, the dominant program is survival. It is a dog-eat-dog world. As such any positive values that have been inculcated in the reformation activities are lost when they are back to the real world. (See PRA activities among members and officers of the cells, see also PRA activities among members of the Pangkat)

c. There must be a continuing program for all the inmates

When the inmates are diagnosed and classified according to their needs, there must be a continuing program that shall guide the inmates. This could be done though:

i. There must be group therapy among the inmates.

There must be a Therapeutic Community or TC program for the inmates. This is a program where inmates are considered members of a family and have to undergo a program for reformation. It allows the inmates to talk and freely express their feelings on their situations. The TC program is participatory in nature. It also forwards the ends of restorative justice as it promotes the inmates to take responsibility of their actions.

The TC program puts the cell at the center of the reformation efforts and the fellow inmates the key partners in the program. The inmates thus belong in a community of mutual support and understanding.

ii. Inmate talent should be maximized the proper way

In the therapeutic community, the inmates' talents and skills are maximized. The inmates are given work assignments that could further utilize their innate skills. The inmates are given schedules to make them busy and preoccupied. Depending on the needs of the inmates, they have to follow course requirements even if they are inside their cells.

iii. The inmate leadership should be maximized for reformation efforts

The inmates who had shown leadership potential are harnessed to become partners for the program. The inmates leaders could be delegated some authority over their fellow inmates in order to unburden the jail officers of the task. Also, this will create a value system where inmate leaders who volunteer their services becomes model to be emulated. It will thus create a premium to be good follower. Moreover, giving inmates responsibilities will eventually redound to the regaining of their self worth.

iv. Program must be based on merits

The TC program is anchored on a merit system. The inmates with good performance are praised and those with misdemeanors are immediately corrected. Eventually, the performance of the inmates and the roles that they had taken are fully recorded and form part of the inmates' profile. This will be the basis for good moral certification, which will be utilized by agencies like the parole and probation. As such, the jail officers recommend that the Bureau of Jail Management and Penology Director must also be given the power to give Good Conduct Time Allowance to the inmates as is given by law to the Director of the Bureau of Corrections. This will empower the jail institution to credit the inmates for lesser period of confinement if they had shown good conduct while in jail.

The Therapeutic Community or TC program is gaining adherents in many jails. It has been proven to be an effective means to curb peace and order problem among the inmates. Jails

that implemented the TC program had lesser jail disturbances and the inmate-management relationship less tensed.

Accordingly, there were efforts to implement the TC program in the Quezon City Jail, especially in one of the women cells in year 2000. However, the efforts were not sustained, until eventually, the women were transferred to the Female Dormitory.

With the jails present set up, the dominant program is the “**Batas ng Kulungan**” of the inmates. Once inside the cells, an inmate must know how to follow rules and regulations of the cells without question. He must know how to give respect to the leaders or inmate *nanunungkulan*. He should merely observe and should not speak his mind out. He should know how to position himself (*marunong maglugar sa sarili*) in all the intrigues or *bundulan* that is happening around. He should be wary of some inmates who may take advantage of him anytime. As such, he should know how to earn the confidence of his leaders and endear himself to them. He should know the people whom to approach and to trade favors with. As such, “*alam niya dapat ang gulang ng kulungan*” or he should know how to deal with trickery of jail life. (See PRA activities among members and officers of the cells)

As such, what an inmate learns is how to become a *nanunungkulan* inside the cell and to make use of the power for his own advantage. He also learns the techniques of his *kakosa* in their criminal act. He will know the secrets of how to commit crime without necessarily being caught by the authorities. He will be introduced to other inmates who have the same “line” or “*linya*” like him and start creating their network. The persons he emulates are those persons who are *tayman*, those who had been in Muntinglupa and served time. Once he gets released from jail, he will be armed with a brand new criminal mind.

d. There must be a professionalized system among jail officers

The diagnostics and classification of the inmates coupled by the continuing programs for reformation would be sustained only if there is a professionalized system among the jail officers.

The jail officers dream of having a professionalized jail service. After all, this is one of the main visions of the Bureau. They wish to go to their offices proud of the nature of their work. They intend to report on duty with high regard to the capability and trustworthiness of their fellow employees. In order to achieve this, they propose the following:

The efforts of jail officers must be recognized. Truly, there are jail officers who work beyond their scheduled hours and personal resources just to accommodate the needs of the inmates and to meet their job descriptions. There are silent jail workers who still believe and cling to the visions of the bureau despite all the challenges in their jobs.

This kind of jail officers should be rewarded and be made models of the workforce. Their performance should be the basis for their promotions. Considering that they receive minimal pay, financial rewards should be given on those who had shown exemplary service for the bureau.

Should there be incidents where there are misdemeanors, their performance for the past many years should be evaluated. Considering that there could be incidents where some daring inmates escape during the tour of their duty, the totality of their service should be accounted and not merely on that single incident that happened.

A professionalized ethic among jail officers will complement the merit system in the inmates reform programs.

The truth however, is that: some jail officers are slowly losing hope to the jail bureau. There are a few who consider it as a pathetic lot. Many jail officers admit that they are “low morale.” They do not see any hope in the Jail. Many officers disclose that they are following up their applications to other agencies and would leave the jail service the moment an opportunity props up.

As a jail officer laments, this is the grand scheme of things in the jail: “The older members of the jail service introduce the practice of corruption to fresh graduates of the jail training institute and the new officers are told to simply watch, observe and wait for their part of the loot. Those who do not want to become part of the system are ostracized. Also, the initiatives of some jail officers to improve their lot at not at all rewarded, especially if this runs counter to the turf of other jail officers. As such, it pays to simply remain in the sidelines. Worse is when some of the jail officers would fight against each other and be envious of each other’s performance. (*Puro silipan*) It pays then to have *padrino* in the higher office to back up their performance and to play favorites on the lower rung. Then the promotions are not based on performance but rather on proximity to the dispenser of political power. The whole system of professionalism collapses.”

Eventually the favoritism among the jail officers are intertwined with the inmates *batas ng kulungan*. As such, there are jail officers who become members of the *pangkat* or have a *pusong pangkat* and works to inmates employ.

e. There must be coordination and mutual support among the functions of the different sections of the jail

A corollary to the ideal of having a professionalized work ethic is the coordination and mutual support among the jail officers. Accordingly, the jail officers are rich in talents and skills and these personal capabilities should be utilized. The jail officers must be organized in such a way that their individual capabilities are translated into synergistic capabilities. Among the recommendations are:

i. The escort to support the records and paralegal sections

The escort officers are the ones bringing the inmates to the courts. As such, they could observe how the court hearings were conducted. The escorts would know when the next hearings of the case would be held. Since they have a deeper appreciation of the legal procedures, they could explain the developments of the case to the inmates.

These pieces of information will then be relayed to the records and paralegal officers. As such, the records and paralegal can easily update the case development such that when the relatives of the inmates come and ask, they can give the most up to date answers. This will eventually redound to speedier resolution of inmates' cases.

ii. The custodial officers as hands on counselors

Equally, the custodial and other officers can work as counselors of the inmates. Since the custodial officers are there to protect the inmates, they could work as the inmates' confidante themselves. The custodial officers must complement the duties of the rehabilitation officers by making themselves model members of the jail community.

iii. The jail officers as volunteers

Jail officers who are teachers by profession can teach the inmates during their free time. The social workers among them could conduct cultural activities. Jail officers who are nurses by profession can augment the medical section. The law graduates can likewise be in charged of paralegal seminars and the like.

All in all, what is desired is unified action among the jail officers. There should be a realization that they are like floating in one boat and that the action of one has a repercussion on the other.

At the present moment, however, the jail officers bewail the *kanya-kanya* or to each his own attitude that is prevalent in the jail. Many officers are there simply to perfunctorily do their functions and do not seem to care on the functions of other officers. An escort officer, for example, would not volunteer to get the release order of an inmate from the court even if the said escort officer is already in the courtroom, for the simple reason that that is the duty of the records mittimus officer. The escort officers would rather dare not to encroach or "*mahirap makialam*" on the turf of the other officers. As such, there is a redundancy of functions that eventually leads to the delay of inmates' cases.

f. There must be a humane way of punishments for erring inmates

The reformation program must be equally supported by a humane manner of punishment. Many jail officers say that even if all the efforts are geared towards understanding the inmates, there are still those who consciously break the rules or "*talagang di maiiwasan na may makukulit*". As such there should be a form of punishment.

However, the jail officers ideal of punishment is non-corporal and should have a redeeming value. It should be able to explain to the inmate why they are punished and why the action is unacceptable. There should be a counseling session that will accompany any

punishment. The basic human dignity of the persons should still be respected. Moreover, the inmates must be punished according to the gravity of the offense that they committed. A correct procedure, where the erring inmate concerned are given the chance to air their side, must be done in order to ascertain the truly guilty. As such, a disciplinary board must be empowered to hear the inmates' cases.

The following are suggested ways of punishments:

- i. **Isolation cell**
- ii. **Permanent padlock**
- iii. **Cancellation of visitation privileges**

The jail must have a facility for isolating the errant inmate. The errant inmate must be removed from the area of conflict the soonest time possible in order to avoid the escalation of hostilities with other inmates.

The isolation cell must have its basic necessities like a place to sleep. It must be sanitary and habitable. Also, the inmate should be isolated with a corresponding reasonable period of time. The more unruly inmates may receive severe punishment like permanent padlocks. In here the inmates are confined in the cells for longer periods of time. Also, the inmates' visitation and other privileges may be temporarily cancelled. The inmates' disciplinary record will eventually be the basis for the issuance of the Good Moral Conduct. Thus, it will be clear for the inmate that unruly behavior will translate to longer penal service.

These form and procedure of punishment is already laid down in the Manual. However, due to the basic inadequacies of the jail, some of the punishable conducts, like the prohibition for inmates to exercise supervision over other inmates, are not at all punished and in fact encouraged by the jail bureau. As such, the Manual ceased to be guide in the discipline of the inmates.

Also, because of the lack of jail officers, the Disciplinary Board was never convened. As such the procedure of punishment is not equally observed.

The present set up of punishment that is at work is: **the fault of one is the fault of everyone**. Since the jail officers would be hard put in ascertaining who the individual culprits are in a particular incident, it has been a common policy that all the inmates concerned will be punished. A misdemeanor, for example, by one member of the *pangkat* will translate in to the cancellation of visitation privileges for all the members of the said *pangkat*. As such even those who are not involved in the incident, suffers the consequences of the indiscretions of their fellow inmates. More so, the tenet "command responsibility" is used in order to hold firmly the actions of the leaders of the inmate groups. Once a member of the *pangkat* creates trouble in the jail, the leaders are automatically transferred to the Bicutan Jail.

The more dangerous form of punishment however is when the inmates take upon themselves the responsibility to resolve their conflicts and inflict punishment to their fellow inmates. The common practice is for a *bastonero* to investigate the incident, the inmate *jury* to hear the case and determine the guilt or innocence of the complained- inmate and the *mayor* to

decide the gravity of punishment. The most common form of punishment is *takal* or paddling the feet. At times the erring inmates could be subjected to *basag* or breaking one's skull. There were instances that these resulted to death of the inmates.

Some jail officers tacitly endorse these forms of punishment, even if prohibited by the jail Manual. It is a common belief among the jail officers that the inmates have their own set of rules and as long as *walang bulilyaso* or complaints against the inmates concerned, they are left on their own. This is a part of the trade off among the jail officers and inmate leaders: as the inmate leaders become the extension of custodial functions, they are given the right to exercise power in their dominion.

As such, the punishment could be instrument of domination and control inside the cells. It is far cry to the ideal of using punishment to correct the wrongs done.

6. Coordination with the other sectors of the five pillars of justice

These are the proposed programs for the reformations of the inmates. The jail officers believe that should these programs be implemented, then they could say that the ideals of jail be achieved. However, they qualified that since the jail bureau is only one of the pillars of the criminal justice system, there is a need for a strong support from the other pillars as well. Accordingly, coordination must be conducted with:

a. Police

The BJMP and the police should have coordination. This is especially true since most of the inmates come from police stations. For one, the police officers should check the practice of having the inmates tattooed right in the police precincts. This becomes a hindrance later on in the jail classification system. Also, the police officers should do away with the practice of employing inmate to torture fellow inmate. This becomes a source of *pangkat* conflict when the inmates are transferred to the city jails.

Moreover, the police should improve on their manner and methods of arrest. Many inmates eventually turned innocent of the charges of the police. The police should do away of the with practice of arresting suspects just to have a mechanism for extortion and those suspect who cannot pay the bribe money are charged with spurious offense. The police should stop making jails as *tapunan* when the suspects can no longer cough up money.

The police should likewise complete the papers of the inmates before they are transferred to the city jail. Sometimes there are police officers who simply declare that a young offender is above 18 years old simply because there is difficulty in producing the birth certificate of the child inmate. And since the Department of Social Work and Development would not accept a detainee without the corresponding papers, the police would simply teach the child inmate to declare that they are already more than 18 years old and be accommodated in the Quezon City Jail.

b. Public Attorneys Office

There should also be coordination with the Public Attorney's Office or PAO lawyers. Since almost 80 percent of the inmates avail of the service of the PAO lawyers, there should be a strong coordination between the PAO lawyers and the BJMP especially the paralegal officers. For one, the paralegal officers can assist the PAO in the preparation of the inmates' defense. They could assist in locating the inmates' witnesses to be presented.

c. Court

The Court and jail should also have a constant communication. Both agencies should have a common goal to dispose the case with maximum dispatch. The Executive judge should work closely with the jail warden.

i. Overstaying inmates

The jail warden should be able to present to the executive judge who among the roster of inmates had been overstaying in jail or those who served the maximum impossible penalty should the inmates have been convicted. This could be simply done by the sorting out the inmates according to the date of their commitment in jail and compare this to the nature of offense that is charged against them.

Also, the records officers could provide the court who among the inmates had been waiting for promulgation more than the required maximum of 90 days (there are times that inmates wait for promulgation for more than a year)

ii. Inmates with multiple cases

The police and the prosecutors sometimes file numerous complaints against an inmate and then distribute the cases to different courts. As such, the inmates may already been released in one case, but the other cases may just have started. Also, when the inmates have a hearing, it strains the escort resources, as they have to bring the inmates to different salas.

The court and the jail, for purposes of decongestion, may move to consolidate the cases of the inmates in one judge. This will eventually facilitate the case.

iii. Schedule of hearings (mental patients, archive cases)

The court and the jail should work out a mechanism to make the hearings in the court efficient. Many times, the Court officers require the jail warden to explain in order not to be cited for contempt for reasons that are beyond the powers of the jail warden. (For example, a sickly inmate was not brought to court). This breeds distrust between the two institutions.

iv. Release orders of inmates

There are times too, that an inmate had already been declared free by the court but the release order was not transmitted to the jail. The court's sheriff has been preoccupied by other concerns and may not be able to transmit the said paper. And since the authenticity of the document has still to be verified, this will take a little more time. Also, it is only the jail record officers who are empowered to get the said document. Should an inmate relative get the said document in order to facilitate the case, such effort will be brought for naught. The said document will not be recognized.

As such, there should be a mechanism to be developed by the courts and the jail with regards to this situation.

v. Recidivists

The jail should likewise provide the court with key information about the past conduct of an inmate. The jail should provide the inmate's profile to the court especially when the inmate had already been found guilty. There were times when inmates were given light penalties even if they had been committing the same crimes.

d. Parole and Probation/ Boards of Pardon and Parole

There should also be coordination with the parole and probation and the jail. The inmates' jail service must be one of the bases for the grant or denial of the inmates' application. The inmates' good conduct must be used as a basis for qualification. The inmates' profile should also be guide to the parole and probation officers for their program upon the inmates' release

However, due to the absence of the merit system in the jail, the issuance of Good Moral Certificate had been by personal requests. There is no basis for review of inmate conduct. As such, the practice has become discretionary.

e. Bureau of Corrections

The jail management is closely intertwined with prison management. This is so as convicted inmates eventually are transferred to Muntinglupa. As such, the inmates maintain their communication with inmates in the city jails.

This is especially true among the members of the *pangkat*. The head of the *pangkat* in the city jails submit their decisions to the head of the *pangkat* in Muntinglupa. (This is so as *pangkat* members when they commit mistakes against their *pangkat* in the city jails could be meted out a punishment once they are transferred in the Muntinglupa.)

As such, the warden of the jail should coordinate with the Bureau of Corrections Director on the way they deal with the *pangkat* members.

Equally important is the coordination to facilitate inmates records. The jail should provide the Bureau of Corrections information on how the inmate behaved in the city jail. This will be the basis later on for the inmate program in Muntinglupa.

f. Commission on Human Rights

The Commission on Human Rights must constantly visit the Jails and establish mechanism on how to hear the complaints of the inmates and jail employees alike. The Commission on Human Rights must make strong positions against the dehumanizing situation of the jails.

g. The NCIS (National Computerized Information System) must be continued

The coordination of the Law enforcement agencies could be better improved if the National Computerized Information System be continued. The sharing of information is very necessary to determine the **Introductions** of inmates. Many times, first time offenders and recidivists are not distinguished simply because of the police lack of inmate records. There are also instances where recidivist inmates avail of probation simply because inmates used a different name.

7. There must be coordination with the NGO's

Aside from the government agencies, the jail officers believe that there should also be a defined coordination with the NGO's. They believe that working closely with them will yield better result. The strength of the NGO's lies in their commitment and voluntary service. They also support the inadequate resources given to the inmates.

For one, the Jail management and the NGO's must sit together in coming up with a unified plan for the jail. The jail management should be able to relay its short and long term goals and determine how the NGO's could fit in to their programs. There must be a constant dialogue on the activities and future plans.

Two, the jail management should have the power to determine if the NGO's proposed programs fit in to the needs of the jail. It should also determine if the said proposals do not duplicate the functions of the jail or the services provided by other NGO's. Only those NGO's that fits the jail needs and standards may be allowed to operate in the jail. This is necessary as some NGO's, especially the religious ones, may be fighting over their protected turf.

Third, the jail management must equally make sure that the NGO's who purports to serve the inmates are transparent in their fund raising campaigns for the inmates. This is necessary in order to avoid the practice that inmates are used for solicitations purposes but the money solicited is not turned over for the intended purposes.

8. There must be coordination with business sector

be “professional” in their conduct and the inmates “reformed” in their ways, yet, the funds are too tight that even the basic operational expenses are not provided.

As such, there arose a mechanism where in the jail officers and the inmates make do of whatever resources available. They employed a give and take relationship where the inmates’ manpower, money, and social resources are maximized in order to support the jail institution. In return, the inmates are given authority over their fellow inmates and privileges in the exercise of jail little amenities. Without these mechanisms, the jail will simply collapse. (These will become more pronounced in the PRA activities on the cell members and officers)

As a result, the basic policies of the Bureau are compromised. The Jail Manual is selectively implemented. The jail hierarchy becomes less formal. The exercise of the rules and regulations becomes discretionary.

This has resulted to fragmented actions among the different sections of the jail. This is so as the primary consideration of the jail officers had been how to survive. The actions of the jail officers are segmented and they concentrate only on their assigned tasks.

As such, the jail does not have a clear and unified program action for reformation. Palliative measures are adopted to meet the needs of the day-to-day concerns. Because of limited resources, there can be no long-term goals and actions. While there are best efforts made by jail officers, the beneficiaries are very limited in number.

This eventually leads to a punitive form of justice. The alternative “**Batas ng Kulungan**” among the inmates is the dominant program of action. The weak and the uneducated are put in the sidelines. The powerful takes command over the lives of ordinary inmates. The jail officers adopt this dominant program of action, by default. They have to embrace the inmate system of governance to keep their institution moving. (This will be elaborated on the PRA activities among the inmates).

This has become a recipe for more injustices. Jail officers who remain steadfast in their ideals are not rewarded, and at worst even punished by their fellow officers through a mechanism of silent ostracism. Those who cannot stomach the system have to leave the Bureau.

Ultimately, what we have is a jail that makes inmates more hardened when they are first committed in the jail. The jail has thus become a venue for the more criminally inclined individuals to consolidate their ranks.

PRA on cell and brigade members and officers

Introduction

The cell or *selda* is the basic unit of organization in the Quezon City Jail. Once an inmate is committed in jail and received by the members of the Bureau of Jail Management and Penology, the inmate is designated to a particular cell. The cell will be recorded in the inmate's data sheet and he shall later on be contacted through his cell designation. For example, if an inmate has a hearing, his name will appear, together with other inmates, on the list indicating their cells. If an inmate receives visitors, the visitors shall be brought to the inmate's cell.

A group of five to eight cells will form a *brigada* or brigade. In the Quezon City Jail, there are two kinds of *brigada*. These are **brigada ng pangkat** or the members of the gangs and the **brigada ng querna** or the non-gang members. There are four *pangkat* in the Quezon City Jail, namely, Batang City Jail, Sigue-Sigue Sputnik, Sigue-Sigue Commando and Bahala na Gang. (See PRA activities among members of the Pangkat).

A cell as big as a regular classroom (24 square meters) is composed of at least 100 to 120 members. That is less than one fourth of a square meter per person. That same cell also has one comfort room for 120 persons.

A cell has its own rules and regulations. These rules, also referred among inmates as "**Batas ng Kulungan**," are strongly enforced by the *nanunungkulan* and dutifully followed by the members. The officers subject all those who violate the rules to a disciplinary action.

A cell has a set of leaders headed by a cell *mayor*. The *mayor* is considered the father of the cell. He is assisted by other cell *nanunungkulan*.

The table below is the population distribution of each cell and brigada of the Jail on February and June 2003. It also indicates the cell floor area. And using the February 2003 population, the average area occupied per person was estimated. However, take note that the population on October 2003 jumped to 3200 inmates.

The inmate population based on cell distribution,
the regular cell area and the area occupied per person

Location	District/dorm	Population as of (Feb03) (June03)	Cell floor area in square meters	Area occupied per person
Annex building	Dorm 1	82	24	.292 m
	Dorm 2	81	24	.296 m
	Dorm 3	83	24	.289 m
	Dorm 4	82	24	.292 m
	Dorm 5	93	24	.258 m
	Dorm 6	100	64	.64 m
	Dorm 7	136	100	.735 m
	Dorm 8	79	70	.886 m
Total annex		736 929		
Sigue sigue Sputnik	District 1	439	294	.669 m
	Sub-district 1	242	120	.495
Total Sputnik		681 736		
Sigue Sigue commando	District 3	222 252	160	.720
Batang City Jail	District 2	189	168	.888
	Sub-district 2	195	150	.769
	District 4	209	180	.861
Total BCJ		593 629		
Bahala na gang		59 79	30	.508
Barangay Roxas		18 16	24	1.33
Total number of inmates		2309 2641		

This data was compiled by Engineer Warren Zingapan

The population increase in 2003 was due to the implementation of the RA 9165 or the New Drugs Law that effectively prohibited the inmates from posting bail.

Purpose of the PRA activities

The purpose of the PRA activities among the cell members and officers is threefold:

1. To describe the present plight of the inmates on their cells
 - a. The rules and regulations inside the cells
 - b. The social structure in the cell
 - c. The financial structure in the cell

2. To show how the inmates cope up with the conditions in the cell
 - a. The prevalence of the “bundulan” or the power play among the inmates
 - b. The culture of “buryong” and its implication to peace and order among the inmates
 - c. The acceptance of *matik* and *hirit* as a legitimate jail officer-inmate relationship

3. To depict the overall situation of the Quezon City Jail using as prism the conditions in the cells

PRA activities number 1

Description of the rules and regulations inside the cells

Methodology:

For this PRA activities, around twenty five inmates were invited, with four to five coming from the different cells and brigades. Then they were divided into four groups such that each group has five to six members. The inmates were asked to share their knowledge on the different aspects of cell conditions. Each group was given a certain topic to discuss. The members of the groups were given a manila paper and pentel pen. A leader was chosen from each group. Then the leader reported on the answers given by the members. A group discussion with members of the other groups was done to validate the answers.

The group number one was tasked to share on the rules and regulations of the cells. They listed different rules that are commonly implemented. They noted the cells that vigorously implemented the said policies. They also rated the rules that are most strictly implemented. Also, they wrote down the forms of punishments that could be meted to violators.

Result:

**MGA PATAKARAN SA LOOB NG SELDA AT BRIGADA
(Rules and regulations inside the cells and the brigades)**

Patakaran (Rules)	Descriptions of applicability	Severity of punishment
1. Igalang ang lahat ng empleyado at nanunungkulan Respect all the jail employees and inmate officers	Lahat All brigades	▼▼▼▼▼
2. Panatilihing malinis ang selda at brigada Keep the cell and brigade clean	Lahat All brigades	
3. Huwag makialam ng gamit lalo na kung walang paalam Do not trample on things of others especially without permission	Lahat All brigades	
4. Gampanan ang iyong tungkulin Do your duties	Lahat (All brigades)	
5. Huwag maging balatuba sa gamit Do not be messy on personal things	Lahat All Brigades	
6. Sa mga bagong commit, 1 week bago lumabas ng selda Newly committed inmates, one week before getting off the cell	4 days sa pangkat 4 days for gang members	
7. Iwasan ang biruang labis lalo na sa oras ng dalaw Avoid lavish jokes especially during visiting hours	Lahat All brigades	
8. Bawal ilabas ang usaping pang-selda at brigada Do not bring out cell and brigade issues	Lalo na ito sa pangkat	
9. Bawal matulog sa oras ng dalaw lalo na sa pasilyo Do not sleep during visiting hours especially in the hallways	Maliban sa Sputnik Except for Sputnik	
10 Bawal nakahubad sa oras ng dalaw lalo na sa pasilyo Do not be unclothed during visiting hours especially in the hallways	Maliban sa sputnik Eccept for Sputnik	
11. Igalang ang lahat ng dalaw Respect all the visitors	Lahat All Brigades	▼▼▼▼▼
12.Bawal ang magpapasok ng taga ibang brigada at selda lalo na kung walang paalam sa nanunungkulan Do not let inmates from other cells and brigades enter cell premises especially if without permission form the inmate officers	Lahat All brigades	
13.Huwag gagawa ng aksyon na di alam ng nanunungkulan Do not be engaged in any action without the knowledge of the	Lalo na sa pangkat Especially for the Gangs	▼▼▼▼▼

inmate officers		
14. Huwag gagawa ng tsismis na nakakasira sa kakosa Do not be engaged on loose talks that will destroy the reputation of a kakosa	Maliban sa Annex Building Except for Annex Biliding	
15. Iwasan ang pumasok sa kubol lalo na kung patay ang ilaw Do not enter a cubicle especially if the lights if off	Lahat All brigades	
16. Iwasan ang manghiram ng gamit lalo na kung di marunong magsauli Refrain from borrowing things especially if one does not know how to return it.	Lahat All brigades	
17. Iwasan ang magbaryo-baryo o mag-tiryahan Refrain from joining cliques or destabilizing groups	Lalo na sa pangkat All brigades	▼▼▼
18. Mahalin mo ang iyong kasama o kakosa Love your fellow inmate	Lahat All brigades	
19. Iwasan ang alitan sa kasama o kakosa Refrain from having conflicts with fellow inmates	Lahat All brigades	
20. Kung may problema, agad ipagbigay alam sa nanunungkulan If there are problems, refer it immediately to the inmate officers	Lahat All brigades	▼▼▼
Ang sinumang lalabag sa patakaran ay tatanggap ng kaukulang parusa Anyone who violates these rules are meted corresponding penalties	Lahat All brigades	

Legend : ▼ mga mabibigat na patakaran or **strictly implemented rules**

Discussions on the PRA activities

The inmates consider the **PATAKARAN sa loob at labas ang selda** to be the core rules and regulations that guide the inmates in their conduct in the Quezon City Jail. For some of the cells in the Bahala Na Gang (BNG), it is called their *Sampung Utos ni Tartaro* or the ten commandments of Tartaro patterned after the ten commandments in the bible.

All the inmates, upon commitment, are brought in front of the *patakaran*. A cell officer, called the *bastonero*, asks the inmate to read the *patakaran* aloud. The *bastonero* will interpret the meaning of the *patakaran* and if the inmate professes that he understands the meaning, he will be asked to make a covenant: that he will abide in the said rules and he will submit himself to the decisions of the cell *nanunungkulan* if he violated the said rules.

Rules on giving respect

1. Igalang ang lahat ng empleyado at nanunungkulan **Respect all the jail employees and inmate officers**

The first and most important *patakaran* is that the inmates should respect all jail employees and inmate leaders or *nanunungkulan*. Inmate *nanunungkulan* are said to have special obligations and responsibilities and as such they deserve the respect from their fellow inmates. The ordinary inmates should follow their orders without questions and with immediate dispatch. As such, it is a corollary rule that inmates should not argue with the cell *nanunungkulan*. Even if the inmates are correct in their arguments, they could still be punished, simply because, they disrespected the *nanunungkulan*.

2. Igalang ang kapwa inmate tulad nag paggalang sa sarili
Respect your fellow inmate the way you respect yourself

The inmates required to respect other inmates the way they respect themselves. As such, the inmates are strictly prohibited from engaging with a fight with their fellow inmates. It is a common saying that “*walang ibang tutulong sa preso kundi ang kapwa preso, kaya maggalangan tayo.*” Or “no one will help a fellow inmate but an inmate himself that is why we have to respect each other.”

As such, it is equally strongly prohibited that inmates should not touch the things of their fellow inmate especially without permission. They should not enter the *kubol* or cubicle of an inmate especially if the owner is not inside the *kubol*. It is enforced that the inmates should take care of their things (*Huwag balatuba as gamit*) so that other inmates will be spared from the annoyance. More importantly, stealing other inmates’ property is strongly prohibited or **huwag mang-omit as gamit nag iba.**

3. Igalang ang mga dalaw
Respect all the visitors

All the inmates are obliged to respect the visitors. The visitors are considered the lifeblood of the inmates, for without them, they would be deprived of resources. As such, inmates should extend all possible courtesies to them.

For example, when a visitor arrives, all inmates should make the visiting area pleasing to the eye. Inmates should dress immediately to hide their glaring tattoos for this might intimidate the visitors. The inmates are also not allowed to take a bath and to sleep during visiting hours, except for the *nanunungkulan*. The inmates are expected to be the best that they can be in front of a visitor.

As such, inmates are not allowed to talk to a visitor (*bawal kausapin ang di mo dalaw*). This is to avoid the tendency where inmates take advantage of fearful visitors and asked money from them. Inmates are not also allowed to look a visitor eye to eye and they should bow their heads when they are talked to.

Rules to avoid conflict among the inmates

1. Iwasan ang bundulan
Avoid intrigues

Inmates are strongly prohibited from sowing intrigues “**bundulan**” against their fellow inmates. Since most of the inmates are idle, the favorite pastime among the inmates is gossiping. The inmates would talk about the activities of other inmates and would impute ill motives on them. For example, they would wonder on how much a cell *nanunungkulan* received as a gift from a newly committed inmate, (a common practice in the jail) and the gossip passes around such that, at the end of the day, all the inmates believed that the cell *nanunungkulan* extorted

money from the inmate. However, should the cell *nanunungkulan* discover who among the inmates is the promotor of the said intrigue, the promotor will surely be punished.

2. Iwasan ang labis na biruan
Avoid excessive jokes

Inmates are discouraged to be engaged in excessive jokes with their fellow inmates. This is to avoid the possibility of *buryong* or bored inmate to finally explode and thus become dangerous. For example, inmates are strongly prohibited from teasing an inmate why his wife no longer visits him. Also, the inmates should not joke on the worsening conditions of an inmate's criminal case (like making fun of an inmate who was positively identified by the complainant in the court). There are instances that inmates who had been overly burdened by their case and troubled by the conditions of their families, coupled with the callous remarks of their fellow inmates, freak out. They become uncontrollable.

3. Bawal ang baryo-baryo
Avoid joing cliques and destabilizing groups

The inmate *nanunungkulan* commands the full trust and confidence of all the inmates. As such, they strictly prohibit the existence of other authority aside from their authority. The attention of the inmates who pose a challenge to the authority of the *nanunungkulan* is immediately called. Inmates are not allowed to join groups that aim to destabilize the present leadership.

4. Ayusin ang obligasyon sa araw ng obligahan. Gampanan ang iyong tungkulin.
Pay your dues on the specified period and perform your assigned duties.

Inmates are obliged to pay their dues to the cells during Sundays or the day of obligation. Inmates who fail to pay their *utang sa tindahan* or debt in the cell store will be receiving a penalty (usually a paddle) but still have to pay their debt the following Sunday. An inmate who borrows money from a fellow inmate should do everything (that is sell his clothes, shoes or other belongings) in order to pay the borrowed money. This is especially true if the inmate borrowed money from other cells or *pangkat*. Later on, if these are unsettled, it could be a source of inmate conflict.

Inmates are also given special roles in the cells. Inmates could be assigned as *buyoneros* or cleaners of the comfort rooms or as *bosyo* or those without work but to have to pay a weekly VIP fee (very important Preso). These are called inmate duties. Failure to do the specified functions could lead to a conflict with the cell officers.

Rules on following the activities

Makidasal sa oras ng dasal; magpabilang sa oras ng bilangan at maki-ehersisyo sa oras ng ehersisyo.

Join the prayer during prayer time; be counted during headcountings and join the cell exercises.

Inmates are required to join the praying of the holy rosary every 6 pm in the evening. They are also obliged to be counted during the head countings. It is also mandatory that the inmates join the exercises. The inmates are not allowed to roam around. This is especially enforced among the newly committed inmates and to those “*walang tira*” or inmates without power in the cell.

The cell officers take pride every time their members have a full attendance in all the activities. It is an indication of how much power they have over their fellow inmates. An inmate leader who cannot bring inmates to the exercise shows that the inmate leader cannot command or is not feared by the inmates.

This is especially true among the *pangkat*. A *pangkat*, which cannot properly align themselves during headcounts and takes time before fully counted, are looked down by other *pangkat*. They are deemed inefficient and unorganized.

Rules on cleanliness

1. Panatilihing malinis ang selda at brigada
Keep the cell and brigade clean

The inmates are required to keep the cells clean. The *buyonero* or cleaners are empowered to implement cleanliness rules. Inmates who are **balatuba sa gamit** or those who place their things to different places, have their attentions called.

2. Panatilihing malinis ang sarili
Keep yourself clean and tidy

Inmates are required to keep themselves clean and tidy. A cell barber or *barbero* are designated to keep the inmates shaved and clean. Inmates who do not want to take a bath are required by their cell officers to take a bath. The inmates are given soaps and detergents by their cell officers just to ensure that there will be no reason why the inmates are foul smelling. (However, as of late, this has been too difficult to implement because of the perennial lack of water.)

Rules regarding security

1. Huwag sarilinin ang problema. Ilapit sa mga nanunungkulan anumang problema bago ilapit sa iba.
Do not take matters on your own hand. Bring to the inmate officers' attention any problem before bringing it out to other inmates.

An inmate aggrieved by a fellow inmate should not take matters on his own hands and exact vengeance; he should immediately report the matter to the inmate officers. It is the inmate

officers who will conduct an investigation and give the corresponding penalties. Inmates are also barred from telling their problems to other inmates.

2. Huwag ilapit sa ibang selda o brigada ang problema na panloob sa selda
Do not bring cell issues to other cells and brigades

The cells and brigades are autonomous from each other. As such, the cell officers should settle the problems within their own ranks. A *bulilyaso* or problem in the cell that finds its way out will put the cell officers in a compromising position. As such, the cell members are tasked to keep their mouths shut on the events in the cell and brigade.

3. Huwag gagawa ng aksyon na di nalalaman ng nanunungkulan
Do not make an action with the knowledge of the inmate officers

This rule is especially true among the *pangkat* members. Inmates who have problems with other inmates in the police precincts (like they were victims of torture or *pambuburaot* or taking away an inmate's things) usually meet in the jail. The victimized inmates are ordered to report the complaints to their *nanunungkulan* and the *nanunungkulan* will make the proper representations. The victimized inmates are not allowed to take an action without their officers' knowledge.

This rule is resorted to in order to minimize the conflict among the *pangkat* and to punish only those who are guilty among their ranks.

4. Sumunod bago sumuway
Comply before you complain

Inmates are not given the right to argue against the *nanunungkulan*. They should follow the rules without question. Any order from the *nanunungkulan* must also be willingly done. Inmates can complain only after the incident had been through.

5. Ang lahat ng mga nagkasala ay may karampatang parusa
All those who go against the rules will be meted out a penalty

All the inmates agree that should there be infractions of the said rules and regulations, there should be a penalty that is appropriate.

PRA activities number 2
Different forms of Punishment

Methodology

Group number 2 was assigned to discuss the different forms of punishments being implemented in the cells. They discussed the combinations of the punishment that could be meted out to an erring inmate. A group leader reported the answers of the members. Afterwards, the members of the other groups validated their answers.

Results:

Mga uri ng parusa
Kinds of punishments

Brigada		1 st offense	2 nd offense	3 rd offense
Annex Building	Di Mabigat Light offense	Warning	5 takal	10 takal at iba pang parusa
	Mabigat Heavy offense	5 takal	10 takal	10 takal at iba pang parusa
Batang City Jail	Di mabigat Light offense	4 takal	8 takal	16 takal at iba pang parusa
	Mabigat Heavy offense	16 takal	32 takal at iba pang parusa	Basag at iba pang parusa
Commando	Di mabigat Light offense	6 takal	11 takal	22 takal at iba pang parusa
	Mabigat Heavy offense	11 takal	22 takal	Basag at iba pang parusa
Sputnik	Di mabigat Light offense	10 takal	25 takal	50 takal at iba pang parusa
	Mabigat Heavy offense	25 na takal	50 takal	Basag at iba pang parusa

According to the participants:

“Ang mga parusa ay depende sa bigat at dala ng pagkakasala. Bawat brigada ay may iba-ibang uri rin ng kaparusahan.”

The punishments depend on the weight and effect of the violations. Every cell and brigade has its own set of punishments.

Kinds of Punishments

Padlock

Padlock is the form of punishment where in an inmate is not allowed to get out of the cell. (*Kulong na ay nakulong pa*) Other inmates are barred from talking to the padlocked inmate (excommunicated). Only the visitors of the padlocked inmate could talk to him. The padlock could range from one week to one month.

Another variation is **padlock sa ibang selda**. An inmate is temporarily transferred to another cell and he will be padlocked there. He is also not allowed to talk to any members of the cell. The food of the padlocked inmate will be brought by his *kaselda*.

Bartolina

Bartolina is a form of punishment where an inmate is placed in a close confinement. The *bartolina* room is the old comfort room that was transformed into a *bartolina*. There the inmate will be in a cramped position the whole day. *Bartolina* is the higher form of padlock.

Lipat selda (transfer of cell)

An inmate who had made enemies to the members of the cell could be transferred to another cell in order to avoid further conflicts from his former cellmates. All the rights and privileges of an inmate (like ownership of a *kubol*) are therefore lost.

Burahan (Expulsion from pangkat affiliation)

A *pangkat* member who had lost the trust and confidence of the members of the *pangkat* are expelled. This could be done by *pagbubura* or erasing the tattoos found in the inmate's body. The method of *pagbubura* is usually done by ironing the flesh of the inmate. This is called *pagpaplantsa*. The said inmate thus becomes a *querna* and is transferred to the *Brigada of the Querna*.

Baba sa panunungkulan (removal from position)

An inmate *nanunungkulan* who violated the rules and regulations could also be punished by the higher *nanunungkulan*. The most common form of punishment is the removal from post. All the privileges of a *nanunungkulan* however could still be accorded to a former *nanunungkulan*.

Biyahe sa Bicutan (Transfer to Metro Manila Rehabilitation Center in Bicutan)

Another form of punishment, which is dreaded by the inmates, is the transfer to the Metro Manila Rehabilitation Center in Bicutan. The inmates have the common belief that life in Bicutan is more miserable than in the Quezon City Jail.

This form of punishment is usually employed to inmates who had problems with the cell *nanunungkulan*. The cell *nanunungkulan* could request the jail officers to transfer an erring inmate to Bicutan. Lately, the jail officers forged an understanding with the inmate *nanunungkulan* that should there be problems that arise from the ranks of their *nasasakupan* or constituencies, the *nanunungkulan* of the erring inmate will be transferred to Bicutan.

Pumping

This is the preferred form of punishment among the *Querna* or non-*Pangkat* members. This is usually meted out for light offenses. The erring inmates could be given as many as 100 pumpings. The participants reported that an inmate usually couldn't walk for at least a day after doing 100 pumpings.

Takal (paddling of the buttocks)

Takal is the preferred form of punishments among the *pangkat* members. A paddle or **takal or balila** is used to hit the buttocks of an erring inmate. The inmate is made to lie down on a long bench. Then one man holds his feet while another holds his head.

Inmates reported that 50 takal could be given to an erring inmate, especially if the said inmate had committed more serious offenses. Inmates agree that if an inmate receives at least four *takal*, that will incapacitate him for at least a day.

Basag (breaking the skull)

The extreme form of punishment that could be meted out to an inmate is **basag** or breaking an erring inmate's skull. *Basag* is resorted to by the *pangkat* members, if after an inmate had been repeatedly warned to change his ways, he still commits the same mistakes against the rules and regulations.

Bingo (death sentence)

Bingo is a form of *basag* that results to the death of an inmate. According to inmate's recollections, there are at least two *bingo* every year in each *pangkat*.

The offense which are considered light by the inmates include:

1. Pagsagot sagot sa nanunungkulan (**Arguing with an inmate officer**)
2. Di pagpapabilang (**Not joining the headcounting**)
3. Pagtulog sa oras ng dalaw (**Sleeping during visitation hours**)
4. Pakikipag-away subalit n di pa nagpang-abot (**Quarreling to a fellow inmate but the quarrel did not yet turn physical**)
5. Di pagbabayad ng utang sa araw ng obligahan (**Not paying the dues during periods of obligation**)

The offense which are considered as heavy offenses by the inmates include:

1. Pag-umit ng gamit (**Stealing**)
2. Pakikipagsuntukan (**Fist fight with a fellow inmate**)
3. Pakikipagbundulan (**Sowing of intrigues against a fellow inmate**)
4. Paggawa ng action na di nalalaman ng nanunungkulan (**Making an action without the knowledge of nanunungkulan**)

Offenses, which may warrant basag, include:

1. Paninilip sa dalaw (**Peeping**)
2. Pagnakaw sa pera ng selda (**Stealing the money of the cell**)
3. Pangunguna as kudeta (**Attempt to take over the position of the Mayores of the cell**)
4. Pangunguna nag riot as ibang pangkat na di alam nag nanunungkulan (**Instigating a riot to other pangkat without the knowledge of the nanunungkulan**)

Inmates writing down the "Patakaran sa loob at labas ng Selda at brigada"

"PATAKARAN SA LOOB NG SELDA O BRIGADA."

1. Agalang ang larat ng empleyado at nanunungkulan - larat
2. Panatilihin ang malinis ang selda at brigada - Larat
3. Huwag makalansang ng gamit tala na kung walang pagitan - Larat
4. Gumpahan ang inyong tungkulin at wag maging (balatiba) sa igang - Larat
5. Ang mga kasama sa loob ng selda ay dapat mag-ayos ng selda - Larat
6. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
7. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
8. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
9. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
10. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
11. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
12. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
13. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
14. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
15. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
16. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
17. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
18. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
19. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat
20. Dapat mag-ayos ang mga kasama sa loob ng selda - Larat

"Ang sinumang lalabag sa patakaran ay balanggap ng karkalag pance" - Larat

"In Ng Kapararalan"

Tatal	Karkalag
Padlat	Baran
Kapay	Bata sa Karkalag
Baran	Eiyete at Bata

RENEO TAMBUL
35 YO DORM 1

HOLYO MONTINA
PCJ DIT-II

PRA activities number 1

The takal in action



The cell mayor explains the

mistakes of the inmate A bastonero positions himself for the paddle before meted out with a punishment



A bastonero giving the first hit.



The inmate falls down from the bench. Cries in pain



More inmates hold the erring inmate



The erring inmate asks for forgiveness from the cell mayor and promises not to commit the same mistake.

PRA activities number 3

Identifying the Cell officers

Methodology

The third group was tasked to list down all the jail words that pertain to persons. They were also asked to define the terms used. A group leader was tasked to report their findings. Members of the other groups validated the answers given.

Results:

Mga salitang kulungan patungkol sa tao

Jail terms referring to people

Salita Words	Kahulugan Functional meaning	Explanations
1. Mayores	Ama ng brigada o selda at pangkahalatan The father of the whole brigade or cell	Head of mayors
2. Mayor	Nagpapatupad o nangangalaga sa bawat selda Executes rules in the cell and takes care of everyone	The second highest position. Executes the orders from the mayores
3. Jury	Tagahatol ng nagkasala o tagapagpasya Mediate in conflicts and determine the guilty	Composed of chief jury and two assistants
4. Bastonero (from the word <i>baston</i> or the stick)	Tagapalo ng mga nagkakasala Slashes the guilty with a stick Taga pamahala ng bilangan (annex) In charge of the head count	5-7 bastoneros are headed by a chief bastonero. Works as internal officer
5. Kulturero	Tagapangalaga ng bilangan ng inmates at taga hawak ng record o hearing In charge of head count (in gangs) and a keeper of records and court calendars	He works as the external officers
6. Adviser	Taga payo, taga pagsalita sa pangkahalatan Advises the inmates on pertinent issues especially on the affairs of the brigade, he speaks to everyone during "sempol" or assembly	Usually a big time inmate who is accorded a position
7. Time-man	Nanggaling sa muntinglupa o tawid dagat Sila rin ang mga magulang They came from Muntinglupa National Penitentiary and committed again in jail. They may also come from the penal colonies. They serve as parents of the inmates	The inmates accord them with high respects. Their words are full of wisdom
8. Coordinator	Tagapangasiwa ng lahat ng mga gawain sa jail In charge of medical, paralegal, spiritual activities in the jail	They are the links to the NGOs and jail offices
9. Asintado Panlabas Escorts	Alalay ng mga nanunungkulan Bodyguards of the inmate leaders Security officers / warriors Secure the fellow inmates who go out of the cells to join activities	Usually headed by a chief panlabas. They are in charge of the security of their kakosa
10. Bantay-Pinto	Tagapigil ng paglabas at pagpasok ng mga tao Controls the entry and exit of inmates in the brigades or cells gate	The primary considerations is security
11. Buyonero (from the word <i>buyon</i>)	Tagalinis at bantay ng CR Cleans and guards the comfort room	Usually headed by a chief buyonero. In

which means CR)		charge of cell's cleanliness
12. Mahinarya	Taga-bantay ng mga natutulog sa gabi Watchman during nighttime	The mayor during the night
13. Runner	Sumasalubong sa dalaw / Utusan Fetches the visitors from the gate and brings her to the brigade Run errands for buying things	The prime consideration is also security
14. Panalang	Taga-igib ng tubig In charge of fetching water	An alternate name for the buyonero. A panalang is also a general term for doing anything like panalang in riot.
15. Calling boy	Taga singil sa mga may dalaw para sa pondo Charges inmates with visitors on a calling fee in order to generate funds for the cell	He is a member of the financial team
16. Trustee	Tagalaba, tagaluto, naghahahanap ng mga over na detenido Washes, cooks and looks for unlocated inmates during headcount Works for the jail guards to augment administration force	Works for pay and comfort
17. Orderly	Katulong ng mga mayor at mayores Works for the mayor and the mayores	Same as trustee
18. Ranchero (from the word <i>rancho</i> meaning food)	Tagapamahala ng pagkain In charge of administering food distribution	Usually headed by a chief ranchero.
19. Bosyo (from the word <i>boss</i>)	Walang gawain Exempted from duties and paying the dues. He may have served as a nanunungkulan before	He may also be sought for advice by the cell officers
20. Tata for male Nana for female	Empleyado A term of respect for jail guards	Usually attached to their names like "Tata Mendoza"
21. Kahero (from the word <i>kaha</i> meaning box)	Taga-ingat yaman ng mga pondo In charge of taking care of the cell funds	The cell funds is placed in a box where everyone can see. It is opened every miting or sembol.
22. Dalaw Walang dalaw	Bisita ng mga detenido Visitors of the detainees Inmates without visitors	
23. VIP meaning Very Important Preso	Gumagastos para walang gawain Pays dues to be exempted from work. He also shares food to his fellow members in the rancho	The more affluent inmates who have regular visitors
24. Taxi	Babaeng bayaran A prostitute	Usually availed of by the members of the Chinese community in the jail. The prostitutes ride in a taxi, go to the inmates cells and leave.
25. Purchaser	Namimili ng mga paninda sa selda at brigada A female visitor, usually the wife of an inmate, who regularly buys the groceries for the cell and brigade	Also run errands for the needs of the inmates like medicines, court requirements, etc.

Discussion on the PRA activities

After a newly committed inmate read the **PATAKARAN SA LOOB AT LABAS NG SELDA AT BRIGADA**, the inmate is introduced to the cell officers or *nanununungkulan*. Each *nanununungkulan* shall take their turns in orienting the inmate on their preferred conduct of the inmate. The *nanununungkulan* lays down the policies that the inmate should follow.

The most powerful inmate inside the cell is the **mayor**. The **mayor** is the key decision maker. Among his functions include:

1. Looking after the well being of the inmates in the cells
2. Mediating the conflict and imposing disciplinary actions on erring inmates
3. Generating and disbursing the funds for the cell
4. Apportioning the *kubols* and *tarima* to the members of the cell
5. Initiating projects for the improvement of the cell
6. Representing the cell during the meetings in the Brigada and in the warden's office

The next in line is the *bise mayor*. The *bise mayor* acts as the *mayor* of the cell every time the *mayor* is out during a hearing. The *bise mayor* also acts as counselor at large for the *mayor* of the cell. The *bise mayor* also usually assumes the position of the *mayor* when the *mayor* is finally released or convicted of his case.

The third in line is the *bastonero*. The *bastonero* is the most dreaded among the inmates for he is the key disciplinary officer. He investigates complaints raised by the inmates. The investigation that he conducts will be reported to the cell *mayor*. After the other officers decide if an inmate is guilty of the charges and the *mayor* decides on the gravity of the penalty, the *bastonero* implements the punishments. The *bastonero* is thus the *berdugo* of the cell.

These are the top three officers of the cell. They usually held meetings to discuss the day-to-day affairs of the cell. The cell *mayor* must always see to it that he has the full trust and confidence of his top two aides.

There are other positions that help the officers in the day-to-day administration of the cell. These are the *kulturero* who is in charge of the inmates' head count, hearing and other custodial needs. Also, a *Chief Bantay buyon* is created for the cleanliness of the cell. Under the command of the *Chief Buyonero* are *buyoneros* or those who cannot pay weekly dues. During nighttime, a watchman called *chief mahinarya* becomes the key officer. When all other officers are asleep, he takes charge. A *bantay pinto* is a cell officer who controls the flow of inmates to and from the cell. He mans the gate.

Other officers could also be appointed by the mayor in order to help him in the management of the cell. These are technical positions that are usually given to inmates with higher education. These include the positions of cell secretary, treasurer, and auditor. They make

sure that the cell funds are properly accounted and reported. These supplemental officers, however, do not have policymaking powers.

There are also terms that describe the designation of the inmates. The *VIP or very important preso* are inmates who are exempted from work in exchange of paying Weekly dues in the cells. There are *coordinators* who work as the main link of the cells to the NGOs and jail officers.

The brigada officers are more elaborate. In the *Brigada ng Querna*, the head of the cell mayors is called the **Mayor de Mayores**. The **MdM**, as he is commonly called, maintains a general supervision among the cells. He could overturn the decision of the cell *mayor*, if he deems the interest of the Brigada is compromised.

The *Brigada ng mga Pangkat* however, is more encompassing and even more elaborate than the *Brigada of the Querna*. They have additional positions and personalities that are not found in the Querna. These include:

1. Inmate *Jury*

The members of the *jury* decide whether an inmate is guilty of the charges filed against him. They review the investigations conducted by the *bastonero* and could conduct further inquiries. Their findings are then given to the *Mayores of the Brigada*.

2. Time-man or *tayman*

The *pangkat* gives premium on the experiences of inmates who had been committed in Muntinglupa and had served their time there. This kind of inmates is called *tayman*. As such, they are accorded with respect. They are advisers of the *mayores* in decision-making.

A *tayman* who committed violations against the rules of the *brigada* could not be paddled by the *bastonero*. It takes a fellow *tayman* to implement the *takal*.

3. Asintado, escorting, chief panlabas and sundalo

These are positions that designate the security consciousness of the *pangkat*. An *asintado* is the *pangkat* hitman. He is usually mobilized during periods of inter *pangkat* conflict. An *escort* is an inmate who provides security and company to a *nanunungkulan* every time the *nanunungkulan* gets out of the cell. That is why inmates always move by groups. The *chief panlabas* is a *nanunungkulan* who determines the security situation outside the cell and evaluates whether there are brewing conflicts or not. If the *panlabas* feels that the situation is tensed or “**mainit ang plasa**,” he can order all his *kakosa* to return back to their cells. The *escorts* will secure all their *kakosa* at once. *Sundalo* are the warriors of the *pangkat*. They are the inmates who are armed with *tinapay* or deadly weapons. They are ready to fight and die for the *pangkat* if there are riots that involve them.

How the nanunungkulan are chosen:

The filling of positions for the different *nanunungkulan* depends on the *brigada*. For the *Querna*, the appointing authority is the Jail warden with the recommendation of the Chief Custodial officer. This applies to the cell *mayor* and brigade *mayor de mayores* position. For the *pangkat* however, the warden does not have a say on who among them becomes the *nanunungkulan*.

The *pangkat* does not have a uniform way of selecting the *nanunungkulan*. For the Batang City Jail, it is usually the outgoing *Mayor de Mayores* who chooses from his assistants who will inherit from him his throne. The incoming *mayor de mayores* then appoints all the other *nanunungkulan*.

For the Sigue-Sigue Sputnik, the common way of choosing the top position is through elections. The top leader then appoints all the other officers.

For the Sigue-Sigue Commando, there is council of officers who select among themselves who become the *Mayores*. The *mayores* then appropriates the other positions to the other council members.

For the *Bahala na Gang*, a combination of the selection and election could be done. This depends on the nature of the present leadership and what the *tartaro* (leader) says.

The change of leadership, if not properly handled, could result to inmate conflict. This is so as many inmates aspire for the position of a *nanunungkulan*.

The requisited for choosing a *nanunungkulan* are:

1. Marunong magdala or **he should know how to handle his affairs**

This means that the prospective *nanunungkulan* should not have any bad record to the cell and *brigada*. He must have shown proof that he is loyal to the *brigada* and that he will not betray his *pangkat*. He should also have a strong sense of decisionmaking.

2. Malawak ang pang-unawa or **he should have a lot of wisdom and patience**

This requirement entails that a prospective *nanunungkulan* understands the jail culture and way of life. He should be able to understand that once a *nanunungkulan*, all the problems of the inmates will become his problem. He should not be naïve to the happenings around him. He must be sly or *tuso* in order to check the criminal mind of his fellow inmate.

Contrary to the common belief, an inmate needs not to be strongly built to become the *nanunungkulan* of a cell. He does not have to act like a bully (*sigá o maton*). The criteria for choosing a *nanunungkulan* are not based on physical prowess.

Privileges of an inmate nanunungkulan:

Due to the numerous obligations that the *nanunungkulan* have, they have privileges that are not given to ordinary inmates. These include:

1. Allowance

The *nanunungkulan* of the *Querna* award themselves with a weekly allowance. The inmates believe the amount to be very minimal, but considering the jail conditions, the amount could be considered a relief.

2. Right for businesses

The inmate *nanunungkulan* are given the first right to conduct their business in the jail. Ordinary inmates are not allowed. The business includes the right to maintain a billiard table, a *tindahan* or *sarisari* store and *benta ng yosi* or cigarette vending

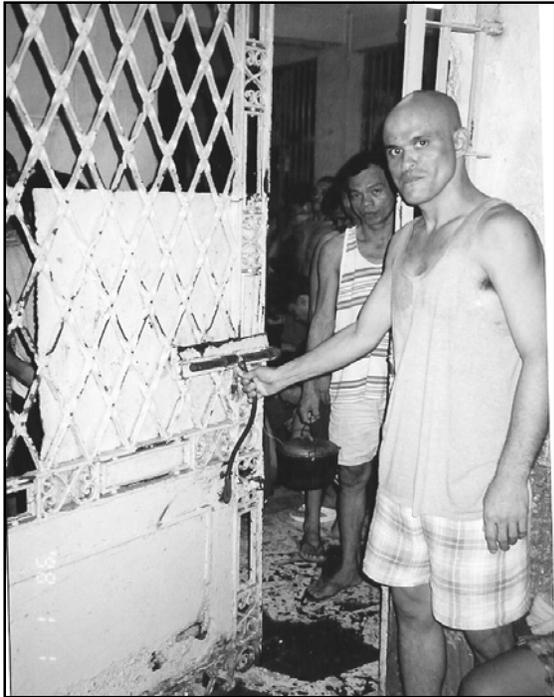
3. Exemptions from minor rules

The *nanunungkulan* are exempted in minor rules like taking a bath and sleeping during visiting hours, from headcounting and other rules. At times too, when the *nanunungkulan* are involved in minor infractions, they would protect each other and acquit themselves of the charges.

Inmates listing down the jail terms that pertains to persons

- =SALITANG KULUNGAN TUNGKOL SA TAO.=
1. MAYORES - Ama ng Brigada o Selda at Pangkalahatan
 2. MAYOR - Nagpapatupad o nangangalaga ng bahat SELDA
 3. JURY - Tagahatol ng nagkakasala o tagapacyn
 4. BASTONERO - Tagapala ng mga nagkakasala
(tagapamahala ng bakindan) ANNEY
 5. KULTORERO - Tagapangalaga ng bilangin ng INMATES at taga
panatili ng SECRET O MEMORANDUM
 6. ADVISER - Taga-payo. TAMA MAG-CALITA SA PANG-KULUNGAN.
 7. TIME-MAN - Nangangalaga ng TIME O TAWID DINGAT
-SILA RIN ANG MAGULANG.
 8. COORDINATOR - Tagapangasiwa ng lahat ng gawain sa Selda
 9. ASINTADO - alalay ng mga narurungkulon
 10. BANTAY-PINTO - tagapigil ng paglabas at pagpasok ng tao
 11. BUYONERO - tagalinis at tagabantay ng CR.
 12. MAHINARYA - tagabantay ng mga natitulong sa gabi
 13. RUNNER - sumasalubong sa dalaw at utusan
 14. PANALANG - taga igib ng tubig
 15. CALLING BOY - taga singil sa aruga may dalaw para sa pondo
 16. TRUSTEE - tagalaba, tagaluto, naghaharap ng mga OVER na det
 17. ORGERLY - Ng mga MAYORES, MAYOR
 18. RANCHERO - Tagapamahala ng Pagkain
 19. BOSYO - walang gawain
 20. TATA - Empleyado
 21. KAHERO - Taga-ingat yamen o pondo
 22. DALAW - lista ng mga detenido
 23. V.I.P. - gumagastos para wakng gawain
 24. TAXI - Babaeng Bayarin.
 25. PURCHASER - namimili ng mga paninda sa BRIGADA O SELDA

PRA activities number 3



A *bantay-pinto* manning the gate of the *Brigada*.



A *kulturero* assisting a jail guard in counting the inmates



The *Nanun unkul an* of the Batang City Jail 32 International. Standing at the back are the *sundalos* and the *panlabas*.

Those who are squatting are the *bastoneros*, *kultureros* and coordinators. Those who are sitting at the middle are the *juries*, *mayors* and other high ranking officers. Observe that the officers are not bullies or *maton* and *sigá* as commonly portrayed.

PRA activities number 4

Determine the funds of the cells

Methodology:

The group number four was tasked to describe the nature of the cell funds. They were asked to describe the sources of income and estimate the amount. A group leader was asked to report on their findings. The members of the other groups validated their answers.

The results:

"Pondo ng brigada" Cell/ Brigade Funds		
Source of income	Estimated amount(average)	Remarks
1. Calling	P1,100/ week	P10.00/inmates
2. Tax (vendors)	P80/week for 4 person	Depends on the business
3. Palakpak	P500/week	P5.00 per inmate
4. VIP	P2500.00	P50 per inmate per week
5. Tindahan	P10,000.00	Bigger amount during obligahan
6. Commitment fee	P2500.00 (not compulsory)	Depending on the commit
7. Benta ng tarima	P2,000.00- P3,000.00	Happens once a month
8. Benta ng kubol	P6,000.00- P8,000.00	Happens once a month
9. Solicitations	P1000.00-P2000.00	During special seasons

Discussion on the activity

According to the inmates, all the cells maintain a **pondo ng selda**. A cell treasurer records the said amount. The money is safely placed in a vault or **kaha**. The kaha is publicly displaced and is properly guarded (No one ever dare touch the *kaha*). During *sembols* or meetings, the *kaha* is publicly opened and the money is counted. The collections and expenses for the week are calculated and the remaining amount is added to the *kaha*. The money of the cell, as of the last count, is also publicly displayed.

It is the *mayor* of the cell who has the sole power to disburse the funds. For example, if an inmate is sick, the inmate medical coordinator will bring the said inmate to the jail clinic. The nurse will diagnose the inmate and shall give the corresponding prescriptions.(Unfortunately there will be lack medicines) The medical coordinator will request for medical expense from the treasurer based on the prescriptions. The treasurer will clear the expenses with the mayor, and if he so approves, the treasurer will disburse the funds. A purchaser (an inmate's wife who usually stay in the jail) will buy the medicines. The receipt will be given to the treasurer for records purposes. Then the transaction will be reported during *sembols* or meeting of the cells.

Sources of income

1. Calling fee

Calling fee is the amount collected from an inmate who was visited in a particular day. The inmates who were visited are presumed to have received an amount from their visitors. Calling fee is collected from inmates who have stayed in jail for not more than six months and those without positions in the cells. The *nanunungkulan* are exempted from paying the calling fee.

2. Tax

The inmates are allowed to come up with business inside the cell. This is a privilege only to the *nanunungkulan* and *may tira*. The business owners have to pay a tax to the cell officers.

3. Palakpak

Palakpak or clapping the hands is the amount paid by all the inmates in order to support their fellow inmates who are about to be transferred to Muntinglupa. This is cultural tradition where the night before the transfer, inmates are gathered to give their parting words to their fellow inmates. Then all inmates are asked to give a P5.00 contribution as a *pabaon* to their fellow inmates. Those who cannot give the said amount, because they too do not have visitors, are then asked to dance in the public. The inmates would clap and those without money would dance. Hence the term *palakpak*.

4. VIP or (very important preso) Fee

The bigger source of income comes from the VIP fee. VIP's are inmates who have regular visitors and have the capacity to pay P50.00 per week. The VIPs are exempted from cell duties like cleaning the Comfort Room or *buyon*.

There are three kinds of VIPs: the regular, bigtime and Super bigtime VIPs. The amount they pay depends on their qualifications. The more big time a VIP, the more privileges he will have in the cell.

5. Tindahan or store income

The cells and brigades also have a centralized store. All inmates are obliged to patronize their own store. This becomes a form of cooperative of the *brigada*. Inmates are allowed to have credits in the store but with the agreement that they should pay it during *obligahan* day.

6. Commitment Fee

This practice is only among the members of the *Querna*. It is practiced this way:

When a newly committed inmate is brought to the Jail, the Desk officers receive the said inmate. If the inmate is not affiliated with the *Pangkat*, said inmate will be brought to the *brigada* of the *Querna*. The *kultureros* of each cell (there are 8 cells in the *Querna*) will be vying to “buy” the newly committed inmate or *bili ng commit*.

The desk officers will put a price on the head of the newly committed. The desk officers will base the amount from the information or *tip* gathered from the police officers who just committed the inmate. The *kultureros* will now bid against each other, and the highest bidder will get the said inmate. The *kulturero* will settle the said amount with the desk officers.

When the newly committed inmate is already in the cell, he will be oriented of the cell rules and regulations and he will be exposed to the overcrowdedness inside the cell. He is then asked if he wants to be considered a VIP and if he wants to avail of *tarima* and *kubol*. If he said yes, the *bastonero* and the *mayor* will be asking him a commitment fee of twice the amount they paid the desk officers. Additional charges will be asked of the inmate when he purchases a *tarima* and *kubol*.

There are times that the cell loses in the exchange. An inmate who was bought as a super VIP in the Desk sometimes turns out to be a *buyonero*.

The commitment fee of inmates and the manner of distributing the amount

Uri ng Commitment of Commit	Binabayaran ng Commit by the Commit	Napupunta sa empleyado Amount that goes to the jail employees	Napupunta sa pondo Amount that goes to the cell funds	Other notes
Buyonero	---	P 50.00	- P50.00	Abono ang selda The cell sheds out an amount
VIP	P500.00- P1,000.00	P250.00-P500.00	P250.00-P500.00	May napupunta rin sa mayor The cell of the mayor also receive an amount
Bigtime	P1,000.00- P5,000.00	P500.00- P2,500.00	P500.00- P2,500.00	May napupunta rin sa mayor at as mayores The cell mayor and the brigade mayores also receive an amount
Super bigtime	P5,000.00- pataas	P2,5000.00- pataas	P2,500.00- pataas	May napupunta rin sa iba pang mga nanunungkulan. Other inmate officers could also receive an amount

Note: There are at least 30 newly committed inmates a day, of whom around 10 are *Querna*. Of the 10 *Querna* inmates, around 3 are VIPs.

7. Benta ng tarima at kubol (sale of beds and cubicles)

The cell funds could further be boosted when one of the inmates with *tarima* or *kubol* are released. The *kubol* are then declared vacant. Other inmates could thus vie for the vacated *tarima* or *kubols*. For inmates who are sentenced and transferred to Muntinglupa, however, they could claim a portion of the sale of the properties.

The income from these properties is sometimes a source of conflict among the cell *nanunungkulan*. This is so as some unscrupulous *nanunungkulan* secretly deal with the interested buyers and misdeclare the real value of the property. As a remedy, the inmate *nanunungkulan* came up with a definitive policy on sale and transfer of the *tarima* and the *Kubol*. They also came up with the partitioning such that the officers and the cells funds could be equitably divided. Attached is the official document used in the Querna for the efficient management of the *kubols* and *tarimas*.

POLICIES on KUBOL			
KUBOL – A PROPERTY INSIDE THE CELL IN THE BUILDING OWNED BY THE BJMP.			
1.	Inmate who buys a kubol only pays the right to use of such kubol for the duration of his stay in such a cell.		
2.	Nobody has a right to sell his kubol unless approved by the mayor of the cell and the mayores of the brigade. (Present officials).		
3.	For the kubol of previous Mayor and Mayores They have the right to sell their kubol based on standard price but have prior approval by the present official of the cell and the brigade.		
4.	Any renovation made will be shouldered by the buyer and with proper approval by the Mayor of the cell		
5.	For other officials (vice mayor, bastonero, adviser, treasurer) previous and present of the cell and brigade They are not allowed to sell their kubol without the proper approval from the present official of the cell and the mayores of the brigade. If such official is convicted on his case, then he is entitled of 30% of the standard price of his kubol as pabaon and 70% will be for the cell and brigade funds. If such official is acquitted on his case, the present mayor could only give him a considerate amount as pabaon.		
6.	Inmate with kubol who has financial problems (to be determined by the Mayor and Mayores) The owner, the present mayor and mayores, can decide whether to sell the kubol or not. Price must be based on Standard and 30% will be given to cell and brigade funds		
STANDARD PRICE FOR COMMIT:			
	Panalang	P300.00	
	VIP (will be decided by the mayor of the cell)	P500-to maximum of P2000	
	Chinese (upon the purchase of a kubol)	P500 plus P1000 additional	
A. KUBOL:			
	Single:	P3,000 – P4,000.00	
	Double:	P6,000—P8,000.00	
	Tarima	P2,000	
B. VIP OBLIGATIONS:			
	Ordinary VIP	P50.00 per week	
	VIP with double kubol	P 100.00 a week	
	Special VIP	P100.00 a week	
Incentives of nanunungkulan (commit/kubol) DISTRIBUTION:			
Brigada share	20%	Of the 20% brigada share	
Cell Funds	20%	Brigade funds	35%
Cell officers:		Brigade officers	
Mayor	20%	Representative	20%

Vice Mayor	7.5%	Adviser 1	10%
Basto	7.5%	Adviser 2	7.5%
Asst. Basto	5%	Treasurer	5%
Coordinator	5%	Auditor	5%
Assistant Coordinator	2.5%	Chief Basto	5%
Treasurer	5%	Assistant Basto	2.5%
Adviser	5%	Assistant Basto	2.5%
Chief buyon	2.5%	Culturero	5%
TOTAL	100%	Assistant Culto	2.5%
		Total	100%

To be distributed every 17th and 2nd of the month or upon the discretion of the Mayor or Mayores
(Source: Minutes of the Meeting of Annex Building Officers)

8. Donations

The cell funds could be further increased through solicitations from visitors, NGO's and bigtime inmates. There are some inmates who are philanthropic in nature and took upon themselves the responsibility to help their fellow inmates. They would provide for the cell needs like electric fans and medicines.

PRA activities number 4

Determining the Expenses of the cells

Methodology

The same group of inmates was asked to show how the money was used. They were asked to list the forms of expenses incurred by the cells. They also detailed how these were disbursed.

Results:

	“Gastos ng brigada”
	Forms of expenses
1. Gamit ng brigada	walis, sabon,
2. Matik sa empleyado	pamasahe, gasoline, etc
3. Pagkain ng bagong komit	
4. Gastos ng pagpapagawa ng brigada	pintura, semento
5. Medical expenses	gamot, pamasahe ng escort
6. Pamasahe ng lumaya o nabiyahe	
7. Gastos pag may okasyon	
8. Abuloy sa namatay na kakosa	
9. Home cable	
10. Maintenance ng brigada	tubig koryente
11. Allowance ng nanunungkulan	

The inmates believe that they have the responsibility to look upon themselves and to take care of their needs. *Hindi sila pwedeng umasa na lamang sa gobyerno. Mamamatay silang nakadilat ang mata.* The don't have to rely on the government every now and then. They will die with their eyes open.

Among the expenses listed down by the inmates include:

1. Gamit as brigada/Gastos as pagpapagawa nag brigada/maintenance ng brigada
Brigade expenses, for upkeep and maintenance

The inmates said that most of their expenses are used for the daily operations of the cell. The brooms, soaps, detergents, malfunctioning bulbs, repair of electric fans, etc are all charged to the cell funds. They would request the entry of said materials from the jail officers and they would be allowed to bring the items.

Also, it is incumbent upon the inmates to shoulder the cost of any improvements in the cells. If the inmates would want to improve a dilapidated toilet or to construct benches for the use of visitors, then the inmates have to find ways to finance it.

At times, the inmates also contribute in the electrical and water expenses. The cell leaders are sometimes called to the warden's office in order to give their financial assistance to the warden every time the electrical facilities break down.

They said that since the beneficiaries are the inmates themselves, then the expenses are worthwhile. The inmates would be more likely give to cell funds because they know where the money went.

2. Matik as empleyado or **money given to jail officers**

The inmates consider *matik at hirit ng empleyado* to be major drainer of the cell funds. **Matik**, from the word automatic, are used in order to facilitate the request made to certain officers. When the inmates request special favors from the jail officers, it is *automatically* assumed that the inmates should give the officer an amount in return. In this special act, the inmates are the one who initiated the action.

Hirit, on the other hand, is the amount given to a jail officer in order to endear him for future transactions. A jail officer will make *hirit* to an inmate, and the said inmate may seek the favor in some other days. In here, the jail officer is the one who initiates the actions.

There are instances that the inmates and jail officers develop a longterm relationship such that it becomes a continuing *matik-hirit* affair. Both the inmates and the jail officers benefit from the give and take relationship. Eventually, the jail officers become the *padrino* of the said inmates.

The inmates view the *matik and hirit* as natural form of relationship in order to make things bearable for both the inmates and the jail officers. They believe that since the jail has its inherent limitations, it is best that the inmates help in defraying the cost of the jail officers' operations. For example, the *pamasahe* to bring an inmate to a hospital are shouldered by the cell funds. This is called **laughing money** where both sides are benefited.

However, there are some inmates who complain that there are some jail officers who sometimes take advantage of the lowly positions of the inmates. They asked money from the inmates even if the inmates cannot produce the amount. For example, a visitor coming from the provinces, who happens to forget to bring his identification card, must produce a P20.00 *matik* before the visitor could come in. This is called **crying money** where one side is in the losing end.

Listed below are the forms of *matik* and *hirit* in the jail.

Different forms of matik and hirit in the jail

Activity	Range of amount	Venue
Entry of appliances		
Electric Fans	P 50.00 – P 100.00	Gater and Desk officer
Televisions	P 100- P 200.00	Same
VCD/Playstation	P 50.00- P 100.00	Same
Refrigerator	P 500- P 1,000.00	Same
Stereo	P 100- P 200.00	Same
Component/ Casette		
Cell phones	P 300- P500.00	Gater or any jail officer contact
NO identification card	P20.00	Gater
Entry After visiting hours	P100- P 200.00	Gater
Entry of alcoholic Beverages		
Beer in can	P700 per one box	Gater
1.5 Ginebra San Miguel	P250-P300	Gater
Imported	P100/bottle corkage	Gater
Stayan	30% of stay in fee	Desk
To recover ID of stay in	P20	Gater
Entry of material for construction	P500- P1,000,00	Gater
Matik for non visiting day	P20-P100	Gater
Hirit	1 pack of cigareete	Per guard
Tubes (to recover confiscated cell phones)	P100	Any jail officer who was able to confiscate
To recover confiscated charger	P50	Same
Entry of drugs	P1000.00-P2000.00 per five grams of shabu	Some daring jail officers
Xerox of papers before release	P20-P50	Records section
Matik to expedite the release	P100.00	Escort officer who verieif in the warrant section
To be brought to the hearing without handcuffs	P50-P100	Escort
Pamasahe to the hospital	P200-P300	Escort
Pantaxi expenses	P50-P100	Custodial/ escort
Birthday of jail officer	P100-P500	Any officer
Merry Christmas	P100-P500	Any officer
Happy New year	P100-500	Any officer

- for the newly committed inmates)
- 4. Medicines for the sick inmates
- 5. Pamasahe sa mga lumaya at pabaon sa mga nabiyahe (**Fare for the inmates who are freed and seed money for the inmates who are transferred to Muntinglupa**)
- 6. Abuloy as kakosang namatay (**Financial assistance to the families of fellow inmates who passed away**)

The inmates also say that they have to spend some amount for the food of newly committed inmates for at least a day's meal. They also have to provide for the medicines of sickly inmates. It is also a practice that when penniless inmates are released or transferred, they are given money from the cell funds. The *pamasahé or pabaon* depends on how well the inmate performed during his stay in the cell. And when one of the inmates dies in jail, the fellow inmates would pull resources to help in defraying the costs of the funeral.

All these expenses are shouldered by the cell funds. Though the amount given is very paltry, it goes a long way in helping the inmate. It is a common portrayal that the cell is one big family and that they have to support each other.

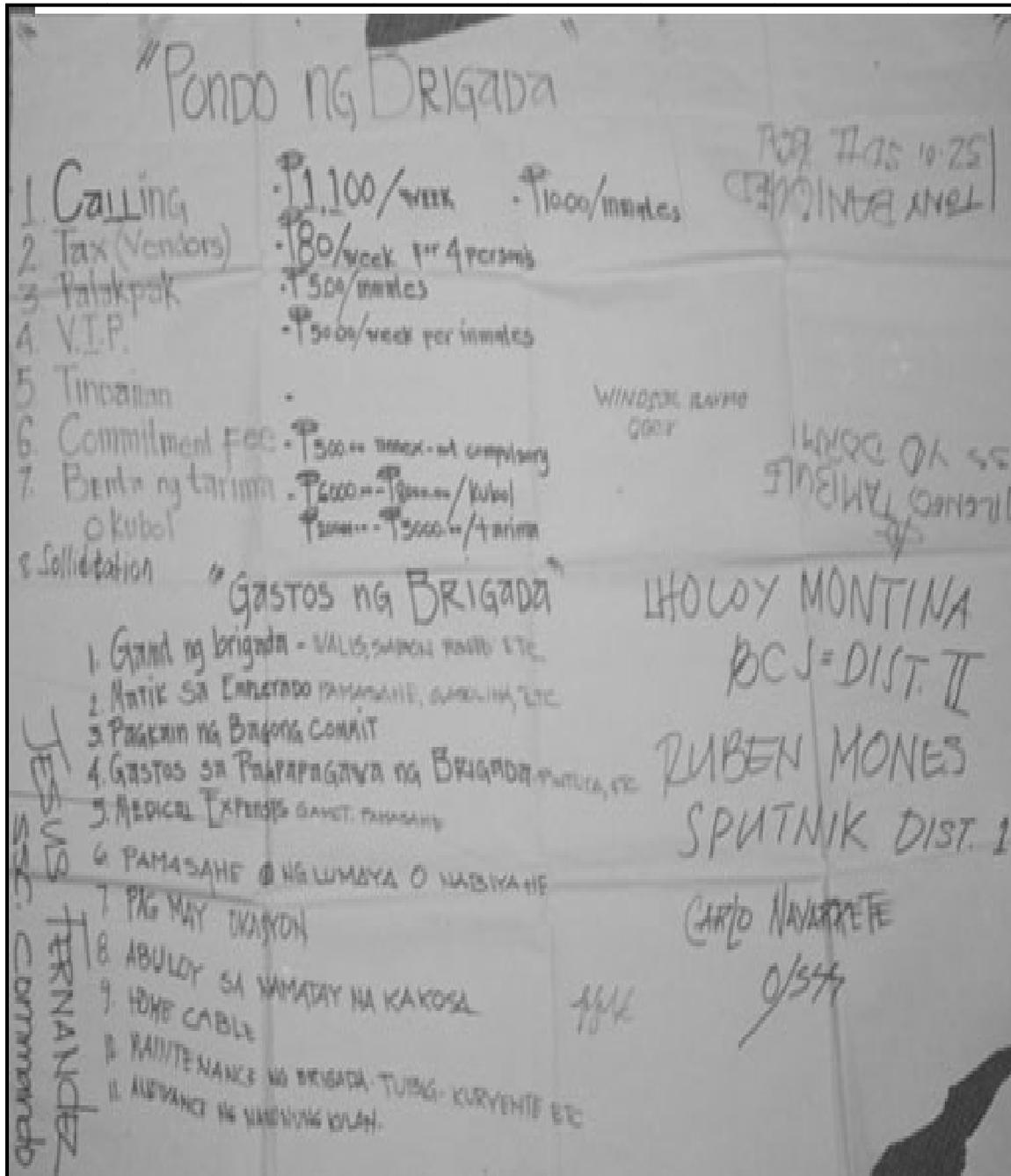
7. Allowance of inmate *nanunungkulan*

In the *Querna*, the inmate leaders awarded themselves with allowances as a form privilege in exchange of the many obligations that they have. This is deemed necessary so that the inmate *nanunungkulan* will refrain from generating income in an illegal manner. Below is the list of allowances received by the *nanunungkulan*

Allowances of the cell officers in the Querna for one week	
A. SELDA:	
Mayor	P150.00
Vice mayor	P100.00
Treasurer	P70.00
Coordinator	P50.00
Assistant coordinator	P50.00
Adviser	P50.00
Chief buyon	P30.00
Total	P500.00
Bastonero	P50.00
Assistant Bastonero	P50.00
Bantay pinto	P20.00/ person @ 2 persons P 40.00
Mahinarya	P20.00/ person @ 4 persons P80.00
Ranchero	P20.00/ person @ 2 persons P 40.00
B. BRIGADA:	
Mayor de Mayores	P150.00
Adviser 1	P100.00
Adviser 2	P100.00
Treasurer	P100.00
Auditor	P100.00
Chief bastonero	P100.00
Assistant bastonero	P 75.00
Assistant bastonero	P 75.00
Total	P800.00
Walis plasa	P15/ person
Bantay pinto	P70 additional
The allowance is to be given every Sunday or maybe waived upon the discretion of the mayor/ mayores depending on the availability of funds.	

For the pangkat officers, however, they do not award themselves with allowances.

Inmates listing down the source of funds and expenditures of the brigada



PRA activities number 4
The internal structures inside the cell

This box indicates that there are 83 inmates who are members of the cell and the current cell fund is P3,459.00. It lists the positions and the current holders of the positions. Also listed are the inmates with hearings, the VIPs, the Buyoneros and other inmate designations. The box further indicates who among the inmates are in charge of cleanliness and who are currently serving their padlocks.



A figure that is common to every cell. This will instruct the jail officers and volunteers on basic data about the cell.

These inmates are constructing a bench for their visitors. The funds came from their contributions in the Cell.



PRA activities number 5
Determining the cell culture

Methodology

A group of inmates were asked to list down all the terms that pertain to things and activities inside the cells. They were asked to choose only those terms that are distinctly unique in jail. Then they were asked to describe what the terms mean and to qualify what value systems the terms indicate.

Results:

Mga salitang kulungan tungkol sa gamit
Jail terms that pertain to things

Salita	Kahulugan	Uses
1. tinapay	Kutsilyo Knife or ice pick	Used for security purposes. Most popular among escorts
2. mahaba	Espada Long knife	Used during riots. Used by panlabas
3. banig	Pana Sling and arrow	Used during riots. Most popular and deadly instrument during riots
4. kubol	Kwarto Cubicle	Used to entertain visitors and have privacy
5. balila baston takal	Pamalo A stick for disciplinary action	It is a 2 inches x 2 inches stick used to hit the thigh of an erring inmate
6. tarima	Kama (Small bed)	A used for sleeping
7. buyon	kubeta Comfort room	It is shared by at least a hundred inmates. It is where were inmates take a bath, remove bowels, prepares the food, washes utensils, etc.
8. bahay	Selda o brigada Cell or brigade	An affectionate reference to the brigade. it is the inmates home.
9. Granada	Molotov	Used during riot
10. dilaw na t shirt	Panghearing Used for court hearings	Also used when inmates air a protest. All inmates wear a yellow dress
11. rancho	Pagkain Food	The food coming from the bureau.
12. palakad	Biyaya Food	Food coming from the volunteers
13. pasilyo	Sala	An open space in the cell. A hallway
14. Patakaran	Batas ng selda o brigada Rules and regulations of the cell	The formal rules of the cell with a specific penalty when violated
15. matalas	Hinasang kutsara Sharpened spoon	Used for security purposes
16. nagpapalipad ng baraha	Pana Sling and arrow	Used for security purposes
17. bakal	Boga Gun	Used during riot. Usually improvised.very seldom used
18. responde	Dagdag na pagkain Additional food	Food coming from fellow inmates
19. robbery papa	Nakaw ng pagkain	A charge against inmates who partook of

	Stolen food	food that is not theirs
20. karton	Higaan An improvised mat for sleeping	Usually provided by the cell leaders. This is a protection against the cold floor.
21. tsinelas	Unan Sleepers used as an improvised pillows for sleeping	This is especially true among inmates without visitors
22. parating	Pagkaing laya Food	Food coming from visitors
23. armory	Lagayan ng mga tinapay A place to hide deadly weapons	For security purposes

Mga salitang kulungan hinggil sa gawain at ugali
Jail terms that pertains to activities and attitudes

Salita	Kahulugan (meanings)	Connotations
1. patay-parada	Ayaw kumilos Does not want to work	Attitudes of inmates
2. balatuba	Walang pagpapahalaga sa gamit Does not care on personal belongings	Attitudes of inmates
3. pasaway	Matigas ang ulo, papansin Doesn't follow rules, attention taker	Attitudes of inmates
4. boraot	Laging nanghihingi, pala-asa, makapal ang mukha Usually asks something, relies existence on other people, hard face	Attitudes of inmates
5. balukol	Ginagamit ang panunungkulan upang makuha ang gusto Uses authority to get something from the inmate	Attitudes of inmates
6. bundol	Mahilig manggatong upang lumaki ang gulo One who sows intrigue to make conflicts bigger	Attitudes of inmates
7. garahe	Huwag pagala-gala, pumuwesto sa isang lugar, bawas dami ng tao To stay in one place, to remain in the cell, do not loiter around	Security concerns
8. symbol	Pulong pulong para sa brigada Meeting. An assembly to discuss matters pertaining the cell, new policies, the funds, appointments of new officers, etc	Security concerns
9. takal	Kaukulang parusa sa mga taong nagkasala A paddle. A punishment for erring inmates	Security concerns
10. Padlak	Di pwedeng lumabas sa selda at brigada Padlock. One cannot go out off the cell and the brigade. no one is allowed to talk to the said podlocked inmate	Security concerns
11. tiryado from the word battery, baterya, terya and teryado	Taong pinag-initan ng nanunungkulan. An inmate who earned the ire of a nanunungkulan	Security concerns
12. matik from the word automatic	Lagay, suhol, sigurado, (alam na, automatik) Grease money, bribe money	Attitudes of inmates
13. bulilyaso	Gumawa ng kalokohan na nalaman An anomaly that was discovered	Attitudes of inmates
14. endulto	Utang na di nabayaran A debt that that was not settled	Security concerns
15. estapa	Hindi inayos ang trabaho at gawain, lokohan sa pera Anything that falls short of expected. A shabby work.	Security concerns

	Trickery in business	
16. aberya	Problema na hindi naresolba Unresolved problems	Security concerns
17. buhos	Sama-samang paglabas ng mga tao sa selda o brigada A unified action	Security concerns
18. ranchohan	Oras ng kainan Lunch or dinner time	Food concern
19. bista	Araw ng pagdinig na kaso sa korte Hearing in the court. Also, an investigation conducted by the inmate officers to determine the guilty party in an inmate conflict	Legal concerns
20. pwesto	Sa loob ng selda bibilangin ang mga inmates A formation during headcount. Also, a social place for the inmate.	Security concerns
21. lima-lima	Pag-aayos ng mga tao sa oras ng bilangan The formation by five's during headcounting	Security concerns
22. sabay-agos	Sumasabay sa mga bagay o gawain na walang nalalaman Joining a thing or activity without one's prior knowledge	Security concerns
23. sawi	Nadamay. Caught in the cross fire	Security concerns
24. boryong	Nainip, nabagot Extreme boredom	Attitude of the inmates
25. alagwa	Libre nang gumala, lumabas sa selda Can roam around the jail premises and get out of the cell	Attitude of the inmates
26. tablado	Hindi pinagbibigyan Petitions are dismissed	Security concerns

**Mga kataga sa kulungan
(Phrases that are used in jail)**

1. Alam dapat lusutan ang pinasukang butas
2. Ang bakal at rehas ay di nagsasalita
3. Dapat magkaroon ka ng taingang tulad ng sa lobo.
4. Tanging araw lamang ang sumisikat sa kulungan- lumulubog pa.
5. Magbasa kahit walang letra
6. Kung kailan magulo, doon tahimik, kung kailan tahimik doon mainit
7. Kung ano ang tugtog iyon ang sayaw
8. Huwag padi-dribol
9. Laro lang
10. Ang paa ay dapt nakatuntong sa lupa
11. Ang takot sa Diyos ang simula ng karunungan
12. Pinapadama ka lang.
13. Dapat ikaw ang mag-reyal (pawn real) kunin ang reyal
14. Iwasan ang pagbangga sa pader
15. Kapain mo ang sitwasyon. Huwag maging bulag sa mga pangyayari
16. Lumugar ka lang. ilagay sa lugar ang sarili
17. Ang manggang namumunga ng hitik, tiyak na binabato
18. Ang mga preso ay tulad ng sili, hangga't hinid kinakagat, hindi malalamang maanghang.

19. Huwag kang lulutang
20. Ang kulungan ay hindi para sa taong makasalanan kundi para sa mga taong kinapos ng kapalaran.
21. Masikip ang daraanan, wag lalong pasisikipan pa.
22. Tulad ng mga aso, pag di pinapakain, nangangagat.
23. Huwag kang lalampas sa guhit.
24. Kung di ka nila kayang unawain, unawain mo na lang sila.
25. Alam na!
26. Magkaroon ka muna ng kasaysayan
27. Huwag kang magtitiwala. Sa sarili mo lang ikaw ay magtiwala.

Discussion of the PRA activities

The jail terms and phrases is the indicative of the general psyche of the inmates inside the cell. The security consciousness of the inmates is apparent in the terms used like: *tinapay* or bread to indicate an instrument used during riots. Inmates are warned to “magbasa kahit walang letra” which literally means read between the lines. An inmate should know by merely looking at the movements of other inmates if there are brewing tensions.

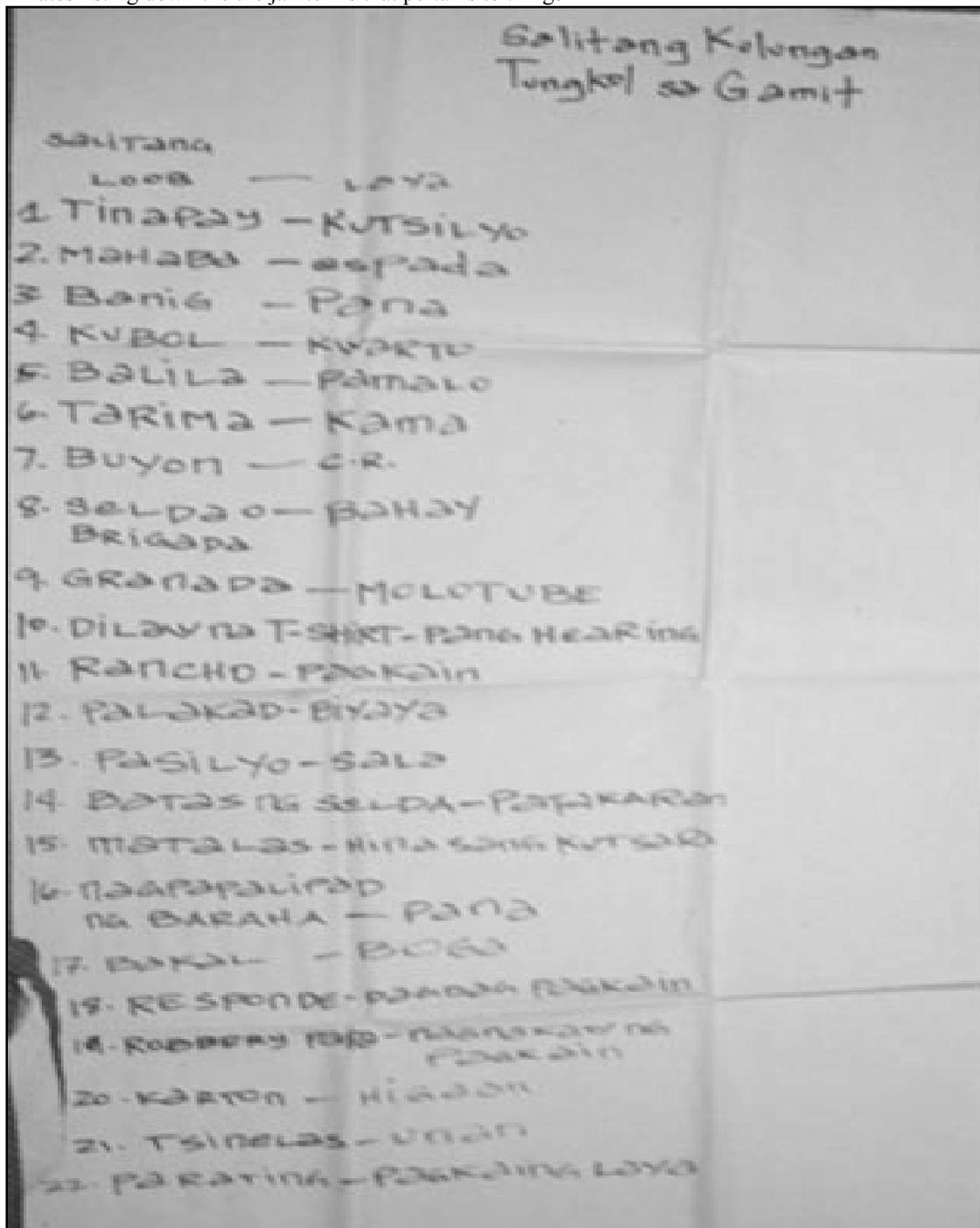
These are reinforced by the terms that strongly suggest the need for discipline among the inmates. These include *takal*, *basag*, *balila*, *padlock* and other forms of punishments. It is indicative of the need for a strong punitive mechanism in order to contain inmate social disorder.

The mental state of the inmates could also be seen in the prevalence of the usage of the term *buryong* or boredom. As such it is a common saying that “*Kung di ka nila kayang unawain, unawain mo sila*” or if they cannot understand you, try to understand them. It pays then to be sober, because a lot of inmates are in a disturbed state.

The relationship among the inmates and jail officers could also be characterized by the terms like *balukol*, *matik*, *hirit* and *buraot*. This could all mean taking money or resources from a person. This is equally supported by the inmate phrase, “*Alam Na!*” or you know it already. It is assumed that inmates should know when to give even when they are not asked.

There are also terms that pertain to food like *rancho*, *piyanga*, *palakad* and *biyaya*. This is indicative of the inmates struggle to achieve the most basic of all the needs. As such, the saying, “*ang manggang namumunga ng hitik ay tiyak na binabato*” or a mango tree that bears much fruit are usually envied. It is indicative of the survival of the fittest mode among the inmates.

Inmates listing down the the jail terms that pertains to things



PRA activities number 5

Inmates listing down the terms that describe activities and attitudes inside the jail

- | | |
|--------------------------------------------------------------------------|----------------------------------------------------------------------|
| 1) Pahay Pahay - ayaw kunilos, tamad | 16) Mberya - Problema ni hindi maramba |
| 2) Bantubi - walang pagpapahalaga sa gamit | 17) Buhos - giting sa mga tao sa Selda o brigada |
| 3) Pansung - matigas ang ulo, papansin | 18) Ranchohan - aras na ng kainal |
| 4) Borat - laging nanghitingi pala na, maka-pal ang mukha | 19) Bista - araw ng paghiling ng kaso sa korte |
| 5) Babkol - Ginagamit ang panungkulan para makuta ang gusto | 20) Puesto - sa trabo ng selda kabalagan ng mga inmates |
| 6) Burdol - Mahilig manggatalang para lumaki ang gusto | 21) Lima-lima - pag-ayos ng mga tao sa aras ng kabalagan |
| 7) Gorche - Wag pagda-gala, panuwista sa iisang lugar. Bawal dami ng tao | 22) Sabay Igit - Sumasalag sa mga bagay o gamitin ng unang salalanan |
| 8) Simbol - Mang-palang para sa brigada (meeting) | 23) Sawi - padamag |
| 9) Takal - kaulalang parusa para sa linyang nag-a-sala (pulis) | 24) Boryong - namup, nababagot |
| 10) Padlock - Di pwede lumabas sa Selda o brigada | 25) Alagwa - Libre ng gumala o kambasta selda |
| 11) Targado - Tanyag pang-iinilan ng nanungkulan | 26) Jablado - hindi pang-iinibigyan |
| 12) Matik - Inang, sasal, sigurado (alam na-alamatik) | |
| 13) Buliyaso - Gumawa ng kalukohan na nalawan | |
| 14) Endulto - ulang na hindi nabayaran | |
| 15) Stapa - hindi inayos na trabaho, gamitin, pera | |

PRA activities number 5

PRA activities number 6

Listing the reasons of inmate conflict

Methodology

The inmates are asked to list down all the reason that could lead to conflicts inside the cells. Then they were asked if said reasons are prevalent to all the cells.

Results:

Mga pinagmumulan ng away
Causes of conflicts

1. Bundol o sulsol Intrigues	Nangyayari sa lahat ng brigada Happens to all brigade	Prevalence
2. Pila nag pagkain Queuing for food	Lalo na sa Commando at Sputnik This happens especially in Commando and Sputnik	
3. Agawan sa tulugan Struggle over sleeping space	Maliban sa BCJ Happens to all except BCJ	
4. Walang paalam sa pagkuha ng gamit Getting things without permission	Nangyayari sa lahat ng brigada Happens to all	▲▲▲▲
5. Nag-uunahan sa pagligo Queuing for taking a bath	Maliban sa BCJ Happens to all except BCJ	
6. Obliga sa utang Missing obligation to pay debt	Maliban ang annex Happens to all except Querna	
7. Makulit na nangangalabit Teasing	Nangyayari sa lahat Happens to all	▲▲▲
8. Nabastos ang dalaw Disrespect for someone's visitor	Happens to all	
9. Lumalaban sa nanunungkulan Arguing with inmate officers	Nangyayari as lahat Happens to all	
10. Pag-amin sa pagkain Stealing food	Nangyayari as lahat Happens to all	
11. Away ng pangkat dahil sa babae at utang Fight among gangs due to women and debt (drugs)	Maliban ang annex Happens to all except annex	
12. Away sa bilangan Fight during headcounts	Lalo na sa annex This happens especially in Annex	
13. Away ng bakla sa lalaki Fight among gays due to men	Nangyayari madalas sa annex Happens especially in annex	
14. Labis na biruan Too much teasing	Nangyayari sa lahat Happens to all	▲▲▲

Legend : ▲ dalas ng pinagmumulan nag away **most prevalent reason of conflict**

Discussions of the PRA activities

The lack of facilities and the absence of recreational activities give the inmates a plenty of reasons to be at odds against each other. It shows how the limited resource (food for example) translates in a power struggle among the inmates.

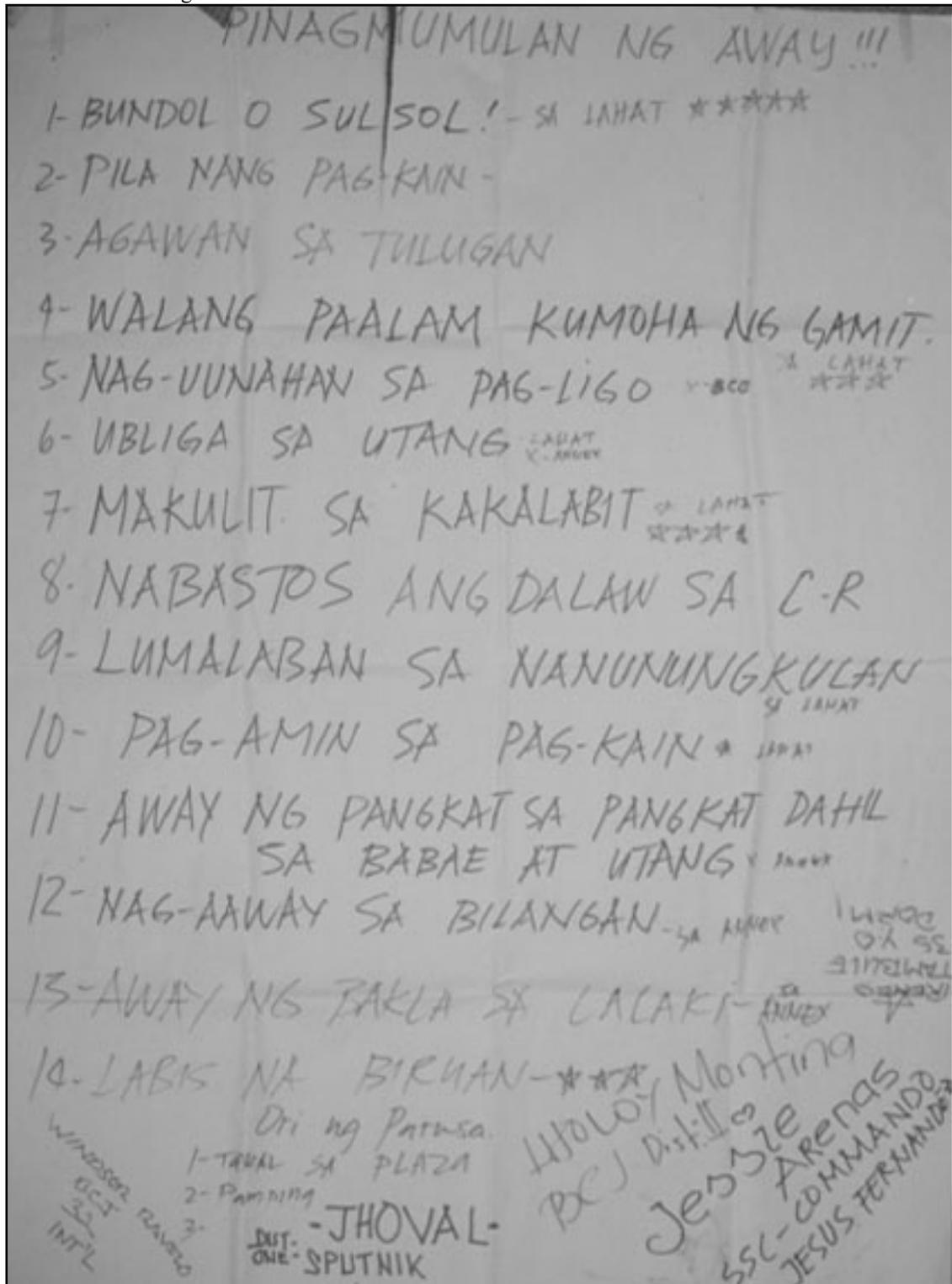
The reasons of conflict among the cell member are equally replicated in the conflicts among the *pangkat*. The difference however, is that the whole brigada is involved when two opposing *pangkats* are at odds.

As such, there is a constant need among the officers to always contain the brewing conflict. As such, they would prefer that an erring inmate be subjected to *takal*, rather than having the whole brigada dragged to a full-blown riot.

The Batang City Jail also appears to be the most peaceful of the *pangkat*. This is so as the BCJ is the most spacious among all the *brigada*. As such, they could provide sleeping spaces for their wards.

The Annex building where the Brigada ng Querna is located has a lot of internal problems. This is because the cell officers do not have a full control over their fellow inmates as compared to their *pangkat* counterparts. Since the *pangkat* are more punitive in their policies, their fellow inmates fear them more.

Inmates enumerating the reasons of conflict inside the cells



activities number 6

PPRA

PRA activities number 7

Determining the instruments used in riots

Methodology

The inmates are asked to write and draw the instruments used by the *sundalos* or warriors during riots among the *pangkat*. They were asked to describe the instrument and how these instruments were assembled in the jail. They also clarified if such instruments were used during the past riots.

Results:

Armas na gamit sa "RIOT"

Intruments used in riots

Instruments	Descriptions	Was it used lately?
1. sumpak	Improvised shotgun	♥♥♥
2. pana	Gawa sa malaking pako Made from big nails	♥♥♥♥♥♥♥♥♥♥
3. samurai	Gawa sa malalaking bar na bakal Made from big metallic bars	None
4. mahaba	Itak, tabak, gawa sa bakal Bolo made from metal	♥♥
5. Molotov bomb	Bote na may laman gasoline, pako at bubog Bottle with gasoline, nails and shattered glasses	None
6. ice pick	Rios ng mga bentilidor, handle ng balde na bakal Made from electric fan steel parts. Also from the metal handle of pails	♥
7. pillbox	Not existing	Not existing
8. lagareng bakal	Gamit sa pantakas (Feb 11, 2003 case) use for escaping	None
9. kutsilyo	Bakal na pinitipit at ginawang panghiwa A metal that was sharpened	♥♥♥♥♥
10. rosary at bible	Para sa mga ayaw sa gulo For those who are not involved in the riot	
11. bato	Kung saan mapulot When one can find it	♥♥♥♥♥♥♥♥♥♥
12. bote	Bote ng gin suka at iba pa Bottle	♥♥♥♥♥♥
13. 2x2 kahoy	Kahit saan ka humugot, basta may pangdependensa, pamalo. For defense	♥♥♥♥♥

Discussions of the PRA activities

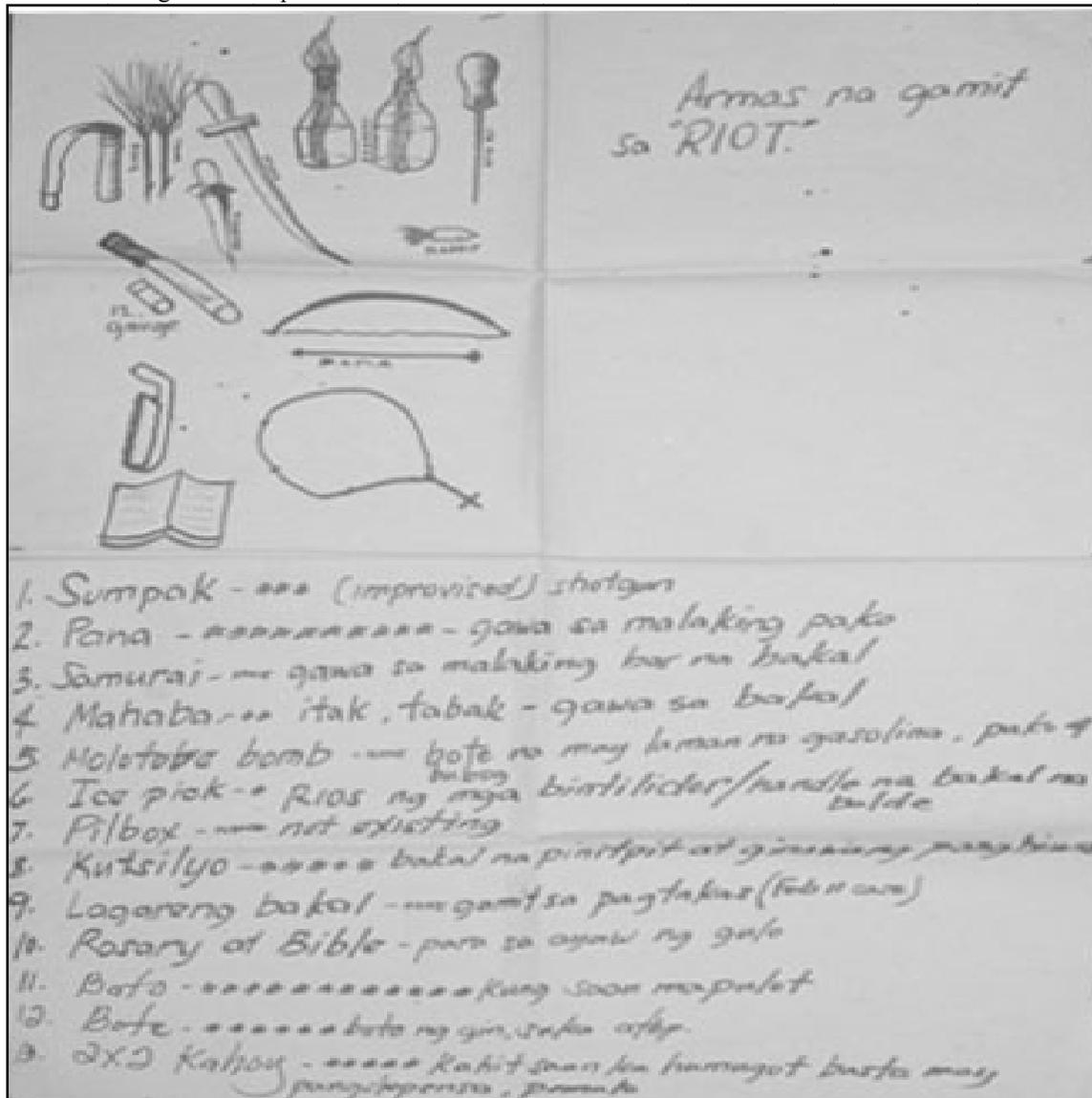
The inmates had developed a mechanism to become militaristic inside the jail. They were able to develop paraphernalias of war to kill and maim an inmate whom they consider to be an enemy. The relative ease of bringing in materials inside the jail, (for example, kerosene is freely

bought from the jail cooperative store which is used for cooking are the same instruments in making Molotov bombs) is considered to be the main reason why inmates could easily produce the paraphernalias of war.

The jail management continually confiscates the instruments of war. Through their greyhound operations, they take away sacks and sacks of deadly weapons.

The inmates qualify however, that not all of them are involved during a riot. Only a few, mostly the sundalos are mandated to join. Most inmates prefer to read the bible and pray the holy rosary.

Inmates drawing and descriptions of the instruments used in riots.



Synthesis:

The PRA activities on the members and officers of the cells and brigade are indicative of three things:

One, the inmates have evolved structures in order to support themselves from the basic limitations of the jail. They developed a *patakaran* in order to guide the inmates on proper conduct while in detention. A clear code on crime and punishment are laid out the moment an inmate is brought inside the cells. The *patakaran* is strongly implemented by a set of *nanunungkulan* or officers. The *nanunungkulan* exercise control and supervision over the actions of their fellow inmates. For the *pangkat* members, they even have a control over the life and limbs of their constituents. A financial structure, based on the social capability of the inmates, likewise arose, in order to meet the needs of the cell. In a way, it is a socialized form of allocating the scarce power and resources to the inmates.

Two, the jail officers, despite the strict prohibitions from the jail Manual to make use of kangaroo courts, of the strong inhibition to make use of inmate leadership, and the proscription to ask for financial assistance from the inmates, recognize and reinforce the inmate structures. Due to the inadequacies of the jail bureau, the jail officers are tied into recognizing the way of life of the inmates. The *patakaran* becomes the alternative disciplinary program, the *nanunungkulan* the additional custodial force and the *matik* and *hirit* the financial mechanism to keep the jail operations going.

Three, because the inmates are given some leeways, the floodgates of illegitimate practices comes in. There are some inmates who would use their power in order to generate additional income for themselves. The *patakaran* could be strongly implemented such that the basic human rights of the inmates are not recognized. Also, since the Manual is selectively implemented, the policies of the jail officers had become highly discretionary in implementation.

This eventually results into a power play among the inmates. The appeals to sobriety and community spirit, comes side by side with the security mindedness and inherent tendencies for violence. As such, in jail, every thing has a dual meaning. The saying which says “*Ang takot sa Diyos ay simula ng karunungan*” or the fear of God is the start of all wisdom, which is a biblical verse, could be interpreted that the fear to the *Mayores* of the *pangkat*, is the start of all the wisdom in the jail. Though the inmates are asked to love their *kakosas*, they are equally warned not to trust anyone but themselves.

Ultimately, a punitive jail structure arises. The inmates cannot complain of their conditions. They are suppressed from speaking their minds out. The weak and powerless are continually put on the sidelines. When they are released from jail, they are broken spirit.

The cell in action



One hundred inmates enjoy a buyon or comfort room as big as this. They have to take turns before using it.



An ordinary cell where inmates are making use of their idle time playing chess. Notice the vendors selling cigarets. They contribute "taxes" to the cell funds.



An ordinary day in the brigada. Notice the man with tattoos sitting in the right. He is a respected *tayman* among the inmates.



This is the *bantay tindahan*, an inmate assigned to tend over the cell store. The funds generated from the store is used to finance the inmates' needs.

An inmate using kerosene to cook his food. The kerosene can be used to as an instrument of war



PRA activities on the members of the cells to determine the food conditions served to the inmates

Introduction

The food allocation for the inmates comes from two sources—the National and City Governments. The National government allots P30 per day/per inmate and the City government gives a subsidy of P10.00 per day per inmate. This stands for a total of P40 per day per inmate. This amount covers the food for breakfast, lunch, dinner and snacks.

The budgetary allocation for food is prepared annually from the central office. A sudden increase in the population of the inmates within the year is not immediately translated to an increase in the food allocation. For example, if the population stands to 2000 inmates in the beginning of the budget year, and it is projected to increase at 2500 inmates at the end of the year, the 2500 inmates will be the basis of food allocation even if the population suddenly increases to 3000 inmates. This is currently happening because of the implementation of the Republic Act 9165 or the law on Dangerous Drugs.

Based on the Bureau of Jail Manual, “every prisoner shall be provided by the jail administration at the usual hours with food of nutritional value adequate for health and strength, of wholesome quality, well prepared and served.”

Also, the Manual says “drinking water shall be made available to every prisoner whenever he needs it.”

The organizational structure of the jail mandates the existence of mess officers. Explicit rules and directives were also deliberately set out in the jail Manual in order to guide the conduct of food partitioning. A mess hall is also considered necessary for food distribution.

There is a total of four personnel in the mess section. They purchase food every day. The rationing is done every morning. Inmates who work as “kitchen boys” complement the personnel.

Purpose of the PRA activities

The purpose of the PRA is fourfold:

1. To depict the food conditions inside the jail
 - a. The daily food menu
 - b. The facilities for food distribution
 - c. The manner of food distribution
2. To show the structures that arose from the food conditions of the inmates
 - a. The prevalence of the “rancho system”
 - b. The use of the “kitchen boys”
3. To portray the problems encountered in the food situation of the inmates and the means to curb the discontents
 - a. The manner in which the food budget is “*napagkakasya*” or where everyone can be accommodated
 - b. The avenues for trade offs
4. To depict the overall situation of the Quezon City Jail using food conditions as the prism
 - a. The food condition as the indicator of government’s inadequate and inefficient service
 - b. The food condition as a contributory factor to the over-all structure and culture of the Quezon City Jail

PRA activities number1

Describing the food conditions

Methodology:

The participants were divided into four groups of five members. The groups were given a manila paper. Each member was also given a pentel pen. Then they were asked to describe, draw and illustrate the food conditions. After which a group leader reported on the answers of the group.

The members of the other groups raised their approval and disapproval to the answers of the reporting group. Then a synthesis of the answers was made.

The Result:

**“Pagkain sa loob ng City Jail”
(Food Inside the City Jail)**

“ Ang mga uri ng pagkain gaya ng isda, manok, kalabaw, gulay. Ito ay pinakukuluan sa tubig at ito ay nilagyan ng kaunting asin para ito ay magkaroon ng kaunting lasa. Mahirap kainin kung hindi matibay ang sikhura mo.”

The kinds of food we eat in the City Jail include fish, chicken, carabao meat and vegetables. These are boiled in water and sprinkled with little salt so that it will have little taste. This is difficult to eat if your stomach is not strong.

Listing of food that that is being served as meals:

Kind of Food	How is it served	Quantity	How regularly it is served	Comments
1. Tuyo (Dried Fish)	Inihaw o prito	1 pc per person	1 to 3 times per week	Tinutubuan kami ng kaliskis (We have grown scales)
2. Fish (Tawilis)	Paksiw na nilaga?!!!	¼ pcs per person	Once in a while	Can't understand the taste.
3. Chicken	Nilaga ?!!	Isang hiwa likod ng manok (Backbones of the chicken; matchbox size)	3 times per week	It is tasteless
4. Carabao meat	Nilaga ?!!	Isang maliit na hiwa Small cut per person (matchbox size)	Once in a while	Makunat, parang goma!! Tough meat. It is like rubber
5. Vegetables			Rotation	
Togi (Mongo Sprout)	Nilaga#??!	½ cup per person		Cannot understand the taste
Sayote	Nilaga ???	½ piece per person		“Hilaw na mangga” (unripe mango)
Kalabasa (Squash)	Nilaga????	Isang sinibak na kalabasa (a big cut of Squash)		“Hinog na mangga” (ripe mango)
Langka (Jack Fruit)	Nilaga????	½ cup per person		Pusit kung tawagin (Called Squid)
6. Pancit Lomi	Sinabaw ??? (Soup)	½ cup per person	Special occasions	“Lata” (overcooked)
7. Misua	Sinabaw ??? (Soup)	½ cup per person	Special occasions	“Lata” (overcooked)
8. Tinapay Pandesal (Bread)		4 pcs per person	Every morning	

Sample menu in one week

Day of the Week	Breakfast	Lunch and dinner (to be divided by the inmates)
Monday	6 pandesal coffee	Tuyo (Dried fish) Togi (Sprouted mungo)
Tuesday	6 pandesal coffee	Manok (Chicken) Sayote
Wednesday	6 pandesal coffee	Kalabaw (Carabao meat) Kalabasa (Squash)
Thursday	6 pandesal coffee	Kalabaw (Carabao meat) Sayote
Friday	6 pandesal coffee	Manok (Chicken) Lomi
Saturday	6 pandesal coffee	Tuyo (Dried Fish) Misua
Sunday	6 pandesal coffee	Chopseuy Upo

The food that are regularly served to the inmates are:

1. Chicken meat
2. Fish (Tawilis and dried fish)
3. Beef
4. Vegetables (Sprouted Mungo, Sayote, Squash, Upo, Jack Fruit)
5. Bread and coffee (for breakfast)

In the past few months, seldom is pork served to the inmates.

According to the inmates, they observed that the menu for the day is based on the prevailing prices of the food. For example, if in a particular season, the price for dried fish is low, then expect that the dried fish will figure prominently in the menu of the inmates for that week. There was a time that, according to the inmates, the same “*tuyo*” was served for seven consecutive days because the prices of “*tuyo*” is lower compared to the prices of other food. As a result, the inmates said that they feel that they have grown fish scales in their bodies or “*tinubuan na kami ng kaliskis.*”

The inmates describe the quantity of the food to be “*kulang*” or lacking. They receive only two cups of uncooked rice for three persons for the whole day. They also receive a matchbox size of meat and ½ cup of vegetable. They have to design a way to stretch their food for lunch and dinner.

The quality of the food is described by the inmates to be “*pagkaing baboy*” or food fit for pigs. The term *baboy ang pagkaluto* or prepared haphazardly is repeatedly mentioned by the inmates. Sometimes, they cannot understand if the food is *prito* (fried) or *inihaw* (roasted). (The Question mark sign is the indicator.) They say that the condiments are lacking o “*kulang sa pansahog.*”

The inmates describe the food service to be infuriating. (The Exclamation mark is the indicator.) At times, there are foreign objects like rusty nails and cockroaches suddenly cropping up on their food. The squash is also served as a whole piece and is not cut into pieces as it is

supposedly served. That is why it is called “*sinibak na kalabasa*.” The squash is served that way because when it is cut into pieces, by the time it is cooked, it has already become so soft, it will turn into a soup. The squash had to be prepared as big cuts so that even when cooked, a portion of it still remains. That is why it is called the *manggang hinog* or ripe mango because it is eaten the way ripe mangoes are eaten.

Sayote is also similarly served. It is cut into big pieces so that a part of it also remains when cooked. But since its color is green, the inmates now term it as “*manggang hilaw*” or unripe mango, as contrasted to its alternate menu, the ripe mango.

In order to remedy their situation the inmates designed a mechanism:

1. The *rancho* or *kasalo* system

The inmates grouped themselves into a *rancho* or *kasalo*. In jail, the food is generally termed as *rancho*. So *rancho* basically means food grouping. Other brigades call it “*kasalo*.” “*Salo*” means share, so it is food sharing.

A *rancho* or *kasalo* has an average of four to six members. In the group, there will be VIPs or *Very Important Preso* and *buyoneros* or cleaners of the *buyon* or comfort room. The VIP’s are expected to have visitors and as such provide the resources like: additional food, condiments, kerosene for cooking and other needs. The *buyoneros* on the other hand provide the services like cooking the food, cleaning the dishes and sometimes rendering services to the VIPs. The food of the VIPs are centralized to the *rancho* and as such shared by the members. It is a symbiotic relationship where an atmosphere of trust and confidence are developed. (The term *chokaran*, meaning a close buddy, is the gambled form of *ka-rancho*.)

2. The Purchasers system

The inmates receive one cup of rice, ½ cup of vegetables and matchbox size of meat that is supposed to be stretched for lunch and dinner. For some inmates, this is not enough. For the more affluent inmates, their share is given to their *karancho* since, for them, the food is unpalatable. Also, for affluent *ranchos*, the group can cook the food for lunch altogether. The food for dinner is bought outside. In order to buy food, a system of *purchasers* emerged. The *purchasers* are wives of the inmates who became regular visitors in the jail and purchase the needs of the inmates.

3. The *Responde* system

Some food groupings are not as affluent. The VIPs may have regular visitors but do not have monetary or food support. The *rancho* has to find means in order to augment their food. This can be done through the *responde* system.

Responde means to respond in a particular need in exchange of favor especially food. For example, VIPs who are in need of water for taking a bath can be responded or *respondehan* with

a pale of water in exchange for a bottle of kerosene for cooking. An inmate can also work as masseur in exchange for a few sticks of cigarettes. This is especially true among the more affluent members of the “Chinese community” in the jail.

Thus, one of the many meanings of *responde* is food.

4. The *Palakad* system

The *palakad* system refers to the practice of volunteer organizations, particularly religious groups, to bring food and other necessities in the jail. The inmates line up for food in exchange for joining their activities. Butch Belgica, a former inmate of the Quezon City Jail, coined the term “*palakad*.” He usually shared food to his cellmates and would announce, “*heto palakarin niyo*.” (Here pass it around.) Thus, the term *palakad* became synonymous to food.

5. The *kalabit-penge* system

The *kalabit-penge* system is the practice where some inmates, touch (*kalabit*) and ask (*pahingi*) a visitor for food and money. This is the desperate act of inmates who had been unable to produce food. They sometimes use the tattoos on their bodies to tacitly scare the visitors. Some visitors just give out of pity or fear.

This practice however is strongly prohibited by the inmate leaders. The *patakarán* strongly says that no inmate shall talk to the visitors of other inmates. A mere stare at the visitors is strongly prohibited.

Still, some inmates do this discreetly on the risk of being punished.

6. The Common Law Wife (CLW) system

There are inmates who engage in courting the visitors of their fellow inmates, the NGO workers, the female inmates in the Karingal Detention Centers through letters and pen pals. Eventually, if the inmates are lucky, their visitors will become a constant visitor-cum lover. While there are true love stories that eventually bloom, many inmates admit that they are doing it for the financial and psychological rewards it brings them. It is a common practice among inmates to designate the first wife *01* code and other wives as *02*, *03* and so on. They also evolved a mechanism where an *01* wife will be brought in one *kubol*, the *02* wife in another *kubol*, so that there will be no overlapping of spaces. The owners of the *kubol*, which the inmate borrowed, will partake something from what the CLW brings. If the CLWs happen to visit at the same time, the *bantay-pinto*, the *runners* and other inmates must be quick to inform the inmate concerned. Other inmates, usually, the *karancho*, will entertain the visitor while the concerned inmate is still in other *kubol*. It is a common understanding that all inmates should be engaged to keep the affairs of their fellow inmate a secret. A failure of which would mean lesser food and assistance for everyone. The CLW is thus a common practice and even encouraged by the inmates.

Inmates describing the kind, quantity, and quality of the food that is served them in the jail

Pagkain Sa Loob Ng City Jail

KLASE NG LUTO?

1) Tuyo	1 to 3 Pcs	1 to 3 Pcs
2) Isda	3 TABLETS	1 to 2 Pcs
3) Manok	3. 1 Pcs	1 to 2 Pcs
4) Kalabaw	Mahinap	1 to 2 Pcs
5) Lulang-Tugi		1 to 2 Pcs
6) Sayote	1 Pcs	1 to 2 Pcs
7) Kalabaw	1 Pcs	1 to 2 Pcs
8) Lulang-Tugi	1 Pcs	1 to 2 Pcs
9) Parcit	1 Pcs	1 to 2 Pcs
10) Misua	1 Pcs	1 to 2 Pcs
11) Tinapay	1 Pcs	1 to 2 Pcs
12) Kanin	1 Pcs	1 to 2 Pcs

Ang mga uri ng pagkain gaya ng Isda, manok, Kalabaw, gulang. Ito ay pinakukuluan sa tabig at ito ay nilagyan ng kaunting asin para ito ay magkaroon ng kaunting Tasa. Mahirap kainin kung hindi matibay

Ang sikmura mo?

PILA NG PAG-KAIN.

ISANG TAKAL KANIN !!!

ISANG TAKAL SAYOTE-NILAGA?...

(PRA activities number 1)

PRA activities number 2.

Listing and defining the problem on food conditions

Methodology:

Another group was tasked to answer the question: **What are the problems encountered in the food conditions?** This was a group of five members. A leader was elected among them and wrote the answers. The leader reported the findings of their group to the members of other groups and subjected it for confirmation and approval.

The Result:

Mga problema sa Ranchohan (Food Problems)

1. Kulang sa rekado (Baboy ang pagkaluto)
Lacking in condiments, cooked haphazardly

Many inmates complained that the food served them is not prepared properly. The rice is not properly washed and vegetables are presented very undecently (*Walang kadise-disente*) It is tasteless. The inmates have resorted in two ways:

- a. Getting the food from the kitchen as *raw food o hilaw* and cook their own food. The inmates will be providing for their own cooking needs like utensils, additional condiments, and kerosene.
- b. *Retoke* system. The inmates will get the food from the kitchen as *cooked food o luto* but they will re-cook the food to make it more palatable. They have to provide their own cooking needs too.

2. Walang kalan
No cooking utensils

Since many inmates would want to cook their own food, a problem arose: the lack of cooking utensils. Those who can afford to bring an electric stove, rice cooker and other cooking instruments can sneak it inside the jail (paying *matik* or bribe money in the gate) but the less affluent inmates cannot do so.

The pangkat have designated a place in their "*bahay*" or *brigada* as kitchen area. This is where they can cook their food. They have a system built so that all can use the utensils. This is especially true for the *Batang City Jail*.

Among the non-gang members, this is particularly quite depressing. If the particular *rancho* does not have its own cooking utensils, they have to wait for other *ranchos* to finish cooking. This could easily translate to an hour delay of meals served.

This is the reason why many inmates opted to join the *pangkat* since the *pangkat* are more organized in preparing their own food.

3. Hindi makapasok ang gas
The kerosene is not allowed to be brought in

The inmates complain that there are times that the kerosene is not allowed by some *gaters* or employees manning the gate. This is because kerosene is considered a contraband and a security risk material. (It can be used for devising Molotov bombs.) However, if given the *katapat*, (right *matik*) inmates say, they readily change their minds. More so, what they find most incomprehensible is the fact that the cooperative, which is manned by the jail employees, sells kerosene inside the jail. Accordingly, the reason is that the cooperative monopolizes the distribution and sells it for a higher price.

4. Late dumating ang pagkain
Late delivery of food

The food is sometimes delivered late. This is true especially when there are security concerns among the *pangkat*. As a result, some kitchen boys cannot go out of their cells. This also happens when there are delays in the purchasing of food from the market as a result of typhoons and floods.

Lately too, as the number of the inmates have almost doubled, the time for food preparation is taking longer. This is due to the fact that the kitchen area is very limited and the cooking facilities are very few.

This is one of the causes of the restlessness of inmates. Many say they cannot concentrate on the rehabilitation services that they are attending to because of hungry stomachs. (See PRA activities among learners of the Non formal Education)

5. Walang lugar na pagkainan
No place for eating

There are no mess halls in the jail. The inmates eat inside their own *brigades*. And since the *brigades* are already very crowded, the inmates eat on the floor. They and their *karancho* have to look for any vacant places to eat their meals. As one inmate remarked, “*kaawa-awa kaming tingnan kung kumain. Wala man lang upuan at mesa para mapagsaluhan ang pagkain.*” (We look pitiful when eating. There are even no chairs and table so that we can enjoy our food.) This is especially true for lowly inmates or *buyoneros*. The inmate *nanunungkulan* however can have a special place in their *kubol* to have their meals.

6. Kulang sa hugas ang sinaing dahil sa problema sa tubig pati na ang hugasin sa ulam. **Due to lack of water, the rice and vegetables are not properly washed.**

The water expenses of the bureau are very high. The management has to resort on time scheduling for the use of water.

Also there are periods when a *brigada* is out of water. This is so as per *brigada* has to find its own means to come up with a water pump. The water flow is so low that the *brigadas* found on the higher areas like Querna or non-gang members and the Sputnik *brigada* have a perennial water problem.

When not properly handled, the lack of water sometimes leads to conflict among the inmates.

The lack of water is encompassing. It affects the food service and the personal hygiene of the inmates. (See PRA activities among inmate medical coordinators)

7. Dahil sa gutom, nag-uunahan sa pila
Because of hunger, the inmates want to be the first in line

The inmates also have to be at the good graces of the *chief ranchero* or food distributor. The food distributor has the discretion to give more food to those persons whom he considers as worthy of his rewards. Though he keeps a semblance of order by letting his fellow inmates fall in line, there are few of his *kadikit* or friends whom he exempts. This is a cause for trouble as some inmates who had fallen in line decry the favoritism. What is worse is when after lining up for almost an hour, an inmate was not accommodated. The *chief ranchero* announces that he was not able to ration it out in such a way that everybody can be supplied. The *chief ranchero* has to go back to the kitchen for additional food but then it will take an hour more for the preparation. “*Gusto mong mangain ng tao*” (or you want to eat a person) in that situation, an inmate said.

8. Nananakawan yung iba ng pagkain
Some inmates steal food from their fellow inmates

Some inmates, due to terrible hunger, steal the food of their fellow inmates. The term “*tirador ng kaning-lamig*” is a charge when someone steals the rice during the night. This is the reason why there are *mahinaryas*, the officers who look after the movement of their fellow inmates. (See PRA activities among inmates to determine sleeping conditions.)

There is a very strict penalty on inmates who are proven to be the *tiradors* of stolen food. They are subjected to *takal* or paddling of the feet. It is strongly advised that those who experience “*panunuklam ng sikmura*” or burning stomach to officially request for extra food from the *mahinarya*. The *mahinarya* then asks the food from the inmates who own it and if the owners so approve, the hungry inmate can partake from it.

9. Kulang sa sustansya ang pagkain
The food is lacking in nutrients

The inmates complain that the food being served them is lacking in nutrients. They are served only three kinds of menu: the fish, chicken and beef with their corresponding vegetables. The jail does not have a nutritionist and the pieces advice of the nutritionists from the city hall are rarely followed. This is so as the prime consideration in determining the menu is the

prevailing prices of the food. The cheapest food to buy in a particular season will be the constant menu for that period.

Thus, the inmates say there are periods when the food is really *nakakasawa*. However, there are also times that the food served is really good. This is especially true on periods when *tuyo* is served consecutively and then suddenly chicken is served.

The inmates listing the problems faced in the food distribution and a sample menu for a week

Sample ng Menu
sa Toub ng
1 Linggo

Mo - Manok, Sayote
Tu - Kalabaw, Kalabasa
We - Kalabaw, Sayote
Th - Manok, Lomi
Fr - Tuyo, Misua
Sa - Chopsuey, Upo

Mga Problema sa Ranchohan

1. Kulang sa rekado. (Baboy ang pagkaluto)
2. Walang kalan
3. Hindi makapasok ang Gas.
4. Late dumating ang pagkain
5. Kulang sa Utensils (plato, Kutsara, Kaldero, Sandok)
6. Walang lugar na pagkainan.
7. Kulang sa hugas ang Sinaing dahil sa problema sa tubig pati na ang hugasin sa ulam
8. Dahil sa gutom nag-uunahan sa pagpik
9. Nananakawan yung iba ng pagkain
10. Kulang sa sustansya ang pagkain.

(PRA activities number 2)

PRA activities number 3

Estimating the food received by the individual inmates

Methodology:

The third group was asked to estimate the monetary equivalent of the food that they received every meal. The group has 5 members. They also elected a reporter for their group. Then they presented their answers to the members of the other group. The members of the other groups ratified their answers.

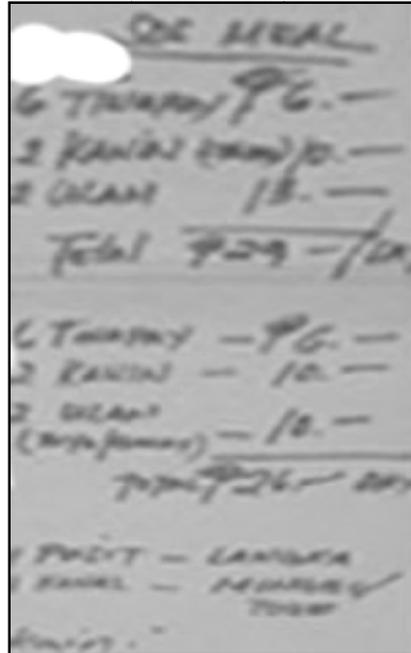
The results:

Sosyal meal			Value meal		
6 na tinapay	P	6.00	6 tinapay	P	6.00
2 takal ng kanin	P	10.00	2 kanin	P	10.00
2 ulam	P	13.00	2 ulam	P	10.00
-----			-----		
TOTAL	P	29.00		P	26.00

According to the inmates, at best, the total daily food consumption is P29.00 per day per inmate. This is what they call it the *sosyal meals*. This is the menu where the rice is relatively whiter (*hindi NFA rice*) or not rice from the National Food Authority. (NFA rice is notoriously known for its stinking smell. The BJMP buys the rice because it is cheaper). The menu also consists of a chicken and vegetables. The *sosyal meals* happen around once a week.

The more regular is the *value meals*. The average consumption here is estimated to be P26.00 per day per inmate. The menu would still be commercial rice but the viands are the cheaper ones like *tuyo*. This happens around 3 times a week.

On the other hand, there are also periods when the *rancho ay tinipid* or the rancho is in a tight budget. This is what they call *pulubi* meals or poor meals. They cannot seem to estimate it. Suffice it to say that the rice is an NFA rice and combination of *tuyo* and sprouted mungo. This happens 3 times a week.



(PRA activities number 3)

PRA activities number 4

Semi-structure interview with a former inmate kitchen boy

Methodology:

A Kitchen boy was asked to share his functions and duties in the kitchen area. He also detailed the different mechanisms to solve the problems that arose from the food conditions.

Results:

The need for kitchen boys:

1. They are the additional work force. They clean the kitchen area; they prepare the food and distribute the rations.
2. They are the link of the jail officers to the inmates. The officers knew the sentiments of the inmates through them.

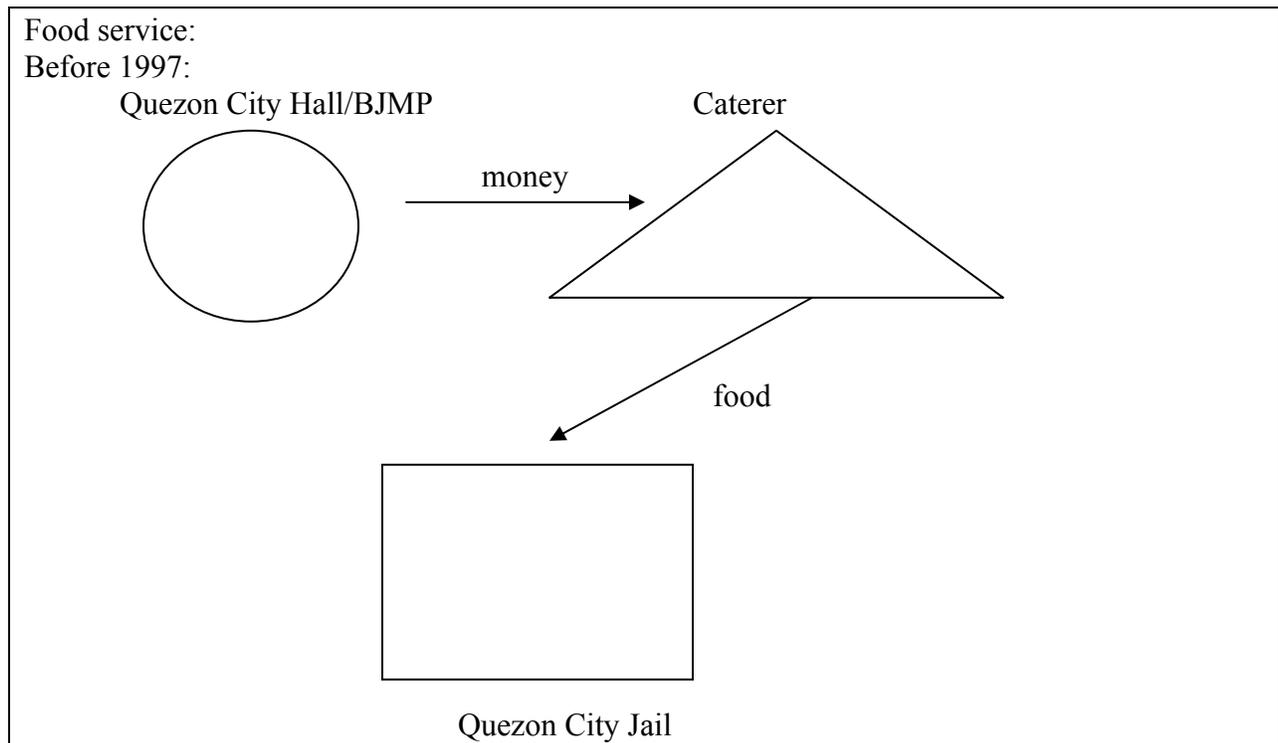
How the kitchen boys are recruited:

1. The kitchen boys were initially observed if they could function properly in the kitchen area.
2. Then the mess officer will coordinate with the *mayores* of the inmate. He will request that the inmate be made as kitchen boy.

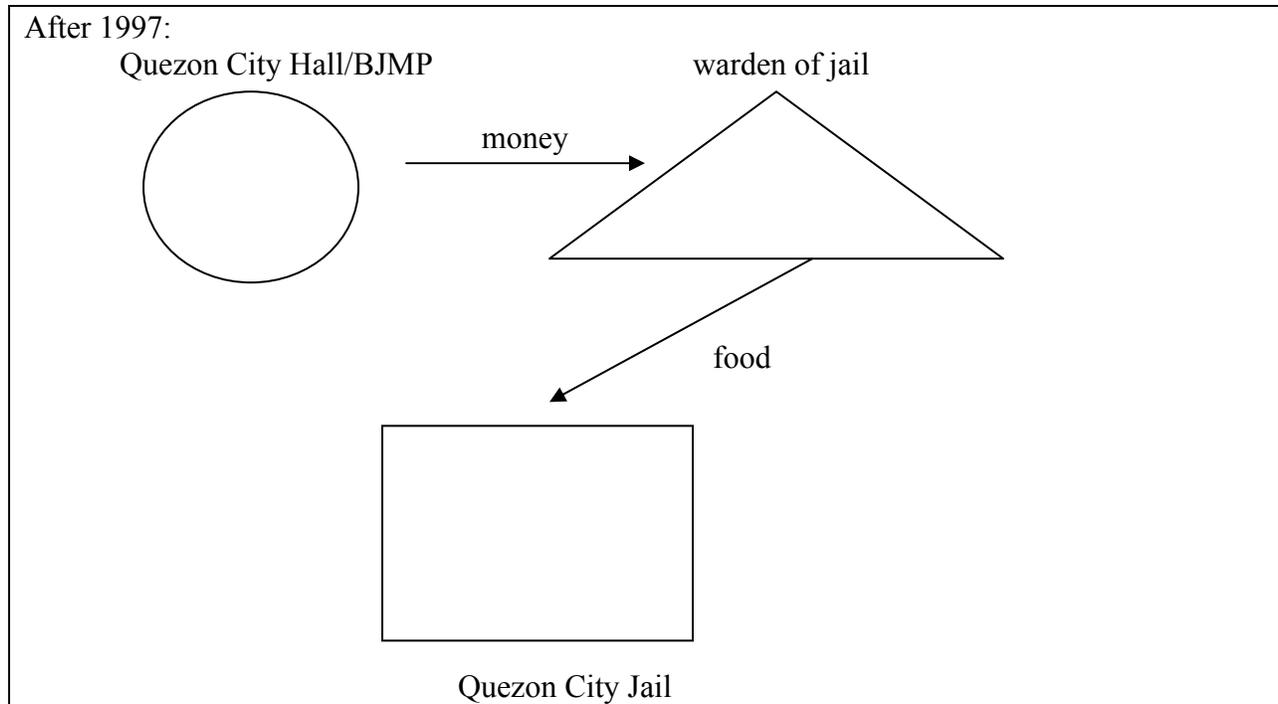
The benefits of being a kitchen boy:

1. They are given an allowance of P35/month. For the chief cook, P300.00 per month.
2. They can roam around more freely compared to the other inmates. They can go up and down the premises. They are not subjected to *brigada* padlak hours.
3. They have more food. It is also better prepared.

Who are the kitchen boys:	Number	Allowance
1. Chief cook/ Chief kitchen boy	1	P300/month
2. Tagaluto ng kanin (cook for the rice)	1	P300/month
3. Tagaluto ng ulam (cook for the viand)	1	P300/month
4. Helpers	4	P35/month



Subsidy from the government is given to the caterer. The caterer delivers food to the Quezon City Jail.



The jail warden now handles the subsidy from the government. He is in charge of the mess needs of the inmates. The caterer was removed.

Functions of the chief kitchen boy:

1. Receiving officer

He receives and signs the document saying that a particular amount of rice, meat and vegetables are given the inmates every 15th and 30th of the month.

2. “Budget” officer

He makes sure that the food are properly “budgeted” such that every inmate must have their supply. *Pagkakasyahin araw-araw.*

3. Distributing Officer

He makes sure that the stock of rice be distributed on its proper duration. For example, 100 *kaban* of rice should be made to last for 15 days for the needs of 1500 inmates.

- a. The ratio for rice is 2 cupsized of star margarine for three persons
- b. *Tantyan* (estimate) system for meat and vegetables. It is on his discretion on how much should be given the inmates and jail guards.
- c. If the food for a particular day is not enough, he should be wise enough to source it out from the succeeding food budget.

4. Reporting officer

He must report to the warden all the expenses and consumptions for the day.

5. Trouble shooter

He must solve the problem that he encounters. He must know how to balance the needs of all the persons in his field of work:

- a. How to deal with the complaints of the inmates;
- b. How to deal with the demands of the jail guards;
- c. How to cope in the decrease in the budget;
- d. How to come up with a structure to distribute the food.

Sample of daily menu

Breakfast	Pandesal, margarine, coffee, sugar
Lunch	Meat (Beef, chicken, pork, fish)
Dinner	Vegetables

There is a nutritionist from the city hall but the kitchen boys do not follow the pieces of advice:

1. The nutritionist says that the rice should be washed first. Unfortunately, if the kitchen boys wash the rice, this will take a lot of time. The food will be served late. The inmates will be complaining. So to avoid being late, they cook the rice without washing it.
2. The nutritionist plans a balanced menu for the inmates. But since there is a limited budget, they cannot follow the menu as suggested.
3. The kitchen boys just say *oo nga ng oo nga* or yes, yes to the nutritionist but in reality, they cannot do what the nutritionists wanted. This is because of limited space and facilities.
4. The nutritionist brings home meat from the kitchen every time the nutritionist visits the jail. That is the fair share of the nutritionist. (*Wala kasi siyang travel expenses*)

The simple arithmetic of the kitchen (Sample year is 1998)

Formula to determine the total budget per day

Total number of inmates times the Budget of inmate per day =
Total budget for food per day

1500 inmates X P32 per day per inmate= P P48,000. per day

Formula to determine Budget per month:
Budget per day times 30 days

P48,000 per day X 30 days= P 1,440,000 per month

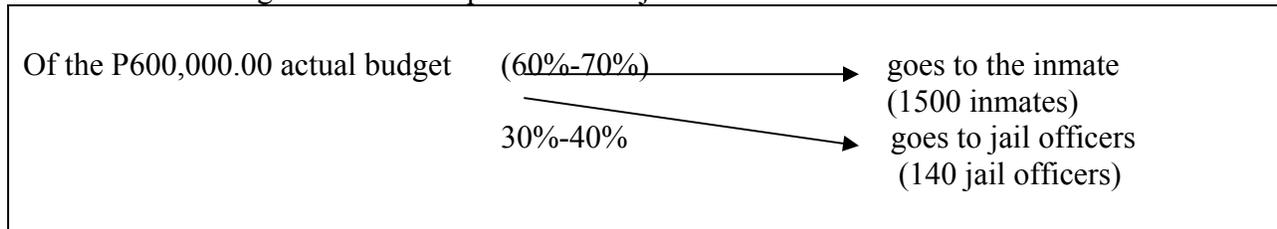
Compare this to the budget that he receives and signs every month which is P600,000.00
(P600,000.00 is the actual amount of food received, as per his estimate)

So:

	P1,440,000.00 total budget per month
Less	P 600,000.00 actual amount received

	P 840,000.00 “unreceived” amount per month

According to the Chief Kitchen Boy, the P840,000.00 is the “discretionary” funds of the warden. The other expenses of the jail are usually taken from this discretionary amount. This is where the warden gets the other expenses of the jail.



How to generate income from the mess: an illustration

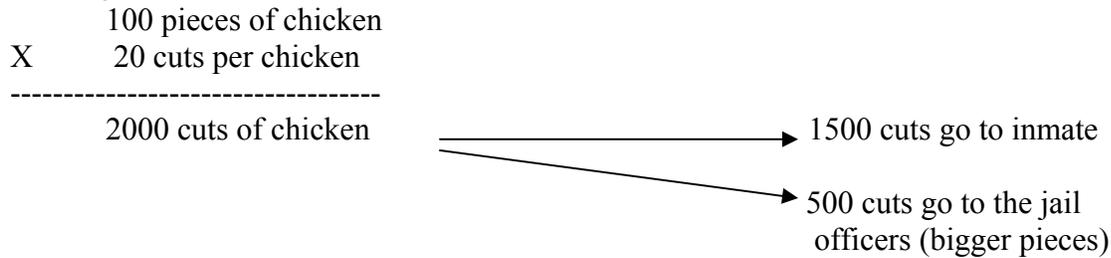
Assuming that the jail population is 1500 inmates on year 1998

The amount given for chicken meat is good for 120 kilos. At that time, 1 kilo of chicken is P55.00. So the amount allotted is 120 kilos X P55.00 = P6,600.00

However, the actual number of kilos purchased is only 100 kilos. The 20 kilos is “unreceived” or “*pinera-pera*.” (P20 kilos x P55.00 = P1,100.00) It becomes a “discretionary” fund of the mess officer. This will be used to finance other mess needs like transportation, communication and other expenses.

So the chief kitchen boy will only receive a total of 100 kilos of chicken. The 100 kilos will roughly translate to 110 dressed chicken. Of the 110 dressed chicken, 10 will be a “discretionary budget” of the chief kitchen boy. So only 100 pieces of dressed chicken will be used for distribution. The discretionary budget will be used to “pay off” complaining inmate leaders. Those who complain will be given more just to keep them quiet.

One dressed chicken will be chopped off into a minimum of 20 pieces. The better parts will go to the jail employees and inmate *nanunungkulan*. The backbones and less meaty parts will go to the ordinary inmates. So:



A hundred additional cuts of chicken are reserved for *nanunungkulan*. The *mayor*, *vice mayor* and other officers, aside from the better and bigger cuts that they receive, will have an additional cut. This come from the 10 pieces of dressed chicken as a “discretionary fund” of the chief kitchen boy.

For other high-ranking inmates who have more power to question the food distribution, the chief kitchen boy has the responsibility of giving them additional food. Sometimes, they even purchase fresh food from Nepa Q mart, a nearby market, just so to appease the complaining inmate leader.

As such, there are some enterprising inmate officers who would “save” on the extra rice that they receive such that when their visitors come, they could send home the food for their families’ consumption.

For his part, a chief kitchen boy can generate money through:

1. Translating the “discretionary fund” to cash. For example, since the chief kitchen boy has a discretionary fund of 10 pieces of dressed chicken, around only five or six of this will be used to solve “problems.” More or less, when every body is happy, the rest of the funds will be his.
2. Supplying other inmates with “*responde*”. He gives them a regular supply of coffee, sugar, star margarine, vegetables and meat. In return, he receives P300 per week. There is a minimum of 10 people, mostly inmate leaders whom he secretly deals with. He roughly receives P3,000.00 per week or P12,000.00per month in this trade. (Even the mess jail officer does not know this)
3. Through the efficient distribution of patronage, he gets favors from other inmate leaders. He uses these favors or social capital to help other inmates who come to his assistance. The help can again be translated into monetary considerations.
4. Since he knows many “trade secrets” in the food distribution, he is asked to just keep his mouth shut and do his work as efficiently and effectively as possible. “*Dapat walang bulilyaso at silip*”. There should be no trouble and no complaint. “*Ang mga sisilip, bulagin.*” Those who peek on the system must be blinded. For being a loyal kitchen boy, he receives additional pay of P2,000.00 per month plus a supply of Gilbey’s gin every time he signs the document.

All in all, this is what the chief kitchen boy received:

Regular allowance:	P300 per month
Additional allowance:	P2000 per month
Payment of <i>Responde</i> :	P12,000 per month
Others	P10,000 per month

Total P P24,300 per month (This is a minimum)

Problems encountered by a chief kitchen boy:

1. They have problems when the fish served is “*bilasa*” or not fresh. The fish intestines are crushed and smell terribly bad. The inmates would not accept the food. They have to design a way in order to make it more palatable. This they do by “repairing” the food. *Tinotosta* or toasted when fried. But then it tastes like charcoal. *Lasang sunog*
2. They have problems when the inmates use food as an issue in their complaints against the management. In such case, the complained warden may be taken from position. That is why they are shelling out everything that they earned every time there are complaints. However, they should also know when the inmates are getting out of bounds in their complaints. This they do by mustering their political resources to “silence” the complaining inmate. For example, they can request the transfer to *Bicutan* an inmate who perennially questions the food even when that inmate is already given his due. “Do not rock the boat attitude” should prevail.

PRA activities number 5

Finding solutions to the food problems

Methodology:

After the different groups presented their findings, a group discussion was done to integrate their answers. Then they were asked that, given this food situation of the inmates, what would be their solutions.

An overall leader served as a scribe and wrote down the answers of the participants. Then the scribe reported it to their members. Everybody was given a chance to comment on the answers.

The results:

Title: Solusyon sa Pagkain sa Loob ng Q.C.J.
(Solutions to the food problems of the Quezon City Jail)

1. Ibigay ang tamang badyet ng pagkain ng mga inmates
Give the inmates the appropriate budget of food

The inmates claim that the budget for food stands at P40.00 per day per inmate. As it is, they are receiving only P26-P29 per day on the best estimates.

2. Iluto nang maayos ang pagkain sa kitchen. Ilagay ang sapat na rekado para sa mga lutuin.
Cook the food properly. Give enough condiments.

3. Hatiin ng sapat ang pagkaing ibinibigay sa mga inmates. Ibigay ang nararapat para sa mga inmates na pagkain.
Divide the food sufficiently. Give enough food for the inmates.

They claim that some inmates, especially the *nanunungkulan* and the favored ones receive bigger slices than the ordinary inmates. Also, the matchbox size of meat is very minimal. They request that, if possible, make it a least two-matchbox sizes.

4. Dapat payagang makapasok ang gas at iba pang kailangan sa pagluluto.
Allow kerosene and other kitchen utensils.

The inmates say that they should not have to worry over the *matik* in the gate.

5. Mahal ang presyo ng gas na ibinebenta sa loob ng Quezon City Jail kaya dapat itong babaan.
The prices of the kerosene sold in the jail should be lowered.

They are requesting that if possible the cooperative should match the prices of the materials when purchased outside of the jail.

6. Huwag kunin ang pagkain ng empleyado sa pagkain ng mga inmates. Ihiwalay ang badget para sa mga empleyado.
The employees' food budget should not be taken from the food of the inmates. Separate the budget of food for the employees.

The inmates understand that there is no budget for the employees for food and that they know that it is a big help for the employees to at least have free meals in the jail. But they cannot understand why this has to be taken from their very limited food allowance. More so, the share of the employees is bigger and has more condiments. This has created a social order that the inmates are truly inferior to the jail officers.

Inmates giving their solutions on how to improve the food conditions

SULOSYON SA PAGKAIN SA LOOB NG Q.C.I

1) IBIBAY ANG TAMANG BUDGET NG
PAGKAIN NG MGA INMATES.

	DE MEAL
6 TUPAY	₱6.-
2 KANIN (KANI)	10.-
2 ULAM	13.-
Total	₱29.-/day

₱38/day

2) ILUTO NG MAAYOS ANG PAGKAIN
SA KITCHEN! Ilagay ang sapat
na rekord para sa mga lutuin.

6 TUPAY	₱6.-
2 KANIN	10.-
2 ULAM (BANGKAY)	10.-
Total	₱26.-/day

3) Hatiin ng sapat ang Pagkain
Bibigay sa mga inmates
ibigay ang karapat para sa inmates na pagkain.

MAN PAST - LANGKA
MAN KANIN - MANGGAY/
TUAY

4) Dapat payagang makapasko ang grr.
at iba pang kailangan sa paglutuin.

5) mabatang presyo ng gas na ibinibenta
sa loob ng Q.C.I, kayat dapat itong babaan...

6) Wag karin ang pagkain ng employees sa pagkain ng
mga inmates. ibinalay ang budget ng part sa employees.

Synthesis:

The PRA activities on the food condition of the inmates show the hidden realities in the Quezon City Jail. It shows how the basic condition in penal management (inadequate food) translates into a combination of other problems that now threatens the very rationale of a penal facility.

One, there is clearly very low budget on food. The P40 peso food allowance is not sufficient to sustain the needs of the inmates. However, this amount is not even totally given to the inmates for the following reasons:

1. The increase in the inmate population does not immediately translate into increases in food budget.
2. The budget for food is the usual shock absorber for the other expenses of the bureau. It is from the food budget where they usually get the other expenses.
3. The food of the employees is taken from the food of the inmates
4. The food of the *nanunungkulan* and favored inmates is bigger than ordinary inmates.

Two, as a result of the basic condition, a social structure for food distribution arose. The inmates have to fend for themselves. An “elite group” has to be favored in order to divide and rule the inmates.

Three, a value system was developed in order to support the existing structure. The lowly inmates cannot complain. They will speak against their situations only at the pain of being punished. They become powerless.

Four, there arose a venue for corruption. Due to the concentration of power to few jail officials and inmate leaders and the fear associated with powerlessness, some inmates and even jail guards cannot complain against their situation. As such, the practice of power and authority becomes highly discretionary and not transparent. The budget is therefore lessened in every ladder of service delivery. As long as the basic need is met and no opposition arises, the service is maintained in its barest minimum.

Fifth, the reformation function of the bureau is not met. The inmates are living in a subhuman condition, fearful of the powers that surround them. The projects and activities that they attend to are not designed for the purpose of reformation but to augment their food conditions. For example, a semblance of religiosity may characterize an inmate who regularly attends a religious service. But in fact, he is joining this for purely “*palakad*” or free food reasons. There are inmates who even join conflicting religions and be baptized in different dogmas just so he can bring *palakad* to his more powerful *karancho*.



An inmate about to take his lunch



Inmates lining up in a corner of the cell to get their food.



The rancheros distributing the food to their cellmates



Kitchen boys preparing pandesal at the kitchen area

PRA activities on the members of the cells to determine the sleeping conditions of the inmates

Introduction

There is a total of 3200 inmates in the Quezon City Jail whose ideal capacity is only 700 inmates. There are as many as one hundred inmates who live and dine in places as small as one regular classroom.

This tremendous increase in the population of the inmates is brought about by the recent efforts of the government to get tough on drugs. The suspected drug pushers and drug users who were charged with a possession of more than 10 grams of *shabu* or *methamphetamine hydrochloride* were not allowed to post bail. Also, stiff penalty is imposed such that the inmates are no longer eligible for probation should they plead guilty to the offense. This has lengthened the stay of the inmates in the jail. Before the passage of the Republic Act 9165, the Quezon City Jail population stood below two thousand. A year after, it is nearing three thousand mark. At the rate it is going, it will reach 3500 by mid 2004.

However, the increase in the jail population did not translate into bigger facilities for the Jail Bureau. The same dilapidated and outmoded building houses the growing inmate population.

Based on the UN Standard on the Minimum Treatment of Prisoners, in which the Philippine government is a signatory, “ every prisoner shall be provided with a separate bed, with a separate and sufficient bedding, which shall be clean when issued, kept in good order and changed often to ensure cleanliness.” The UN charter equally says that, “all accommodation provided for the use of prisoners and in particular all sleeping accommodation, shall meet all requirements of health, due regard being paid to climactic conditions and particularly to cubic content of air, minimum floor space, lighting, heating and ventilation.” It further says “it is not desirable to have two prisoners in a cell or room.”

Purpose of the PRA activities

The purpose of the PRA is twofold:

1. To depict the sleeping conditions of the inmates
 - a. To show how they cope with their situation
 - b. To present the attendant problems with their sleeping situation
 - c. To illustrate the structures that arose due to the situation
2. To illustrate the overall situations of the Quezon City Jail by looking at the inmate sleeping conditions
 - a. How the sleeping conditions sustain and dictate the power-relations among the inmates
 - b. How the sleeping conditions affect the efforts for reformation

PRA activities number 1

Listing and comparing the problems:

Methodology:

The participants were divided into two groups. Each group was provided with a manila paper and pentel pen. The members of the group elected a secretary who scribbled the answers. Then a reporter was asked to present their answers.

The members of the other groups and other inmates who were looking on what was happening in the PRA activities validated or contradicted their answers. Then they made the necessary changes.

The Result:

Title of the report: Kalagayan sa pagtulog sa loob ng selda at brigada

Sleeping Conditions of the inmates in the cells and brigades

Condition number one:

Sa sobrang sikip, nag-aaway-away na. Namumrublema ang aming mahinarya kung paano kami ipuwesto.

(Due to over crowdedness, we fight over the spaces. The *mahinarya* or inmate officer in charge of distributing the area for sleeping is having difficulties in apportioning the limited spaces.)

This happens especially in the *Sigue-Sigue Sputnik* and the *Querna* or non-gang members. The *Sigue-Sigue Sputnik* has the highest number of inmate concentration. There are 500 inmates in a building that used to accommodate 100.

Because of this, many inmates consider having a *tarima* or makeshift bed or *kubol*, small cubicle, to be a very important possession. There are inmates who sleep under the *tarima* or make a *tarima* up to fourth deck.

The inmates fight over this property. It is a source of conflict as to who gets the better spaces for sleeping.

However, according to members of the *Batang City Jail*, they seldom experience this problem. The *Batang City Jail* has three *brigada* and they have the lowest concentration of inmates.

(The *Batang City Jail* acquired these “*brigada*” by actively recruiting from the ranks of non-members. These *brigadas* were formerly the *bahay* (home) of the non-gang members). Such that when the time came that their number is superior to the non-gang members, they petitioned the jail warden to give the *brigada* to them. This has been a source of envy and conflict among the gangs as they compete for bigger spaces.)

The inmates have designated a *mahinarya* to be the officer in charge during nighttime. Among his functions is the apportioning of the spaces for sleeping and to watch over his

wards for the whole night. He shall be in charge of the security of his fellow inmates. He reports to the *Chief Mahinarya* and to other officers of the cell. According to the inmates, the *mahinarya* is the *mayor* during nighttime.

Condition number two:

Natutulog ang ibang inmates sa may hagdanan, lutuan at chapel.

(There are inmates who sleep in the stairs, makeshift kitchen area and chapel)

According to the inmates, all available spaces are converted into sleeping spaces. They sleep in the stairs and even on places where they cook their food. This particularly happens in the *brigada* of Bahala na Gang, Annex Building or Querna and Sigue-Sigue Sputnik-Obrero.

Sleeping in the stairs entails being disturbed every time someone walks over them. There are inmates who wash their clothes during nighttime and accidentally spill water over the sleeping inmates.

Sleeping in the makeshift kitchen areas entails the hazards of sniffing the smell of kerosene. It is a sure way of weakening the lungs. It also makes the inmates very untidy.

Sleeping in the chapel area entails problems to the custodial officers. Ideally, inmates should be inside their cells during nighttime. However, because of over crowdedness, they have to make use of the available area in the chapel. The chapel area is located outside the cells thus it poses as an escape risk. Many escape attempts have been hatched because of this condition.

Sleeping in the chapel is also not good news for the *coordinators* of the chapel activities. Their chairs and other tools are easy prey to stealing. Their remedy is to cordon off all their tools and assign a watchman for the whole night.

Condition number three:

Halos nakaupo na lang kung matulog ang iba. Sila ay nakayukyok.

(Some inmates sport a sitting position while sleeping. Others, because of a more limited space, sleep in a cramped position.)

These have resulted to body paralysis of some inmates. There are old inmates who suddenly succumb to mild stroke due to this prolonged condition of sleeping.

This situation happens to all the *brigada*, except for the Batang City Jail.

Condition number four:

Hindi rin makakadaan nang husto kung gustong maglakad sa sobrang dami ng natutulog sa pasilyo.

(There is a difficulty of walking because of the many inmates sleeping in the *pasilyo* or hallway.)

This happens to all the *brigada*. Thus it has become of policy of some *Brigada* that no one should roam around without special reasons during nighttime. The inmates have to seek permission from the *mahinarya* before they can walk around.

Condition number 5:

Sa Plaza na natutulog ang mga inmates, kaya problema na kapag umuulan.
(Some inmates sleep in the Plaza; this is a big problem during rainy season)

Some inmates sleep in the Plaza, an open space in the first floor of the jail. This is an open roof and thus poses a considerable problem during rainy seasons. Some inmates easily get cough and colds. The inmates cannot cramp themselves inside the cell that is why they are forced to sleep in the plaza. During non-rainy seasons, however, many inmates fight over the privilege of sleeping in the plaza as it is more ventilated. According to one of the participants, they camp out like boy scouts. The downside however is that it poses a considerable threat to the custodial functions of the bureau.

This happens especially among the Sputnik and Commando Gang members.

Note: A riot erupted among the Commando and Sputnik members few days after the PRA activities. The riot happened at around two in the morning. Initial reports from the bureau said that the immediate cause was the limited spaces for sleeping. There were a lot of casualties who were innocently having their night sleep.

Condition number 6:

Napakaraming problema sa selda namin sa kadahilanang ang mga VIP ay nagpapaluwag sa higaan, kaya ang mga bagong komit ay inaapi, halos sa C.R. na matulog ang mga inmates.
(There are many problems in our cells because some VIPs or very important preso maximizes their sleeping quarters. Some inmates already sleep near the comfort rooms.)

The *VIP's* are the inmates who could afford to buy a "*kubol*". They apportion a part of the cells and make it as their private areas. This has translated to inequalities as almost half of the cell space goes to a few inmates and the rest are cramped in the available floor area.

Inside the cells, the bigger the authority, the bigger is the space covered by the inmates. A person with a *kubol* is thus considered *may tira* or someone who is respected. Almost all the *nanunungkulan* are given a *kubol* and *tarima*. This is the privilege that they have as compensation to their service to the cell.

As a result, the areas are not maximized to the fullest. At times, there are *kubol* which remained empty and cannot be used except by the owners. (*Bawal ang pumasok sa kubol ng*

may kubol, is one of the most important rules in the *Patakaran*) No one is allowed to enter a *kubol* which is not his. This is strictly prohibited and severe punishment is given to violators.

The end result is for the powerless inmates, especially the newly committed inmates, to sleep near the *buyon* or comfort room.

This commonly happens in the Annex Building

Condition number 7:

Minsan sa tagal ng bilangan sa gabi, halos mapuyat ang mga inmates. Kaya kinabukasan, pagpasok ng mga dalaw, sila ay inaantok. Kasi bawal na matulog sa oras ng dalaw. Maliban sa mga may sariling tulugan na binabayaran ng P1,000-P5,000 ang bawat isa. Sa Annex Building umaabot sa alas dos na ang tulugan. Umaabot rin sa P9,000.00 ang bayaran sa *tarima*.

(Sometimes, due to the late head count during nighttime, as late as 2am, the inmates have little time sleeping. The following morning, when the visitors come, the inmates are sleepy. They cannot sleep because the *patakaran* says *bawal matulog sa oras ng dalaw* or no one can sleep during visiting hours. (9am-5pm). This is except to those who have their own sleeping beds which they paid the amount P1, 000-P5, 000. Sometimes it could also be as high as P9,000.00.)

The headcount ideally starts at 11 pm. The jail officers go inside the cells and check if the inmates are present. However, because of limited space, the head counting is done outside the cells and in a group of five. Still this procedure takes a long time and the counting is done by *brigada*. Luckily for the Sputnik members, they are usually the first to be counted. Unfortunately for the Annex Building, they are the last. Sometimes, the counting reaches up to 2 in the morning. Most inmates already had been sleeping, to be awoken in the middle of their slumber and again doze off to sleep. There are inmates who turned insomniac because of this situation.

The following morning will be a struggle among the sleepy inmates. They cannot find a place to rest. Unless they borrow the *tarima* or *kubol* of their cellmates or just sit in the corners and steal some sleep (*magnakaw ng tulog*). The second option will be done under the pain of punishment if caught.

Those who have their sleeping quarters can sleep anytime, though. The *nanunungkulan* of the cells consider this as their privilege. They are exempted from the rules.

The selling and buying of a *tarima* and *kubol* is one of the sources of income in the jail. An inmate who wishes to sell his *kubol* has to inform the mayor of the cell of his intentions. The seller will mention the initial amount he wishes to sell his *kubol* or *tarima*. The mayor finds a buyer. A usual mark up of 50% is added on the selling price. When he finds a seller, another mark up is added on the buying price of the property. The amount generated on the sale of the *kubol* and *tarima* are used as cell funds. Some amount also goes to the jail authorities. The rest of the amount goes to the pockets of the inmate leaders.

Condition number 8:

Napupuyat ang mga inmates dahil sa istorbo ng palakad-lakad ng mga gumagamit ng ipinagbabawal na gamot dahil sa laganap na ito sa QCJ.

(The inmates are lacking in sleep because they are disturbed during their sleep by inmates walking around who are using drugs. Drugs is a prevalent problem in the Quezon City Jail.)

The drug problem inside the Quezon City Jail, according to the inmates, is acute. Many inmates are introduced to drugs for the first time in jail. Accordingly, almost half of the inmate population uses drugs in the jail, although most do it once in a blue moon. However, there are few who had become regular users.

The common reasons cited by the inmates why they use drugs inside the jail are:

1. *Pantangal buryong* (to ease the boredom)
2. *Pakikisama sa kapwa preso* (to go along with fellow inmates)
3. *Para makalimutan ang mga problema* (to forget the problems)
4. *Para maging masaya kahit panandalian lamang* (to be happy even once in a while)

The users of the drugs put them on the high. They are alert usually during nighttime. They walk around and look for other inmates to jam with. Sometimes, when their “*tama*” or drug effect lowers down, (they call it *lobat* for low battery) they would look for other inmates to sustain their “high.” Worst, after days of continued use, they become “*aning*” or extremely paranoid. This poses a considerable problem to the peace and order of the cell. (Those who go out of bound will eventually be given disciplinary actions by the cell leaders.) The inmates can use drugs as long as they know how to handle the effects. (Basta kayang mong dalhin, as the saying goes)

The users are usually the more affluent inmates and even *nanunungkulan*. Thus they have their own *tarima* or *kubol*. They can afford not to sleep during the nighttime because they can rest their drained bodies during the days. The *mahinarya* are usually lax at them, since most of the time, some *mahinarya* are also their ka-“jamming” or partners in the sessions.

According to the participants, this is a most iniquitous situation for the lowly inmates. Their more privileged counterparts can sleep anytime they want, yet even their most cherished period of sleeping are taken away from them. Yet, they cannot complain. It is the way things are being run so they should simply follow. “*Kung ano ang tugtog yun ang sayaw*” as the inmate saying goes. Or “dance to the tune of the music”.

Corollary to this:

Dahil sa luwag na ibinibigay sa mga nanunungkulan, pinapahintulutan nilang magsugal ang mga inmates kahit na gabi na. Isa ito sa nakakaistorbo sa pagtulog.

(Because of the privilege given to the officers of the cells, they are allowed to play cards during the night. This is one of the distractions in getting a night sleep.)

Condition number 9:

Dahil sa pagtulog sa malamig at mainit na sahig ay nagkakasakit ang mga inmates tulad ng TB, hika, ubo, pigsang, bungang-araw at buni.

(The inmates sleep in the cold and at times hot floor. This has resulted to sickness like TB, asthma, cough, boils, and skin diseases.)

(See PRA activities among inmate medical coordinators)

So sobrang sikip, halos magkapatung-patong at baligtaran na kung matulog. Kaya nagkahawa-hawa ang mga sakit.

(Because of over crowdedness, the inmates almost sleep over each other, where the head of one is in the foot of the other. This has made the easy transmission of diseases.)

Walang supply ng banig at kumot at unan

(No supply of mat, blanket and pillows)

Most of the inmates sleep on the floor, literally. They sleep without any shield to their bodies. The inmates have to provide for their own beddings. Inmates who are without visitors are thus at the mercy of the cold floor.

The inmates, especially the *pangkat* members, are provided with used cartons as their makeshift beds. This is where their cell funds are used. *Pangkat* are more efficient in looking after their inmate members. This is especially true for the *Batang City Jail* where they constructed a plywood “sleeping mat” for everyone. This is a big come on for inmates to join the *pangkats*.

For the lowly inmates, however, they have to fend for their own selves. It is a daily struggle where the weak and the uneducated are constantly pushed on the sidelines. Many inmates turn hopeless. And if their cases are prolonged, after a year or two, they are broken spirits.

On the other hand, some inmates master the trade. They reported that: “they work for the good graces of the *nanunungkulan* and the jail officers and other inmates.” They must know how to put themselves in their proper places (*ilugar ang sarili*). They should know whom to follow, when to complain and to keep quiet. Eventually, they become the *nanunungkulan* and given the powers. Once a *nanunungkulan*, the inmate must know how to use the power wisely: he should know when to be strict and use the full power of his authority and when to be lax. He must always read between the lines. “*Mangilala at mangilatis.*” Know whom you are at odds with.

According to the participants: “eventually, he will be accorded with more powers. The more powerful, the wiser. He must know how to use the resources of his cell wisely in order to remain in power. He should know whom to appropriate the limited number of *kubol* and *tarima*, he should appoint those persons whom he could trust, he should disburse the cell funds to needs that will enforce his grip to power. He will demand loyalty from his wards. Anyone who shows sign of independent mindedness (*tira pasok*) should be easily thrown out of his graces. His words become the law. He is the god in their universe.”

Inmates describing their sleeping conditions

• Kalamang ng pagtatag ng buki ng salubong pagpapaliwala
 1. Sa silangan ng buki ng pagtatag ng buki ng salubong pagpapaliwala
 2. Nalalabag ang buki ng pagtatag ng buki ng salubong pagpapaliwala
 3. Nalalabag ang buki ng pagtatag ng buki ng salubong pagpapaliwala
 4. Nalalabag ang buki ng pagtatag ng buki ng salubong pagpapaliwala
 5. Sa silangan ng buki ng pagtatag ng buki ng salubong pagpapaliwala
 6. Nalalabag ang buki ng pagtatag ng buki ng salubong pagpapaliwala
 7. Nalalabag ang buki ng pagtatag ng buki ng salubong pagpapaliwala
 8. Nalalabag ang buki ng pagtatag ng buki ng salubong pagpapaliwala
 9. Nalalabag ang buki ng pagtatag ng buki ng salubong pagpapaliwala
 10. Nalalabag ang buki ng pagtatag ng buki ng salubong pagpapaliwala

11. Sa silangan ng buki ng pagtatag ng buki ng salubong pagpapaliwala
 12. Nalalabag ang buki ng pagtatag ng buki ng salubong pagpapaliwala
 13. Nalalabag ang buki ng pagtatag ng buki ng salubong pagpapaliwala

WILSON BAYLON
 21 YRS OLD
 31 YRS OLD
 32 YRS OLD
 33 YRS OLD

RODRIGO L. LACENTE
 32 YRS OLD
 33 YRS OLD

LITO LENON
 30 YRS OLD

TAMBULE TRENDO
 33 YRS OLD

TONI FANLISHED
 31 YRS OLD

JESSIE ARENAS
 31-YEAR-OLD

JUAN CARLOS VALERIO
 31 YRS OLD
 ANNEX BLDG PERM 7
 JUNE 25, 2005

JUAN CARLOS VALERIO
 31 YRS OLD
 ANNEX 4 ANNEX

ANNEX 4 ANNEX
 31 YRS OLD

ANNEX 4 ANNEX
 31 YRS OLD

(PRA activities number 1)

PRA activities number 2

Listing and ranking the solutions to the problems

Methodology:

The members of the other group presented their solutions to the problems. Then members of the other group ranked and commented on their answers. An integration of the answers of the two groups was done.

The results:

Mga maaring solusyon sa problema sa tulugan
(Proposed solutions on the problems on sleeping)

Mga solusyon (Solutions)	Tindi ng pangangailangan (Needs)	Rank	Komento
Itigil ang pagsugal lalo na sa gabi (Stop gambling especially during night time)	1 ★	6	Maaring ipagawa agad Can easily be implemented
Higpitan ng management ang pagpapatupad ng batas laban sa bawal na gamot (Management to be strict in implementing policy against illegal drugs)	3 ★★	3	Maaring ipagawa agad Can easily be implemented
Agahan ang bilangan lalo na sa gabi (The head counting should start early)	2 ★★	4	Maaring ipagawa agad Can easily be implemented
Ibigay na ang supply ng banig, kumot at unan (Give the supply for mat, blanket and pillows)	1 ★	6	Medyo matagal ipatupad It takes time to be implemented
Dagdagan ng espasyo, bagong building (Give us more spaces, new building)	5 ★★★★★	1.5	Lalong matagal ipatupad It will take longer time to be implemented
Dagdagan o magpagawa ng panibagong kubol, tarima, sariling tulugan kahit na maliliit lang (Give us new kubol and tarima even if it is small.)	5 ★★★★★	1.5	Lalong matagal ipatupad It will take longer to be implemented
Agahan ang pagpatulog sa chapel (We should be allowed to sleep early in the chapel)	1 ★	6	Maaring ipatupad agad Can easily be implemented
Magbigay ng pantay pantay na tulugan ang mga nanunungkulan (Equal treatment in the apportioning of spaces by cell officers)	1 ★	6	Maaring ipatupad agad Can easily be implemented

The number one solution of the inmates to their problems is **the construction of a new Quezon City Jail**. They can no longer afford to sleep, dine, receive their visitors, and wash their clothes and do other necessities in a very crowded place. They said that they are running out of mechanisms and ingenuity on how to cope with their situation. (*Di na kaya ng powers ng aming mahinarya ang mag-isip kung paano kami pagsisiksikin.*)

Many inmates have heard of the plan to transfer in the Payatas area. They are looking forward to this as the solution to their problem.

Attendant to this is the request of inmates to be given their own quarters. They wish to have their own *kubol* or *tarima*. Bigger space means that they could also construct their own *kubols*. Having a *kubol* entails a lot of amenities:

1. An inmate can have his own electric fan and other appliances inside the *kubol*.
2. He can entertain his visitors inside the *kubol* and be given their own privacy. It is place for conjugal visitations.
3. He is beyond the reach of other inmates and jail officers. Once he closes his *kubol*, no one is allowed to disturb him unless on very important occasions.

However, the inmates consider this options as long shot. This has to be subjected to the budgetary requirements of the bureau. As it is, the bureau has very limited budget for the maintenance, how much more for building constructions.

Other solutions to the problems of sleeping are related to the implementation of the jail bureau of rules inside the jail.

1. Rules on gambling
2. Rules on drugs

The violations on these rules have a direct effect on the sleeping conditions of the inmates. The inmates believe that if the bureau can have political will to implement this rules, it can be done.

Another proposed solution is for the Bureau to give its basic provisions for the inmates, that is, inmates must be provided with complete set of beddings as stipulated in their Manual. However, due to lack of budget, these basic provisions are not met.

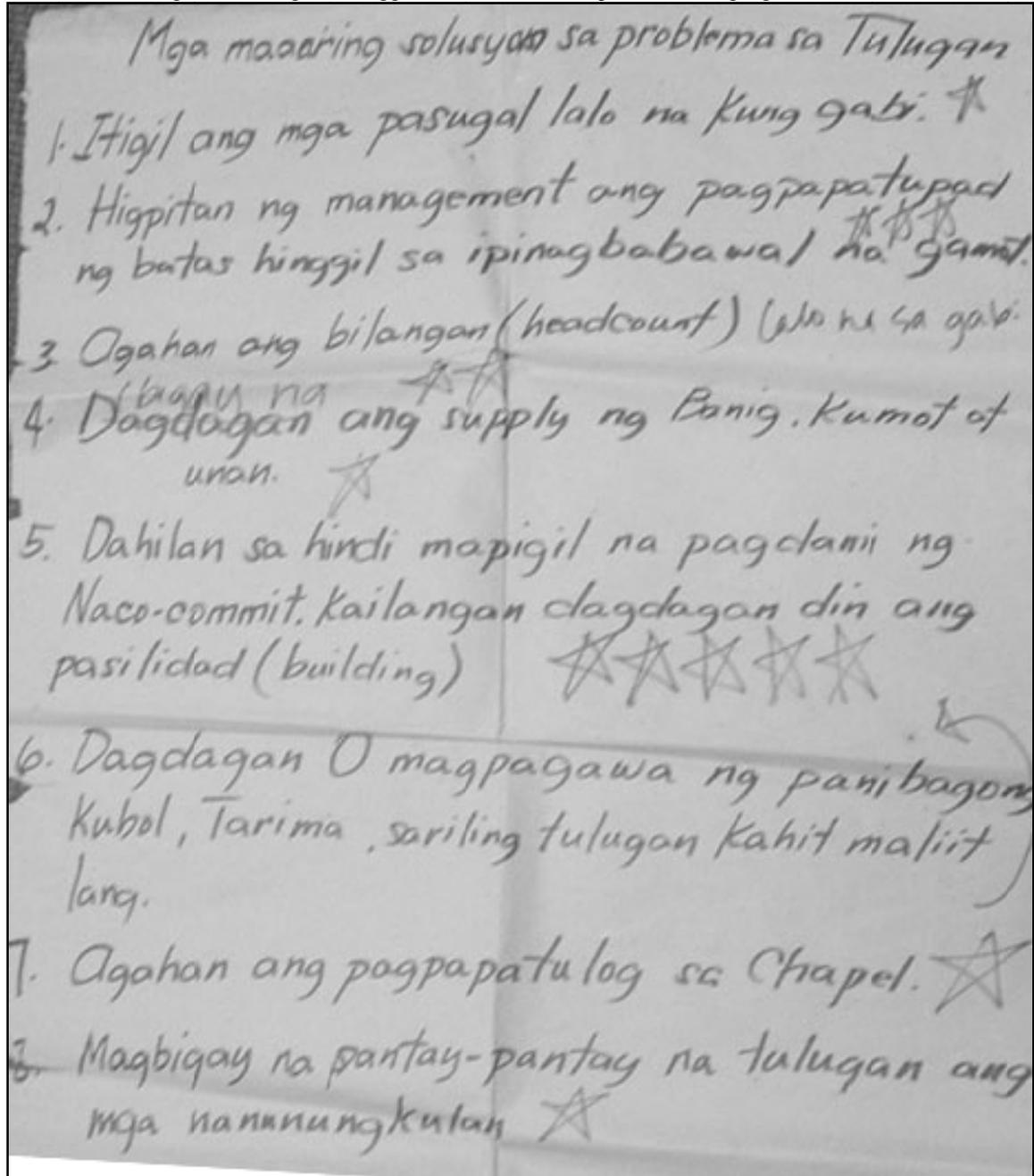
Others proposed solutions are administrative in nature. The inmates must be allowed to sleep early. As it is, the inmates sleep as late as 2 A.M. and to be awakened at 6 A.M. This is only a four sleep per day.

The management must design a way to make the head counting more efficient and orderly.

Lastly, the inmates also appeal to their fellow inmates who are *nanunungkulan* to be fair in apportioning the spaces. It has been a practice that those who are not in the good graces of the inmate leaders are punished by being given the worst places to sleep. (*Tiryado*) This happens as most inmate leaders practice their powers on discretionary basis.

However, the inmates believe that this is easier said than done. They knew it as part of the system. They just have to avoid the ire of their cell leaders. (*Marunong ka dapat makiraan*)

The inmates listing and ranking their suggestions on how to improve the sleeping conditions



(PRA activities number 2)

Synthesis:

The PRA activities to determine the sleeping conditions of the inmates reveal a couple of things.

One, there is an admittedly lack of space to sleep. The bureau does not meet the basic provisions of bed and beddings. This is due to lack of budget and facilities.

Two, this physical condition resulted into a power play among the inmates. Those who have money and power are given the “better spaces” and are allowed to “recreate” a sleeping condition that is comparable to those that they had before confinement. The poor and the powerless are thus made to suffer the full brunt of the inequity of the system.

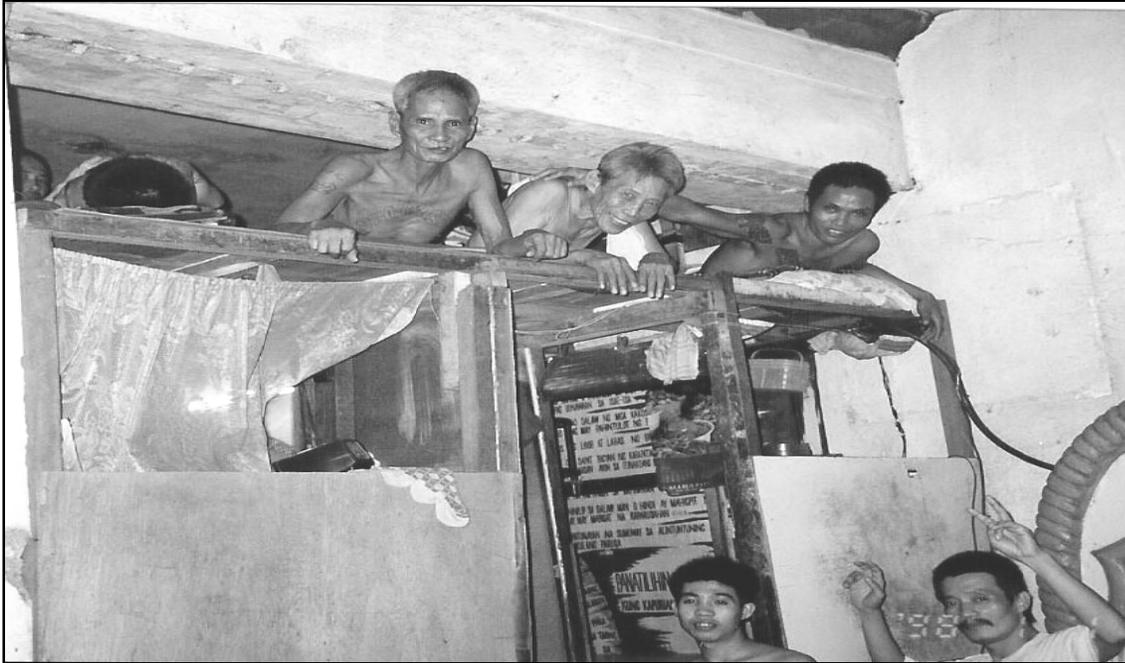
This power play resulted to a social structure where the authority of the inmates over fellow inmates is legitimized. The jail officers have to tacitly approve this inmate structure in order to help them in their custodial functions.

This social structure results into a host of other problems like abuses from the power holders and graft and corruption. This has become an accepted way of life.

Ultimately, drugs and other vices come as naturally. It has permeated the whole inmate society, thus making the jail reformatory programs truly impossible to implement.



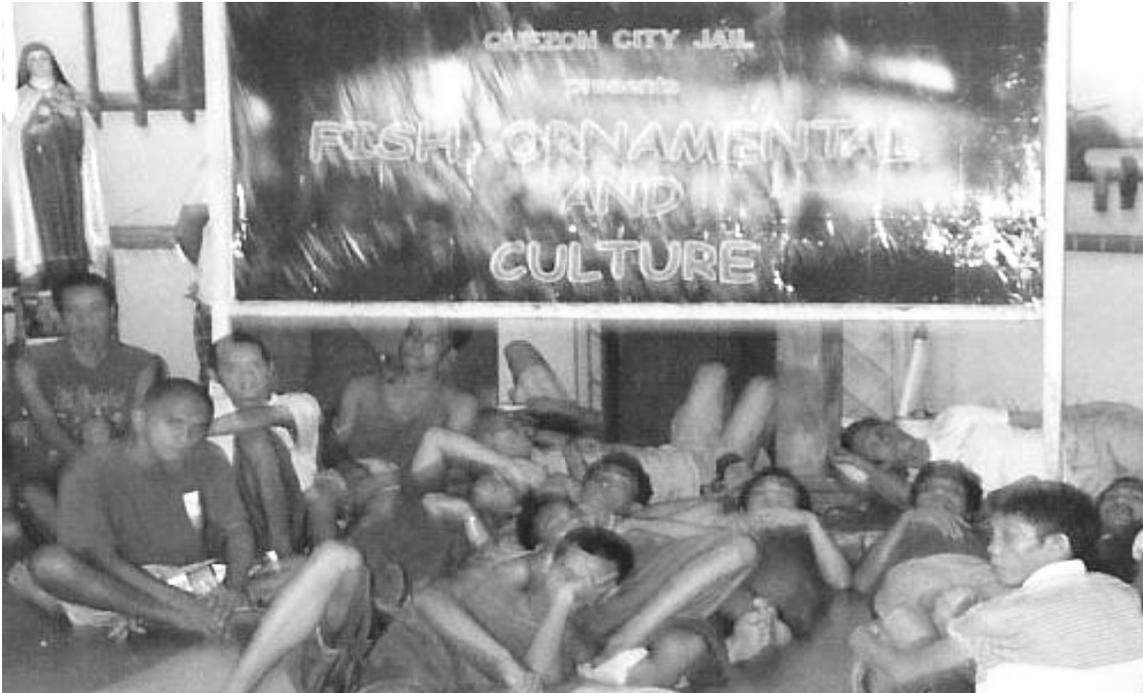
Inmates sleeping under the stairs. These kinds of inmates are called buyoneros or one who cleans the comfort rooms.



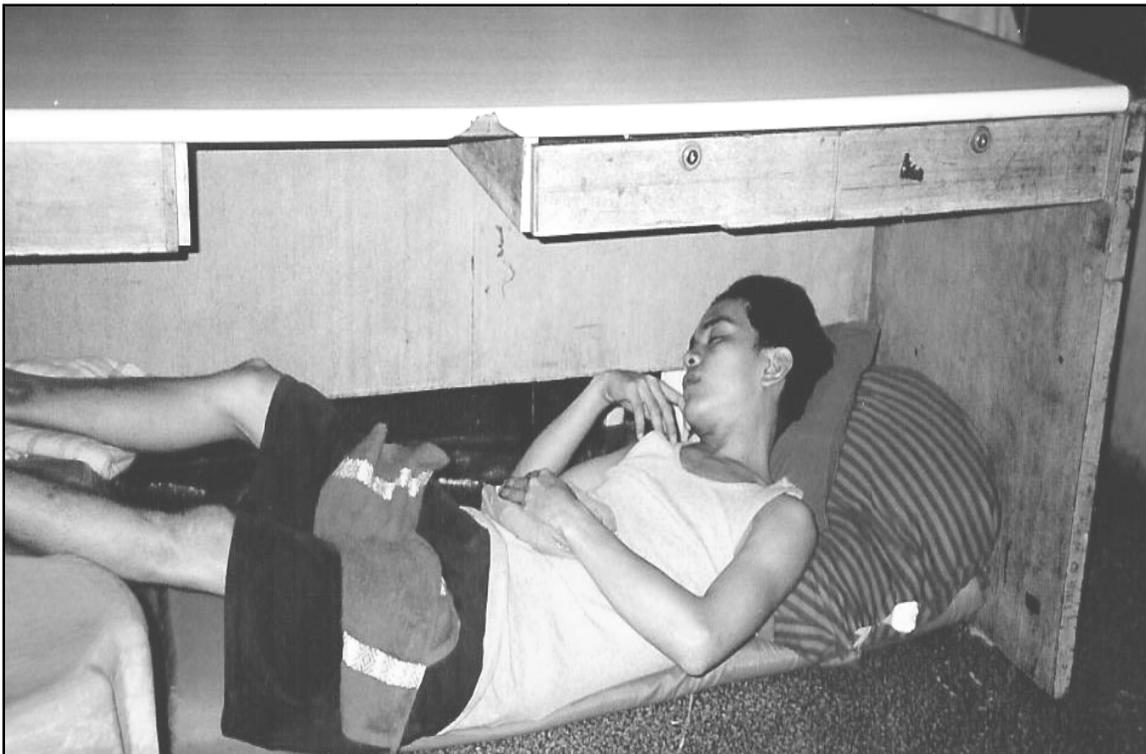
Old inmates sleeping at the fourth deck of “tarima” or beds. Inmates who have tarimas are called VIPs or Very Important Presos.



Inmates taking a rest under the billiards table located at the visiting area.



Inmates taking a rest at the chapel area after the seminar on "Fish Ornamental and Culture." This is a privilege given to inmates with "good behavior" or have been favored by their cell leaders.



A "privileged" inmate sleeping under the table in Sambayanang Makadiyos Office. The sleeping inmate is a medical coordinator.



Inmates taking a rest during a non-visiting day

PRA activities among the Quezon City Jail inmate paralegal coordinators

Introduction

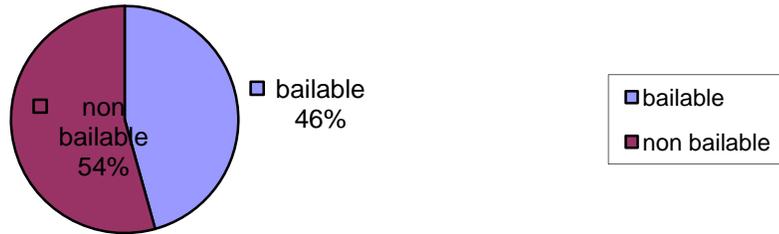
The Quezon City Jail is the detention area for inmates who are undergoing trial. They are temporarily staying in jail while their cases are being heard in the courts. They are presumed to be innocent unless proven guilty.

Inmates who had been convicted by the courts for penalties higher than three years are transferred to the National Bilibid Prisons or popularly known as “*munti*”. (Inmates also refer to it as the “*malaking bahay*” or big house.) Those who were found guilty with a penalty of three years and below are transferred to the Metro Manila Rehabilitation Center (MMRC) or more popularly known as “Bicutan” jail. They may also be allowed to stay in jail particularly if they are nearing the completion of their sentence or upon the request of the inmates for extension of transfer.

On a weekly basis, there is an average of 100-120 inmates committed from different police precincts in Quezon City, the National Bureau of Investigation and other police units. There is an average of 80 inmates released and around 20 transferred to other institutions. As such, there is an estimated increase of 20 inmates per week or almost a hundred per month. The population of the jail in January 2003 is 2000 inmates. Barely nine months after, it stands to almost 2900. (As of September 2003)

Prior to the implementation of the New Drugs Law, almost 80 percent of the inmates in the Quezon City Jail are charged withailable offense. However, due to the inability to post bail, they remained under detention for the whole duration of their cases. But with the advent of the Republic Act 9165 or the Dangerous Drugs Act that amended RA 6425, the number of non-ailable offenses had significantly increased. It is recorded that more than 50% of the cases are now non-ailable. (See box number 1)

Classification of Cases according to bailability for 3200 inmates as of October 13, 2003 in Quezon City Jail



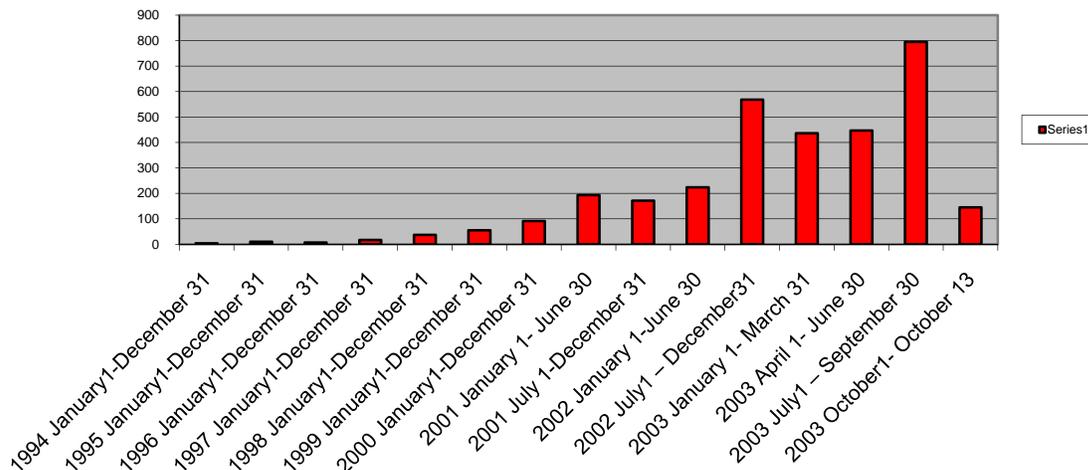
Box

number 1

Extracted from the Paralegal Files

The average stay of inmates amongailable offenses is six months. For the non-ailable offenses, it is two years. However, there are specific cases that lasted for as long as nine years. And, again, with the advent of RA 9165, it is expected that the average stay of inmates now will become longer. This is so as the minimum penalty for drugs is now six years and above. Meaning, the inmates can no longer avail of probation, which has been one of the common modes of release.

Distribution of Inmates According to Date of Commitment as of October 13, 2003 in the Quezon City Jail



Box

number 2

**The length of stay of inmates in Quezon City Jail as of
October 2003 (Total 3200 inmates)**

Month and year committed	Length of stay in jail (as of October 2003)	Number of inmates	Percent over population	Cumulative Number of inmates	Cumulative percent over population
1994 January1-December 31	> 9 years	4	.125%	4	.125%
1995 January1-December 31	> 8 years	10	.3125%	14	.4375%
1996 January1-December 31	> 7 years	7	.21875%	21	.65625%
1997 January1-December 31	> 6 years	17	.53125%	38	1.1875%
1998 January1-December 31	> 5 years	37	1.15625%	75	2.34375%
1999 January1-December 31	> 4 years	55	1.071875%	130	4.0625%
2000 January1-December 31	> 3 years	91	2.84375%	221	6.90625%
2001 January 1- June 30	> 2 years and 6 months	193	6.15625%	414	12.9375%
2001 July 1-December 31	> 2 years	171	5.34375%	585	18.28125%
2002 January 1-June 30	> 1 year and 6 months	224	7.00%	809	25.28125%
2002 July1 – December31	> 1 year	568	17.75%	1377	43.03125%
2003 January 1- March 31	> 9 months	436	13.625%	1813	56.65625%
2003 April 1- June 30	> 6 months	447	13.96875%	2260	70.625%
2003 July1 – September 30	> 3 months	795	24.84375%	3055	95.46875%
2003 October1- October 13	> 1 month	145	4.53125%	3200	100%

Extrapolated from QC Jail Paralegal Files

Eighty to eighty five percent of the inmates are indigent and cannot provide a private lawyer. Most inmates avail of the free services Public Attorney's Office. However, most inmates do not even know the names of their lawyers.

There is a regular paralegal consultation conducted by the PRESO Foundation for the inmates every last Saturday of the month. Lawyers from PAO, PALAU (a Quezon City government counterpart of PAO) and IPAGLABAN MO Foundation of Atty. Jose Ping Sison, give free legal advices. The volunteers from Caritas Manila, University of the Philippines-Ugnayan ng Pahinungod, Religious of the Virgin Mary (RVM), and the Integrated Bar of the Philippines also follow up cases for speedy disposition. Knowing the dates of the next hearing, following up the testimonies of the witnesses, identifying those who had been overstaying in jail

and who had served the maximum impossible penalty and other needs of the inmates with regard to their cases are being followed up by these volunteers.

Lately, the Bureau also formed its own Paralegal staff among the city jails. In Quezon City Jail, there are four personnel who manned the paralegal office. Among its tasks are:

1. To be able to monitor cases of inmates in order to help them in their early release and provide them legal assistance;
2. To be able to determine those inmates who had been detained for a period equal to or more than the possible maximum imprisonment of the offense charged to which they may be sentenced and their case is not yet terminated, they shall be released immediately without prejudice to the continuation of the trial thereof or the proceeding on appeal, if the same is under review;
3. To coordinate with other government agencies such as the Executive Judge, RTC, the Prosecutor's Office, IBP, PAO, Office of Pardons and Parole and the Department of Social Welfare and Development or other NGO's in their effort to give legal aid and assistance to the inmates;
4. To quickly report to the BJMP Central Office all developments, actions taken and feedback from the field.

There are also inmate paralegal coordinators in every brigade. The inmate paralegal coordinators serve as link of the Jail Paralegal officers to the inmates.

Purpose of the PRA activities:

The purpose of the PRA activities among inmate paralegal coordinators is threefold:

4. To describe the present plight of the inmates on their legal concerns
 - a. The situation in the police investigation stage
 - b. The situation in the prosecutor and court litigation stage
5. To show how the inmates cope up with their situation
 - a. The presence of the paralegal coordinators
 - b. The concept of inmate paralegal advisory
6. To depict the overall situation of the Quezon City Jail using as prism the legal conditions of the inmates

PRA activities number 1

Description of the legal situation of the inmates

Methodology:

The paralegal coordinators were asked to share their experiences on their own cases and to reflect on the cases of their fellow inmates. They were given a manila paper and a pentel pen to write their comments. After writing their answers, each participant read his answer for the other group members to comment.

Result:

Mga komentaryo sa takbo ng kaso Comments on the cases

“Mabagal dahil sa dami ng mga kasong hinahawaka ng isang judge. Kaya ito ay tumatagal. At mas marami kasi ang nahuhuli kaysa sa lumalaya.” --- Gabriel

The case runs slowly because of the volume of cases handled by one judge. The number of those caught is more compared to the number of those who get released.

“Mabagal ang pag-follow-up ng kaso.” --- Howard

Slow follow up of cases.

“Mabagal at matumal ang proseso ng justice natin. Maraming papeles bago maaprubahan ang paglaya ng isang detenido.” --- Bhong

Our justice runs slowly. Many papers have to be signed before an inmate gets released.

“Matagal ang hearing at mabagal ang process ng papel lalo na kung walang umiintindi at nag-aasikaso.” --- Diego

The setting of hearings is too far apart. And the papers cannot be processed especially if no one is paying attention to it.

“Medyo mabagal ang proseso ng kanilang hearing o schedule. At kung minsan ay puro postponed pa. Pasalamat na lang nga namin dahil sa ngayon ay may mga paralegal officer na tumutulong sa pag-ayos ng aming mga kaso.” --- Angel

The process of the hearings is slow. There are many instances when the hearings are postponed. We are thankful because now we have jail paralegal officers who are helping us in disposition of our cases.

“Nakakatulong ang programang paralegal, ngunit medyo mayroon kabagalan ang pag-process ng kaso. Siguro sa dami ng kaso na inilalapit dito at kulang ang partisipasyon ng ibang inmates.” --- Edward

The paralegal program is truly helpful, but still, there are delays in the processing of the cases. Perhaps it is because of the number of cases brought to their attention. And perhaps, it is because of the non-participation of other inmates.

“Mabagal ang proseso ng karamihan ng kaso. Lalo na’t walang nag-aasikaso o walang dalaw. Marami na ang released ang hindi napapalabas at ang iba ay ginagawan ng “warrant”. Kung walang pera na “padulas” ay nagtatagal.” --- R. Garcia

The process runs slowly, especially for inmates without visitors and no one to follow up the cases. There are those who are supposed to be released, but then have a new trump up charges. If the inmate does not have bribe money, the longer he stays.

“Mabagal ang pag-usad ng hustisya sa ating korte na malimit ang postpone ng hearing at higit sa lahat ay mas pinaboran ang may pera o impluwensya. --- Joker

Our justice runs slowly in the courts. The hearings are often postponed. The rich and influential are favored.

“Mabagal ang ating judiciary na ating justice. At parating postponed kaya tumatagal. --- Varies

Our justice system is slow. And it is always postponed that is why it takes longer.

“Mabagal ang pagbigay ng schedule ng hearing para doon sa mga nag-file ng kanilang appeal at motion”

The setting of hearings is too far apart for those who filed for appeal and motions.

“Walang warrant of arrest. Hindi binibigyan ng pagkakataong magpaliwanag sa fiscal pagdating sa inquest”

They are arrested without warrant. They are not given a chance to explain to the fiscal when it comes to inquest proceedings.

Sa mga pulis, nanghuhuli ng walang sapat na ebidensya o kaya ay walang proper warrant o kaya ay nagtatanim ng ebidensya lalo na kung droga ang kaso.”

The police arrest without substantial evidence or no proper warrant. They also plant evidence especially if the case is drug-related.

“Madalas na ang biktima ang siyang nagiging isa sa mga suspects ng mga pulis na mahilig sa mga presscon. Hindi nabibigyan makapagsalita sa inquest.”

Many times the victims have become the suspects. This is especially true among police officers that are inclined in giving press conferences. The suspects are not given a chance to speak in the inquest.

“Mabagal ang schedule ng hearing at arraignment”

The schedule for hearing and arraignment are too far apart.

From these discussions, the two most common remarks given by the paralegal coordinators are:

1. Deficient police work
2. Slow judicial process

For the paralegal coordinators, these are twin problems that they encounter daily in their work.

The paralegal coordinators consider their jobs to a very important one. They are the link of the BJMP paralegal officers and all the paralegal volunteers to their fellow inmates. It is from their “data sheet” where most of the list of inmates needing legal attention is taken. The data sheet is a record book that every paralegal coordinator maintains. It contains the names of the inmates, case, date committed and date of last hearing.

The job of paralegal coordinators includes:

1. Identifying the inmates with problematic cases
 - a. Those without hearing for so the past three months
 - b. Those who had been waiting promulgation for at least a year
 - c. Those whose cases had been dismissed by the courts but their release order had not yet been transmitted
 - d. Those who wants to be transferred to Muntinglupa
2. Giving newly committed inmates tips and reminders on how to deal with their cases (give paralegal orientation). The paralegal coordinators are the “resident lawyers” of the inmates.
3. Bringing the inmates to the paralegal consultations when the volunteer lawyers visit the jail
4. Coordinating with the cell *nanunungkulan* on expenses related to the legal needs of their fellow inmates (pampa xerox ng release order or for Xerox of release papers)

How paralegal coordinators are appointed:

Paralegal coordinators are appointed through the following process:

1. The cell/brigade leader selects an inmate to be the paralegal coordinator.
2. The selected inmate shall present himself to the NGO’s like the Religious of the Virgin Mary(RVM) and the *Sambayanang Makadiyos* for confirmation.
3. The confirmed inmate shall present himself to paralegal section for recognition.
4. If all the parties agree that the inmate becomes the paralegal coordinator, then said inmate is officially appointed to the position.

Privilege of a paralegal coordinator:

- 1. The paralegal coordinators can go out of the cells anytime. They are exempted on cells duties and padlock hours. They are considered as officers of the cells.
- 2. The paralegal coordinators have a weekly remuneration of P50.00 (For annex building or non-gang members only)
- 3. The paralegal coordinators have the privilege to be the first priority recipients in times of *palakad* (food) from NGO’s. (See PRA activities on Food Conditions)

Note: the paralegal and medical coordinators have the same appointment process and privileges. Actually, a single person used to take the position of medical and paralegal coordinators. However, due to the “population explosion” inside the jail, it necessitated the use of another person. Lately, a position of “assistant paralegal coordinators” was also created.

PRA activities number 2:

Probing on Police Modus Operandi

Methodology

After the participants agreed that the twin problems of the paralegal are the deficient police work and the slow judicial process, the participants were divided in to two groups. One group was tasked to explain the problems brought by the police and the other group was tasked to explain the reasons of the delays of the cases.

Each group had five to six members. They elected a group leader and a scribe from among themselves. They were given a cartolina and a pentel pen to write, draw and express their answers. After which, the leader of each group presented their answers for discussions and approval. Then the two groups rated the answers given. They set up a criterion to rate the answers.

Result:

Mga problema dulot ng pulis The problems caused by the police			
Modus operandi	Prevalence of use	Score	Ranking
Warrantless arrest	*****	8	1
Torture	***	3	7
Frame up/Trumped up charges	*****	7	2
Patong ng kaso	****	4	5.5
Huli-dap	*****	6	3
Bribery	****	4	5.5
Palit-ulo	*****	5	4
Legend * = Gaano kadalas ginagawa (How prevalent)			

Discussions of the PRA activities

Warrantless arrest (8 points) is the most common operandi of the police, according to the paralegal coordinators. This is especially true for drug related cases. The participants reported that for a mere “text message” received by police officers from so-called concerned citizens, they could be accused of pot session of shabu. This, despite the defense that, they are only hanging out with their friends.

This is also reported among inmates who were recently released from the jail in another offense but were rearrested by police officers. These inmates become the common suspects every time a crime is committed in their area. They are arrested not on the basis of their involvement to a crime but because, they have been known to be involved in previous crimes. As such, they could easily be arrested without any warrant.

The paralegal coordinators also reported that warrantless arrest also happen when the case is highly sensationalized and police are given deadlines to solve the case. Accordingly, the policemen arrest suspects and search their homes even without warrant just so the police could proclaim that a case had been solved. The inmates are pointed by “witnesses” as the culprits in the crime in front of the media. The testimony of these witnesses now becomes the basis for filing of the charges.

The famous saying “*sa presinto ka na lang magpaliwanag*” or just explain your side in the police station is the convenient method of taking suspects. On the guise of invitation, the suspects are brought to the police station. Once they are in the police station, the suspects will be lined up for identification by witnesses and if “positively identified”, then they are officially charged. The warrantless arrest becomes legal. “*Swak ka na noon,*” or you are jailed, a participant reported.

Frame up or trumped up charges (7 points) is the second most prevalent operandi by the police. As explained by the paralegal coordinators, frame up happens especially if the police are in the cahoots with the complainant. The complainant would induce the suspect into committing the crime, set up the pieces of evidence against the suspect and then if the poor suspect so commits, the police will arrest him red-handed. The coordinators reported that this happens especially among rich complainants who are displeased with the performance of their helpers. The complainants could easily claim theft and other infractions, and the police file the charges.

A frame up is also resorted to by police officers if, after a raid in a suspect’s house, there were no pieces of evidence gathered. The police will get evidence from their “pondo.” The paralegal coordinators revealed that the police have a “*pondo*” or stored evidence (pieces of evidence that were caught in previous operations but not surrendered to the police department) that will be used as evidence against the new suspects. The “*pondo*” could be in the form of drugs, guns and ammunitions.

Trumped up charges on the other hand is the mechanism when, out of the blue, a case is filed against an accused. Incidents or pieces of information, which are inherently not part of the case, may be construed to form part of the elements of the crime. Example, a man found in the company of pick up girls can easily be filed with sexual harassment or rape cases. Necking in the

park or display of public affection in the streets now constitutes the elements of the crime.

Huli-dap (6 points) is third most common practice of the police. This word sounds like holdap or hold-up. In this method, the police arrest an accused (*huli*) and then ask for his possessions (*holdap*) as a condition for release. Among the possessions that are taken include cash, cellular phones, wristwatch and jewelries. According to the paralegal coordinators, this method is the quickest way of generating additional income for the police.

The easy subjects of **huli-dap** include well-known drug pushers in the area. Even if at the particular moment, the accused is not selling drugs, the police will arrest him anyway. For the accused to buy his way out, he has to shell out his things found on his body. Or else, *maari siyang tuluyan* or a charge will be officially filed. The accused simply obeys rather than undergoing the whole process to prove his innocence. It costs a lot of trouble to do that.

However, there are instances too, that if other police officers have heard that a particular drug pusher had shelled out money that easily to their fellow police officers, the other police officers will re-arrest the accused and do the same. And sometimes, the **huli-dap** is to a higher price. By this time the accused has run out of cash and possessions; he will rot in the cold jail.

Many inmates complain against this practice. They say that *pung is pung* or they should be caught only when truly guilty. They admit that truly some of them are in the drug trade, however, they stressed that they should be arrested only when they are in the act of committing the crime.

According to the paralegal coordinators, other easy victims of **hulidap** are motorists and side street vendors. The police officers lie in wait for motorists and vendors and observe if they follow the rules and regulations. The police officers won't show themselves up until someone breaks the law. And if the motorists and vendors become complacent and break the law, the police officers will spring from nowhere announcing "*Huli ka!*" or "You are caught!" It has been an accepted practice that the lawbreakers settle rather than be penalized for the whole amount. Another term for this practice had been labeled as **kotong** cops.

Palit-ulo (5 points) is another modus operandi among the police. Literally, it can be translated as change of head. According to the paralegal coordinators, this operandi is employed among the police officers when they wish to arrest a bigger fish. For example, in a buy bust operation, the police were able to successfully arrest a low-level drug pusher, meaning the street peddler of drugs. The suspect was caught with all the pieces of evidence required to pin him down. But then the police know that the arrested suspect is only the small fish, meaning the lowest level on drug distribution. The police will offer freedom for the said suspect provided that he sets up the source of his trade or the higher-level drug dealers and/or after settling the specified amount. If the suspect so agrees, then he becomes the asset for the police. The suspect-turned-asset will be freed but under surveillance. He will set an appointment with the higher-level drug dealers and pretend to have a regular trade. Then the police officers will bust the operations. The higher-level drug dealer is now in custody in exchange of the head (**palit-ulo**) of the lower level. This can be replicated high up the ladder until the police get the highest level. The police officers gain bigger amount in every releases that they make. Also, they earn points for catching

the bigger fishes.

There are instances too when the police are hard up in solving a crime. These cases include murder, kidnapping and bank robbery. According to the paralegal coordinators, the police arrest persons whose name may prop up in the lead. If the police officers cannot sufficiently build a strong case against the suspects, they will offer them their freedom. Provided however that the suspects detail anything they know about the case. In the suspects' bid to regain freedom, they work for the employ of the police. According to the paralegal coordinators, many of the **palit-ulo** suspects are fall guys.

Patong ng kaso and bribery (4 points) are tied in the fifth most common practice employed by the police. **Patong ng kaso** literally means additional charges. The police file every imaginable charge related to the case at hand against the suspect so that the suspect will forever rot in jail. For example, a homicide case will be charged to an accused who killed someone. If the suspect used a gun in committing the crime, another case, that of illegal possession of firearms will be filed against him. If the suspect used another name, then he will be charged with an illegal use of an alias. If he resisted arrest, then he will be charged with assaulting a police officer. And a host of other charges that may come up which could be construed against the accused. Even a tattoo in the body will mean a violation of the anti-tattoo act, which now becomes a violation of city ordinance. Worse, these cases will soon be purposefully raffled to different courts. Even if an inmate is already due for release in one case, the other cases had just started litigation. This is intentionally done by the police officers to let the suspect rot in jail longer.

Another form of **patong ng kaso** is the **nanganganak ang kaso**. According to the paralegal coordinators, this happens usually among illegal recruitment, kidnapping, robbery and snatching cases. For example: if an accused is newly arrested, the police will present the said accused in a press conference. The purpose of the press conference is to display the faces of the accused so that other victims may come out and complain. An inmate admitted that it was his first time to be involved in a kidnap for ransom case. But then he was shocked to learn that he had been implicated to three other kidnap for ransom cases. Other kidnap victims claimed that he was part of the kidnap gang that victimized them. "*Nanganak ang kanyang kaso*" or his case gave birth to other cases, he mused.

Another form of **patong ng kaso** is **pahabol kaso**. This method is employed by the police officers to make sure that the accused will have a long struggle before being set free. This is usually with the tacit approval of the prosecutors. This happens when an accused is a suspect to more than two cases. The police and the prosecutor will only file and build up the first case. The other cases will be on hold. This is resorted to so they will not be overburdened into attending different court sala. If the case is nearing completion or if it is already in its promulgation stage, that is the time the next case will be filed and activated. If the accused is eventually acquitted, he still has other cases to answer to and as such remain in jail. If the accused is eventually sentenced, then the other cases can be archived. An inmate reported that after staying in jail for almost five years, and was acquitted, he was stunned to know that another case was filed against him and a pending warrant is still on effect in the warrant section in Camp Karingal. He had a **pahabol kaso**.

Another form of **patong kaso** is the **john doe cases**. This method is employed by police to detain suspects of organized crimes and members of dissident political groups. According to the paralegal coordinators, many cases are filed by the police wherein the identities of the suspects are not yet ascertained. The unidentified suspects are charged in court as John Does (for men) and Jane Does (for women). If an accused is arrested for another crime, and the said accused is associated with the particular group, all the previous activities of the said group will be charged against the suspect. This can be done simply by amending the information in the case from John Doe to the names of the suspect. “Sa ganyang paraan na-john doe ako.” In that manner I was detained, reveals a participant.

Bribery is also a common practice among the police. There is a whole literature that the paralegal coordinators shared with regards to the technique of bribery.

The amount of bribery gets higher as more people and institutions are involved. The first in line are the **barangay tanods**. If a suspect is arrested by the **barangay tanod**, the suspect should employ all means possible to persuade the tanod not to report it to the police. “**Barya-barya lang ang lakad ng mga iyon**” or they settle for small amounts. This is especially true for light offenses like violations of city ordinances (anti-tattoo), trespassing and malicious mischief. If unsettled, the tanod will turn over the suspect to the police.

Once in the custody of the police, an investigation will be done. **Hangga’t di pa naiba-blotter, madaling aregluhin iyung arresting officer.**” As long as the case has not yet officially registered in the blotter book, the arresting officer can still be bribed. But the amount now is higher compared to the amount demanded by the tanod. This is especially true for drug cases, traffic altercations and little misdemeanors like physical injuries.

When the case is already blotted, the whole police station will already know that a suspect had been turned over, and that the persons to be bribed may now include the desk officers, the chemists,(for shabu cases) and even the station commander. **Maari na ring makisawsaw ang media dyan.** The mediamen could also now join the fray. The mediamen can also extract money from the suspect, if upon knowing that a case had been filed, the case suddenly “disappeared”. The mediamen will threaten to report the news unless they also receive bribe money.

Still, the suspect should settle the case. It will be more expensive when the case is turned over for inquest proceedings. In the inquests or preliminary investigations, the bribe will no longer be at the police group alone, but also to the prosecutors. The bribe now may include officials in the city hall.

But still, it would be advisable to settle the case. If the suspect is indicted and charged in court, now the bribery try may go out of hand.

What would a suspect bribe for? The suspect should bribe for the dropping of the case or for making the case aailable offense. This is how it happens.

When a suspect is charged of killing someone, he should be charged with at most homicide. In that way, he can be free by posting a bail. If the pieces of evidence show that there are aggravating circumstances to qualify the case for murder, the suspect should make those circumstances not part of the case. He should bribe the police and prosecutors not to interpret the facts of the case as qualifying elements for the case of murder.

The complainants on the other hand will do everything to make the case a non-bailable offense. They will bribe the police and the prosecutors just so the elements of the crime will be interpreted as aggravating circumstances. That is why, the term *fixcals* is very popular among the inmates. This is the practice where in the fiscals fix their cases according to thee higher bidder of the case.

With the advent of RA 9165, this practice has become very prevalent among drug-related cases. The new law says that those charged with possession of more than 10 grams of shabu (Section 11) or those selling shabu without any weight requirement (Section 9) will not be allowed to post bail. (The old law says there must be 200 grams for both possessing and selling to be considered non-bailable.) Since there is a relative ease in producing only 10 grams, which the police can easily plant, this has become a big source of bribe money. The suspect should plead that they be filed a case of possessing shabu(or Section 11) and not the weight to be planted should not be more than 10 grams for the suspect to avail of bail. For records purposes, the suspect is still charged *kaya walang sabit sa pulis*. The police will not be accused of any whitewash since a case is filed, anyway.

There is also a code of conduct for bribing a police officer. According to the participants, a suspect cannot simply say, "sir, I'll give you money and set me free." "*Maari kang tuluyan nun.*" He will continue the charge. There should be mediators in the process. The mediators are persons whom the police officer trusts. *Yung mga di maglalaglag*. The police officers will not be the ones accepting the amount. Sometimes too, there are "plays" by the police officer, which the suspect has to endure, like being shouted upon. The police officer shows that he is angry at what the suspect had done, but in reality, the settlement is underway. This is so as many police officers are now wary of entrapments by their fellow police officers.

The amount of bribery depends on four things: 1.) the nature of the offense, 2.) the reputation of the police officer, 3.) the level of the institution and 4.) the capability of the suspect.

Non-bailable offenses usually require a bigger bribe. This is because the suspects are in jail while the case is being heard and as such, the suspect will more eagerly pursue the case to make it bailable. The police officer therefore can play god to the fate of the suspect. Also, non bailable offenses are priced higher because police officers are wary that if the bribery try is discovered, the possible penalty for the case of the suspect will be meted out on them. As such, it entails a bigger risk.

For bailable offenses, the suspect can even "demand" for a lower price with the police officer. He is out on bail anyway and the suspect will not be hassled by the filing of the charges. However, he should be wary of the police officers tendency to file additional charges (*patong*)

kasong) such that the suspect can no longer post bail to all the cases)

There are also police officers who had built a reputation of being “*matikas*” or don’t mess with me. They usually demand a higher price compared to the neophytes of the trade. These police officers had built a long connection and history in the police department and they had been known to “deliver the goods” that is, they could pin the suspect if they so desire. As such their names ring a bell among the hoodlums and their fellow police officers. To bribe them would therefore require the attendant amount that is respectably expected of their stature. On the other, those “*wala pang pangalan*” or those who had not yet made a name require a lower amount in deference to other police officers. To require bigger amount would destroy the informal pay scale. If other police officers later on would discover that a neophyte policeman charged an amount that is beyond his “reputation”, they will ostracize the said officer to be a “*buwaya*” or crocodile.

Traffic police officers and other “lowly” designations are usually priced lower. This is so as the cases assigned to them are simple case like traffic violations and the like. Also, they have lesser time to build up a case because other cases may spring up and compete for their attention. However those assigned in more sophisticated groups like “special operations” had a bigger price tag. These elite units have a more focused attention in building up a case against a suspect and thus could gather a bigger volume of evidence. As such, they have a more established case than the ordinary police officers. A more established evidence is used to extract a bigger amount of bribe money against the suspect. This also depends on the nature of the office. The National Bureau of Investigation and PAOCTF and its amalgamations are usually higher compared to lowly police stations. These special agencies are more sophisticated in term of gadgets and instruments used in gathering data.

The more capable the suspect and the more *atat sa paglaya* or in need of freedom, the more that they will be asked of a greater amount. This is especially true among rich kids who committed infractions like using *ecstasy*, a new drug known for its hallucinogenic effects. Their parents would do everything to let their children be out of jail.

However, there are some inmates who know better. Because of their exposure to the mechanics of bribery, they have devised ways in order to limit the amount. One, they try to bribe when the things are cooling off. *Pag wala na ang ibang mga sabit o pag hindi na mainit*. They put up a bribery try when the case is no longer generating much attention. Two, they should know whom to bribe. Only those persons with direct influence or power over the case should be given money. There are suspects who naively bribe police officers who do not have any hand in the case, thus expending unnecessary amounts. The police officers just ran away with their money and the suspects are left empty handed. Three, should the suspect try to bribe, they should find a “*padrino*” whom the arresting officers could not refuse. Even if the suspect will be spending more, (because the padrino will eventually have a take) at least they will be more or less assured that once they give the bribe money, the suspects could be released.

Torture (3 points) is the least prevalent but most dreaded form of malpractice by the police officers. The paralegal coordinators admit that only a few suspects are subject to the torture. However, they admitted that in one way or the other, they were part of those who

tortured their fellow inmates in the police precincts.

The distinctiveness of the mechanism of torture has necessitated the conduct of a separate PRA activities for torture.

According to the paralegal coordinators, the different modus operandi of the police can be employed to complement the other. For example, a warrantless arrest can be accompanied by torture to extract confessions and in the process, firm up the case. A patong ng kaso can go hand in hand with bribery so that the police officer can demand for a bigger amount.

The participants listing the different modus operandi of the police

i. PULIS

WARRANTLESS * * * * *
ARREST.

TORTURE * * *

FRAME UP * * * * *

PATONG NG * * * * *
KASO

HULI-DAP * * * * *

BRIBERY * * * *

PALIT ULO * * * * *

PRA activities number 3

Probing on the Police Brutality

Methodology

The participants were asked to detail their answers on torture. They were asked to describe and illustrate the different forms of torture and how torture is done. They also rated which among these forms inflicts the most pain and how often is it employed. The participants also identified what police precincts in Quezon City employ these acts. A group leader was tasked to facilitate the discussions. After which, he reported the results. Objections and changes were allowed before it was considered final.

Result:

Police Brutality

Police activity	Level of pain	Gaano kadalang paggamit (How often is it employed)	Saang presinto ginagawa? (What precinct employ this tactics)	Comment
Russian roulette	O pain but psychologically draining	♥ 1	Camp Karingal	
Supot ng plastic sa ulo Suffocation by plastic	♀♀ 2	♥♥♥♥♥ ♥♥♥♥♥ 9	All police stations in QC	
Push up position for a long period of time	♀♀♀♀♀♀ 6	♥♥♥♥♥ 4	Camp Karingal	
Pinapalo ang ari Hitting the penis	♀♀♀♀♀♀ 10	♥♥♥♥♥ ♥♥♥♥♥ 10	All police stations in QC	For rape cases
Kinukuryente ang ari Electrocuting the penis	♀♀♀♀♀♀ 10	♥♥♥♥♥ ♥♥♥♥♥ 10	All police stations in QC	For rape cases
Pinapatakan ng kandila ang ari Putting candle wax in the penis	♀♀♀♀♀♀ 10	♥♥♥♥♥ ♥♥♥♥♥ 10	All police stations in QC	For rape cases
Hitting the five fingers	♀♀♀♀♀♀ 5	♥♥♥♥♥ ♥♥♥♥♥ ♥♥♥ 13	All police stations in QC	
Hataw sa loob ng drum Putting a person inside and drum and hitting it	♀♀♀♀♀♀ ♀♀ 7	♥♥ 2	Baler station 2	
Electric shock	♀♀♀♀♀♀ 10	♥♥♥♥♥ ♥♥♥♥♥ 10	All Police station in QC	
Labatiba Putting an instrument in the anus	♀♀♀♀♀♀ 8	♥♥♥ 3	NBI, Crame, Karingal, PAOCTF	

Rubbing the body with chilli	♀♀♀♀♀♀ ♀♀♀♀♀♀ 10	♥♥♥ 3	Station 3	
Water cure	♀♀♀♀ 4 but psychologically draining	♥♥♥♥♥ 5	All police stations in QC	
Dropping water in the forehead	♀♀♀♀♀♀♀♀ 7	♥♥♥ 3	All police stations in QC	
Bullet between the fingers	♀♀♀♀♀♀♀♀ 8	♥♥♥♥♥♥♥♥ 7	All police stations in QC	
Removing the finger nails	♀♀♀♀♀♀ ♀♀♀♀♀ 9	♥♥ 2	NBI, Crame	
Pinapasabit sa rehas tulad ng paniki ng matagal Clinging on the bars like a bat for long period	♀♀♀♀♀♀ 5	♥♥♥♥♥♥♥♥♥♥ ♥♥♥♥♥♥ 13	All police stations in QC	For simple cases
Pinapapasok ang daliri sa sugat ng bala Placing a finger in a bullet wound	♀♀♀♀♀♀ ♀♀♀♀♀♀ 10	♥♥ 2	NBI, Crame at PAOCTF	Especially in Station 5
Summary execution	Dead			For syndicate cases
Salvaging	Dead			For syndicate cases

Note:

“Ang mga police ay nagse-secure muna ng medical certificate na nagpapatunay na ang inmate ay nasa mabuting kalagayan at saka nila bubugugin. Ito ay upang maiwasan ang pagkakadawit nila sa kaso kung sakaling magreklamo ang inmate.”

The police officers secure first a medical certificate that shows an inmate is in a good medical condition before subjecting to torture. They do this in order to protect themselves from charges should an inmate file against them.

According to the paralegal coordinators, the most painful form of torture include:

Hitting, electrocuting and putting hot candle wax to the penis	10 points
Electric shock	10 points
Rubbing the body with chilli	10 points
Placing a finger in bullet wounds	10 points
Removing the finger nails	9 points
Labatiba	8 points
Putting a bullet between the fingers then crunching it	8 points

There are also forms of torture that are physically not painful but are psychologically draining. These includes:

Russian Roulette	1 point
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Suffocation by plastic
Water cure

2 points
4 points

Interestingly, the paralegal coordinators delineated summary executions and salvaging. Though both entail killing a suspect, there is a difference on who does the killing.

Summary executions are done by self-righteous police officers who took upon themselves the state authority of dispensing capital punishment for those whom they consider to be truly dregs of the society. The police officers consider them to be incorrigible and without possibility of reform. Thus it would be a waste of resources for the state to put them in jail, providing for their upkeep, and for sheer luck, get out of jail to commit other crimes. Since, they are truly guilty, they deserve to die.

Salvagings, on the other hand, are done by corrupt police officers, who are themselves at the employ of syndicates and took upon themselves the state authority of dispensing capital punishment on those who had compromise the viability of the syndicate that they are serving. The police officers consider these suspects to be spilling the beans and they may rock the boat and thus could compromise their official functions. Before they could do more damage, and since they are truly dregs of the society and guilty anyway, they deserve to die. (This usually happens on burnt out assets)

Burnt out assets are persons who worked for the employ of police officers by giving tips and other information that are necessary for police operations. Afterwards, when the assets have already shown deeper knowledge of the inner workings of the syndicate and had shown indications that the said asset may turn out to be a liability, they said assets must be salvaged.

The most common form of torture that the police officers employ are:

- | | |
|-------------------------------------------------------------------|-----------|
| 1. Hitting the five fingers with a stick | 13 points |
| 2. Cling on the bars like a bat for long period | 13 points |
| 3. Hitting, electrocuting and putting hot candle wax to the penis | 10 points |
| 4. Electric shock | 10 points |
| 5. Suffocation using plastic | 9 points |

According to the paralegal coordinators, these are commonly employed since they could be easily done. It also strikes the most fear among the suspects.

The paralegal coordinators also identified which police stations employ these forms of torture. They knew these pieces of information since they themselves were committed from the police stations. Also, since they are the paralegal officers, their fellow inmates confide their stories to them. Accordingly, all stations in Quezon City practice the following form of police brutality. These include:

1. Suffocation by plastic

2. Hitting, electrocuting and putting hot candle wax to the penis
3. Hitting the five fingers
4. Electric shock
5. Water cure
6. Dropping water in the forehead for a continued period of time
7. Bullet between the fingers and crunching them
8. Removing the fingernails
9. Clinging on the bars like a bat

The popularity of these forms of torture is based on the fact that all stations can easily employ these tactics. It does not need sophisticated instruments to do it.

NBI, PAOCTF, and CAMP CRAME employ other means to torture the suspects. Accordingly, this is because of the nature of the cases. These police institutions handle mostly organized crimes. More organized crimes require more sophisticated form of police torture in order extract pieces of information.