

TOPIC

POLICY ON THE TREATMENT OF LGBTQI PDL IN THE BJMP

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OFFICE of the NATIONAL ADMINISTRATIVE REGISTER Administrative Rules and Regulations

NOV 1 9 2018

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<b>0</b> 4 DEC 2018									
PAGE									
1 of 10									

I. REFERENCES:

- a. The 1987 Constitution provides that the State values the dignity of every human person and guarantees full respect for human rights.
- b. The Universal Declaration on Human Rights recognizes that all human beings are born free and equal in dignity and rights.
- c. Commission on Human Rights Gender Ombud Guidelines on the promotion of gender equality and women's empowerment under the MCW (9710).
- d. Republic Act No. 9745 otherwise known as an Act Penalizing Torture and other Cruel, Inhuman and Degrading Treatment, or Punishment and Prescribing Penalties.
- e. The Yogyakarta Principles, published in November 2006.
- f. BJMP Comprehensive Operations Manual Revised 2015.
- g. Focus Group discussion with University of the Philippines Center for Women and Gender Studies.
- h. Focus Group discussion with selected LGBTQI PDL of Marikina City Jail Male and Female Dormitories.

#### II. INTRODUCTION

The BJMP is mandated to provide humane safekeeping and development of Persons Deprived of Liberty (PDL) in all city, district and municipal jails nationwide. These services are provided to all PDL regardless of age, sex, race, education, religion, socio-economic class, ethnicity and even sexual orientation, gender identity and gender expressions. Our present jail condition may not be ideal in terms of facilities and amenities but the Bureau has initiated measures to ensure the safety of the Lesbian, Gay, Bisexual, Transgender, Queer and Intersex (LGBTQI) PDL. The Bureau, however, can only do so much in monitoring all the activities going on inside the jail in relation to the plight of the LGBTQIs as they continue to be integrated among the other PDL. The situation is further aggravated by an environment which could be discriminating and even hostile towards the LGBTQI PDL. Jails could be traumatizing to the LGBTQIs and to anyone who is gender non-conforming due to the perception and attitude of fellow PDL and even personnel towards them because of their preference and behavior. They are perceived as "different" therefore often suffer from discrimination and degrading treatment. The distress for most LGBTQIs is not due to the sexual orientation and gender identity/expression in itself but to the stigma attached to it by the society. Because of this stigma, they become easy targets of ridicule, disrespect, humiliation and possibly harassment, physical, psychological and sexual abuse, violence and other forms of abuses.

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# STANDARD OPERATING PROCEDURES

POLICY ON THE TREATMENT OF LGBTQI PDL IN THE BJMP

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ISSUE NO.	
REVISION NO.	
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EFFECTIVE DATE	
0 4 DEC 2018	
PAGE	

DOCUMENT NO.

SUB-TOPIC

2 of 10

They are prone to do acts against their will due to stereotypes towards them. Harassment and violence due to Sexual Orientation and Gender Identity and Expressions (SOGIE) in Philippine society have been widely reported. Although reports on these abuses in our Bureau are very rare, if any, the threat remains real and possible.

The world of Mental Health has evolved with the changing times. Gone are the days when sexual orientation and gender identity and expression issues are considered Paraphilic or Sexual disorders. Based on the Diagnostic and Statistical Manual for Mental Disorders 5<sup>th</sup> Edition (DSM 5), people belonging to the LGBTQI group may or may not be diagnosed with Gender Dysphoria, a condition where there is a conflict between a person's assigned sex and the gender he/she identifies with. This shift reflects recognition that the disagreement between birth sex and gender identity may not necessarily be pathological if it does not cause internal distress on the person. This only goes to show that the problem may not be the sexual orientation and gender identity in itself but the emotional distress among these individuals due to the attitude and level of acceptance of the society at large. While substantial gains have been made in the acceptance of LGBTQI people, bias is still prevalent and has very real mental health consequences.

The discrimination, violence and abuses that they may experience if not properly addressed will be greatly detrimental to their physical, mental, and social wellbeing. The growing number of this sector and other statutory bases dictate the need to craft a policy on the treatment of LGBTQI PDL in the BJMP. The BJMP has the responsibility of ensuring the safety and dignity of all the LGBTQI PDL and respect of their rights at all times. The policy specifically outlines the guidelines in the admission, classification, segregation, housing and programming and the general treatment of the LGBTQI population in the jail.

#### III. OBJECTIVES

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PDL belonging
Intersex sector.

To ensure equation participate
Bureau.

To promote and BJMP jails.

a. To provide comprehensive policy guidelines on the treatment of all PDL belonging to Lesbian, Gay, Bisexual, Transgender, Queer and

To ensure equal rights, opportunities and access for all LGBTQI PDL to participate in the welfare and development programs of the Bureau.

To promote and protect the safety and dignity of LGBTQI PDL in all BJMP jails.

#### IV. DEFINITON OF TERMS

i. **Bisexual** – a person who is attracted to both men and women.

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DOCUMENT NO.

BJMP-DIWD-SOP-023

ISSUE NO.

REVISION NO.

EFFECTIVE DATE

0 4 DEC 2018

PAGE

3 of 10

SUB-TOPIC

ii. **Gay** – a man who experiences physical and romantic attraction and the capacity for an intimate relationship primarily with another man.

- iii. Gender a social construction of masculinity and femininity.
- iv. **Gender Dysphoria** refers to the distress a person experiences when his/her assigned sex does not match with his/her gender identity.
- v. **Gender Expression** is the way a person expresses his/her gender.
- vi. **Gender Identity** sense of one's self as transgender, gender queer, woman, man, or some other identity, which may or may not correspond with the sex assigned at birth.
- vii. **Heterosexuality** sexual orientation in which a person feels physically and romantically attracted to people of a sex opposite their own.
- viii. Homosexual/Homosexuality a term used to describe a sexual orientation in which a person feels physically and romantically attracted to people of the same sex.
- ix. Intersex a term used to describe the state of naturally (that is, without any medical intervention) developing primary or secondary sex characteristics that do not fit neatly into society's definitions of male or female. This likewise refers to a person who has ambiguous genitalia or whose genitalia cannot be distinctly identified as that of a male or a female.

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**Katatagan Kontra Droga sa Komunidad (KKDK)** – is a pre-release psycho-educational, drug recovery and relapse prevention program of the BJMP.

**Lesbian** – refers to a woman whose primary romantic and affectional attraction is toward people of the same sex.

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PAGE

4 of 10

- xii. LGBTQI abbreviation for Lesbian, Gay, Bisexual, Transgender, Queer and Intersex. An umbrella term that is often used to refer to the community as a whole.
- xiii. Paraphilic Disorder refer to the disorder-worthy entities which are defined as persistent and intense atypical sexual arousal patterns that are accompanied by clinically significant distress or impairment.
- xiv. Persons Deprived of Liberty (PDL) is a generic label used for individuals who are detained in jails awaiting trial or those who are serving a sentence of three years or lower.
- that not for gender identities are xv. Queer category a exclusively masculine or feminine and may express a combination of masculinity and femininity, or neither, in their gender expression.
- xvi. Sexual Harassment bullying or coercion of a sexual nature and the unwelcome or inappropriate promise of rewards in exchange for sexual favors
- xvii. SOGIE is the acronym for Sexual Orientation, Gender Identity and Expression.
- xviii. Sexual Orientation- is an enduring physical, emotional and romantic attraction or non-attraction to other people. Sexual orientation can be fluid and people use a variety of labels to describe their sexual orientation.

xix.	Transgender / Transman/ Transwoman – describes a person whose
U.P. LAW CENTER	gender identity differs from their sex at birth. Example of this is a
Administrative Rules and Regulations	nerson norn as a man but identifies milisell as a woman thus behaves
T 8105 P 1 VOM	and feels as a woman or born as a woman but identifies herself,
(1)	behaves and feels like a man.
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REVISION NO. EFFECTIVE DATE 0 4 DEC 2018

BJMP-DIWD-SOP- 023

PAGE

ISSUE NO.

DOCUMENT NO

5 of 10

xx. Transexuals – describe people who experience a gender identity that is inconsistent with, or not culturally associated with, their assigned sex, and desire to permanently transition to the gender with which they identify, usually seeking medical assistance (including hormone replacement therapy and other sex reassignment therapies) to help them align their body with their identified sex or gender.

#### V: SCOPE

This policy applies to all Lesbian, Gay, Bisexual, Transgender, Queer and Intersex PDL in all district, city and municipal jails under the supervision of the BJMP.

#### VI. POLICIES/GUIDELINES

#### A. Admission

- 1. Upon admission, an LGBTQI PDL shall be assisted by a jail personnel who has undergone gender sensitivity and SOGIE training during the process.
- 2. They shall be examined by a Medical Officer or Nurse where privacy shall be provided and their dignity are respected at all times. During the examination, a witness should be present while the PDL is being examined by a Medical Officer or a Nurse, unless the PDL refuses the presence of a third person during the procedure. The witness should be a BJMP personnel of the same sex as the PDL.
- 3. Searching and Frisking upon admission shall be conducted by a jail officer who has undergone gender sensitivity and SOGIE training, provided that no male officer shall conduct the searching and frisking on a female LGBTQI

U.P. LAW CENTER Transwoman and Transsexual PDL. Administrative Rules and Regulations NOV 1 9 2018

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	BJMP-DIWD-SOP-023
PDL IN THE	ISSUE NO.
	REVISION NO.
	0
	EFFECTIVE DATE

DOCUMENT NO

SUB-TOPIC

PAGE 0 4 DEC 2018

B. Segregation/ Housing

- 1. After admission, the LGBTQI PDL shall be placed with fellow LGBTQIs in a cell separate from other ordinary male or female cell provided that the jail has available cell dedicated for this purpose. However, a transwoman (those who have undergone hormone therapy to attain breast enlargement or those with breast implants) and transsexual male PDL who have undergone sex change shall be housed separately from the rest of the population as they are in danger of being subjected to physical and sexual abuse due to their identity, physical appearance and attributes.
- Proper classification shall be conducted based on a thorough assessment on PDL's physical, medical, mental and emotional condition at the time of admission. Bear in mind that segregation is purely to protect the safety and dignity of the LGBTQI PDL and shall never be used as a discriminatory or punitive measure.
- Proper orientation for LGBTQI and other PDL shall be done to inform them of the importance and objectives of this process and avoid possible complaints from both parties.

#### C. Welfare and Development Programs

#### 1. Provision of Basic Needs

All LGBTQI PDL shall be provided with basic needs (food, shelter, clothing, hygienic materials) taking into consideration their physical and mental health, religious needs, affiliation and category they belong to. Clothing and hairstyle shall be in accordance with the rules and regulations of the Bureau.

U.P. LAW CENTER Health Care Services

OFFICE of the NATIONAL ADMINISTRATIVE REGISTER

Administrative Rules and Regulation All newly admitted LGBTQIs shall undergo medical evaluation to determine NOV 1.9 2018 their overall health condition at the time of admission.

b. Physical examination shall be conducted by the jail physician or nurse who has undergone gender sensitivity and SOGIE training. A witness, who is a BJMP personnel with the same sex as the PDL, shall be present during the examination unless the LGBTQI PDL refuses the presence of a third party.

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	ISSUE NO.
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	REVISION NO.
	0
	EFFECTIVE DATE
	0 4 DEC <b>2018</b>

DOCUMENT NO.

SUB-TOPIC

7 of 10

c. LGBTQI PDL with signs and symptoms of psychological/psychiatric disturbance shall be referred to the jail Psychologist/Psychiatrist for further evaluation.

- d. Those suffering from medical illnesses shall be treated accordingly and shall be monitored for progress.
- e. Health education shall be provided to all LGBTQI PDL to promote physical and mental wellbeing. The objective is to provide the LGBTQI PDL with the knowledge on the disease processes in order to promote health, prevent transmission of common diseases and maintain their sense of wellbeing.
- f. Physical activities shall be accorded to them such as exercises, sunning, cultural activities and other activities that promote health maintenance.

## 3. Help Desk

All LGBTQI PDL shall be given equal opportunity and access to assistance or air grievances through the BJMP Help Desk available in all jails nationwide (Refer to Policy in the Implementation of BJMP Help Desk for PDL and their Immediate Families dated 26 April 2018).

#### 4. Development Programs

- a. LGBTQI PDL shall be assessed upon admission to determine their needs and skills that will be suited to the programs offered by the BJMP such as Therapeutic Community, Livelihood, Educational, Interfaith, Skills training and Culture and Sports Program.
- b. LGBTQI PDL with drug abuse problems shall be enrolled to join the drug rehabilitation program of the Bureau and the pre-release psychoeducation program termed as Katatagan Kontra Droga sa Komunidad (KKDK), for them to gain the impetus to change once reintegrated back into the society.

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Administrative Rules and Reg. (Care

NOV 1 9 2018

All LGBTQI PDL shall be assessed for After Care services prior to their release to provide them with the opportunity to start a fresh life after incarceration.

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ISSUE NO.							
REVISION NO.							
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EFFECTIVE DATE							

BJMP-DIWD-SOP- 023

DOCLIMENT NO

0 4 DEC 2018

PAGE

8 of 10

#### D. Safety and Security

#### 1. Searching and Frisking

Measures shall be undertaken to ensure that LGBTQI PDL's dignity and privacy are respected during the procedure. The jail officer conducting the searching and frisking must have undergone sensitivity and SOGIE training, provided that no male officer shall conduct the procedure on a female, Transwoman and male Transsexual PDL. Searchers shall always practice professionalism and sensitivity in conducting the procedure to lessen the physical and psychological impact on the LGBTQI as well as visitors.

#### 2. Security and Escorting

All LGBTQI PDL should be placed in the same cell whenever possible. No LGBTQI PDL of the opposite biological sex shall be assigned to the same cell, hence male and female LGBTQIs must be placed in separate cells. The jail administration shall ensure that all LGBTQI PDL are protected from physical, sexual and other forms of abuses both by PDL and personnel. The assignment of male personnel in a female cell or jail is solely to augment the security force only. No male personnel shall be allowed entry inside the female cells.

#### 3. Discipline

Disciplinary segregation and restraints shall be subject to the jail rules and regulations provided that it is done in a manner that is not harmful and degrading to the PDL's dignity and does not violate his/her human rights. Female, Senior Citizen and Persons with Disability (PWD) LGBTQI PDL shall not be subjected to harsh punishment such as inappropriate chores nor shall be forced to do activities that are beyond their physical endurance.

OFFICE of the NATIONAL ADMINISTRATIVE Administrative Rules and Regul-Conjugal visitation NOV 1 9 2018

> Conjugal visitation for LGBTQI PDL shall only be allowed for degally married couples subject to the rules and regulations of the Bureau. Since same sex marriage is not legal in the Philippines, conjugal visit for

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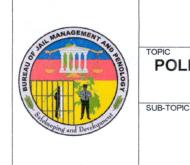
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REVISION NO.	
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EFFECTIVE DATE	
<b>0</b> 4 DEC	2018

BJMP-DIWD-SOP- 023

PAGE

DOCUMENT NO

ISSUE NO.

9 of 10

same sex partners shall not be allowed in jails. (Refer to the Policy on Conjugal Visit dated 04 May 2012)

### E. General Principles in the treatment of LGBTQI PDL

- 1. The BJMP shall uphold the rights of the LGBTQI PDL and shall ensure that they are accorded the same respect as all other PDL.
- 2. Any discriminatory behavior or gesture towards the LGBTQI PDL such as catcalling, whistling, heckling, physical, verbal and sexual harassment/ abuse from other PDL shall not be tolerated, shall be investigated and sanctions shall be imposed for being unruly conduct and flagrant disregard of discipline as defined under Section 9, (par. C subpar 11) Rule 2 of 2017 Revised BJMP manual. Provided that if such discriminatory behavior or gesture towards LGBTQI PDL is committed by BJMP personnel, he/she shall be subjected to disciplinary action in accordance with the BJMP Administrative Machinery.
- 3. No LGBTQI PDL shall be disqualified from joining any development program solely on the basis of his/her sexual orientation and gender identity and expression.
- 4. No LGBTQI PDL shall be forced to render cultural performances, wear inappropriate costumes or perform any involuntary act that would expose them to humiliation and compromise their dignity.
- 5. All personal data of the LGBTQI PDL shall be kept confidential and stored in a separate safe place for easy identification of the PDL, accessible only to authorized personnel.
- 6. Security remains a priority in the implementation of this program.

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submitted to the RIWDO not later than the 3<sup>rd</sup> day of the month and the RIWDO shall submit the reports to the DIWD not later than the 5<sup>th</sup> day of the month.

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BJMP-DIWD-SOP- 023

SUB-TOPIC

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ISSUE NO

DOCUMENT NO.

**BJMP** 

REVISION NO. EFFECTIVE DATE

0 4 DEC 2018

The DIWD and the RIWDO shall conduct regular inspection to the jails nationwide to ensure that this policy is properly implemented.

#### **EVALUATION** VIII.

The DIWD and the RIWDO shall conduct annual performance evaluation to determine the efficacy of the policy in protecting the rights of the LGBTQI PDL. They shall likewise initiate preventive actions based on the risk assessment and corrective actions for non-conformances.

#### IX. SEPARABILITY CLAUSE

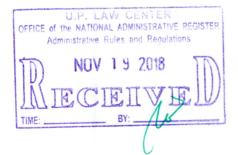
If any parts hereof are declared invalid or unconstitutional, the remaining part of the provisions not otherwise affected shall remain valid and consistent.

#### X. REPEALING CLAUSE

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

#### XI. **EFFECTIVITY**

This policy shall take effect immediately upon approval.



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