



Bureau of Corrections

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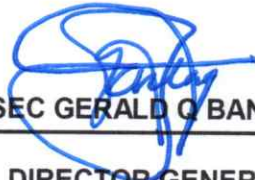
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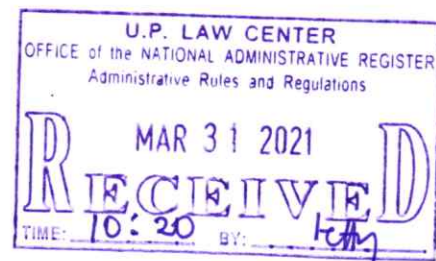
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STANDARD OPERATING PROCEDURE ON DOCTRINE AND POLICY DEVELOPMENT CYCLE

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APPROVAL

Prepared By	Recommended By	Approved By
<p>PROJECT MANAGEMENT AND DOCTRINE DEVELOPMENT DIVISION</p>		
<p>Submitted By</p>		
<p> <u>CSUPT ROY C VILLASI</u> CHIEF OF OFFICE</p>	<p> <u>ASEC GABRIEL P CHACLAG</u> CHAIRMAN, DPMB</p>	<p> <u>USEC GERALD O BANTAG</u> DIRECTOR GENERAL</p>



"Reforming Lives, Community Thrives"



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1. REFERENCES

- 1.1 Republic Act 10575 – An Act Strengthening the Bureau of Corrections Providing Funds Thereof.
- 1.2 BuCor Quality Manual, BUC-QM-001 dated 01 January 2018
- 1.3 Procedure and Work Instruction Manual (PAWIM) Support to Operations, BUC-STO-PR-003, Policy Formulation, Implementation, Monitoring and Evaluation
- 1.4 Memorandum dated 15 June 2020 re: "Inscription of BuCor Mantra"
- 1.5 Special Order No. 1156 s 2019 dated 20 December 2019 re: "Creation of BuCor Policy Making Board"
- 1.6 BJMP-DPD-MC-57 dated 19 February 2019, re: "Standard Operating Procedure on Policy Development Cycle", Formulation and Development of Policy and Monitoring.

2. RATIONALE

A clear and attainable vision characterizes the substance of a Memorandum Circular that demonstrates progress of transition towards a highly competent corrections service.

Hence, a Doctrine Policy Development Cycle is a comprehensive guideline on crafting a Memorandum Circular. It establishes broad definitions and categories coping with the twin objectives of the Bureau of Corrections: Safekeeping and Reformation of Persons Deprived of Liberty, as well as the welfare of the agency.

3. OBJECTIVES

- 3.1 To serve as guide in the development of Memorandum Circulars aligned with the strategic direction of the Bureau of Corrections;
- 3.2 To establish a firm foundation and a responsive development cycle in the formulation, implementation, monitoring and evaluation of Memorandum Circulars; and
- 3.3 To formulate Memorandum Circulars that could withstand the test of time.

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4. SCOPE

This applies to all proponents of Memorandum Circular in the Bureau of Corrections - National Headquarters and Prison and Penal Farms.

5. DEFINITION OF TERMS/ABBREVIATIONS

- 5.1. **Board Meeting** - refers to the gathering of all members of the Doctrine and Policy Making Board to deliberate on a proposed Memorandum Circular.
- 5.2. **Consequence Rating** – classifying the degree of impact brought by occurrence of supervening events or policy gaps.
- 5.3. **Consultative Meeting** – refers to the gathering of members of the Doctrine and Policy Making Board and other stakeholders to discuss the proposed Memorandum Circular.
- 5.4. **Directorates** – refers to key offices of Bureau of Corrections concerned in the formulation of Memorandum Circulars.
- 5.5. **Doctrine** – principle, position, or the body of principles in a branch of knowledge or system of beliefs.¹
- 5.6. **Doctrine and Policy Making Board (DPMB)** – is a body designated by the Director General to deliberate and pass Memorandum Circulars.
- 5.7. **Issues** – Internal and external concerns of the agency.
- 5.8. **Guidelines** –Outline of policy and conduct²
- 5.9. **Likelihood Rating** – Measures the prevalent occurrence of supervening events or policy gaps.
- 5.10. **Memorandum Circular** – a written issuance intended for circulation to large number of persons. It may be in the form of Policies, Standard Operating Procedure (SOP), Standards, Guidelines and Manual.
- 5.11. **Office of Primary Responsibility (OPR)** – refers to the office responsible in the implementation of Memorandum Circular.

¹ Doctrine | Definition of Doctrine by Merriam-Webster (merriam-webster.com)

² Meriam Webster



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- 5.12. **ONAR** – refers to the Office of the National Administrative Register where policies are filed prior to its effectivity based on Executive Order No. 292 otherwise known as "The Revised Administrative Code of 1987".
- 5.13. **Policy Development** – refers to the process that involves formulation, implementation, monitoring, evaluation, revision, and amendment of Memorandum Circular.
- 5.14. **Personnel Information & Education (PI & E)** – refers to a procedure in which Memorandum Circulars are disseminated through orientation and discussions among the BuCor personnel.
- 5.15. **Risk** – effect of uncertainty on an expected result³
- 5.16. **Risk Registry** – is a risk management tool and a repository for all risks identified and includes additional information about each risk, particularly nature of risk, reference and owner, and mitigation measures.

6. GUIDELINES

6.1. Doctrine and Policy Making Board

6.1.1. Composition

The Doctrine and Policy Making Board shall be composed of a chairperson and members to be designated by the Director General.

6.1.2. Duties of the Doctrine and Policy Making Board:

- 6.1.2.1. Prepares, reviews, revise, amends and recommends Memorandum Circulars to the Director General.
- 6.1.2.2. Recommends enhancement of all Memorandum Circulars to the Director General.
- 6.1.2.3. Monitors the relevance and efficiency of implemented Memorandum Circulars.

³ ISO 9000



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6.2. PROCEDURES

6.2.1. Problem Identification/Needs Assessment

6.2.1.1. The PMDDD shall determine guidelines, standards, manuals, policies, and standard operating procedures relative to existing issues, challenges and concerns for improvement or enhancement by requiring offices to submit the following:

6.2.1.1.1. Issues and Challenges

6.2.1.1.1.1. After determining issues and challenges, Risk Registry and Action Plan (Annex "B") shall be accomplished using the following criteria, to wit:

6.2.1.1.1.1.1. Criteria for Consequence (Annex "C").

6.2.1.1.1.1.2. Criteria for Likelihood (Annex "D").

6.2.1.1.1.1.3. Risk Rating Matrix (Annex "E").

6.2.1.1.1.1.4. Action Priority Matrix (Annex "F").

6.2.1.1.1.2. Formula: **RRM = (CFC x CFL)**

RRM = APM

Where:

CFC - Criteria for Consequence

CFL - Criteria for Likelihood

RRM - Risk Registry Matrix

APM - Action Priority Matrix



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6.2.1.1.2. Enhancement and Improvements Identification

6.2.1.1.2.1. Any proposal for enhancement and improvement of the OPR shall use the following:

6.2.1.1.2.1. SWOT Analysis (Annex "G").

6.2.1.1.2.1. Design and Development
(Annex "H").

6.2.1.2. Accomplished forms shall be collated for the DPMB Deliberation. Only approved subject matters shall be returned to the proponents for the formulation of Memorandum Circulars. For the development of manuals, the DPMB may recommend the creation of Technical Working Group (TWG) to the Director General.

6.2.2. Formulation

6.2.2.1. Proposed Memorandum Circular shall be forwarded to the PMDDD for dissemination to the Command Group, Directorates, Offices and PPFs for review and inputs, which shall be then remanded to the PMDDD for consolidation, its copy shall be furnished to the proponent for the presentation in the consultative meeting.

6.2.3. Review and Approval

6.2.3.1. The PMDDD shall schedule a consultative meeting in coordination with the chairperson of DPMB. A copy of the proposed Memorandum Circular shall be furnished to the DPMB three (3) days prior to the consultative meeting.

6.2.3.2. The proponent shall present the proposed Memorandum Circular during the consultative meeting for comments.



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6.2.3.3. The Board shall convene and if the DPMB finds the Memorandum Circular to be complete in form and substance, it will be recommended for approval to the Director General through a resolution. However, it will be returned to the proponent for appropriate action if the DPMB finds it necessary for revision, enhancement, and modification.

6.2.3.4. The final copy together with the Board Resolution shall be forwarded to the Office of the Director General for review and approval.

6.2.4. Dissemination

6.2.4.1. Upon approval of the Director General, the Memorandum Circular shall be forwarded to the BuCor ISO document controller for reference coding⁴. Subsequently, four (4) certified true copies shall be filed at the National Administrative Registry (ONAR) UP Law Center for publication in compliance with the provisions of E.O. 292 otherwise known as the Revised Administrative Code of the Philippines⁵.

6.2.4.1.1. Issuances that requires the filing to the Office of the National Administrative Registrar (ONAR), UP Law Center as stated under Executive Order No. 292 dated July 25, 1987 shall include, but not limited to the following:

6.2.4.1.1.1 Statements of general applicability which implement or interpret a law.

6.2.4.1.1.2. Statements of general applicability which fix and describe the procedure in, or

⁴BUC-STO-PR-001 - Control of Documents

⁵ E.O. No. 292 "Administrative Code of 1987"



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- 6.2.4.1.1.3. Amendments or repeal of any prior rule.
- 6.2.4.1.1.4. Regulations affecting private rights, privilege, occupation or business.
- 6.2.4.1.1.5. Administrative disciplinary action and the governing rules of procedure punishable as a crime or subject to a penalty shall in all cases be published in full text.
- 6.2.4.2. Generally, Memorandum Circular that falls within the Clause 6.2.5.1 shall become effective fifteen (15) days from the date of filing at the University of the Philippines Law Center.
- 6.2.4.3. The Document Controller must ensure document master list of distributed Memorandum Circulars in accordance with BUC-STO-PR-001 – Control of Documents
- 6.2.4.4. Personnel Information and Education (PI & E) shall be conducted by PMDDD and Chief of Offices for widest dissemination.
- 6.2.4.5. A Memorandum Circular that is detrimental to security matters and deemed by the DPMB as confidential shall be restricted in the manner of circulation and be stamped as "CONFIDENTIAL".

6.2.5. Implementation, Monitoring and Evaluation

- 6.2.5.1. The OPR shall observe the effectiveness and efficiency of the Memorandum Circular within three (3) months and to submit monthly monitoring report to the PMDDD.



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6.2.5.2. The PMDDD shall evaluate the monthly monitoring report to determine whether it conforms with the needs of the concerned OPR. If whole or part thereof is found to be ineffective and inefficient, the PMDDD shall recommend to the DPMB to immediately convene for the amendments or revisions of Memorandum Circular.

6.2.5.3. All Memorandum Circulars shall be subjected for review and evaluation of its effectiveness by the DPMB every two (2) years or as necessary.

6.2.6. Revision and Amendments

6.2.6.1. Revision and amendments of a Memorandum Circular shall follow the procedures in the Policy Development Cycle stated under 6.2.1 to 6.2.5.3.

6.3. STRUCTURE

6.3.1. For purposes of uniformity, all proposed Memorandum Circulars shall embody the following titles in chronological order:

1. REFERENCES
2. RATIONALE
3. OBJECTIVES
4. SCOPE
5. DEFINITION OF TERMS
6. GUIDELINES
7. MONITORING PROCEDURE/TOOL
8. FINANCIAL CLAUSE
9. SEPARABILITY CLAUSE
10. REPEALING CLAUSE
11. EFFECTIVITY
12. ANNEXES

6.3.2. Pursuant to BuCor Procedure and Work Instructions Manual format, the proposed Memorandum Circular must comply with the following format:

6.3.2.1. Header and footer must be placed in all pages



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6.3.2.1.1. Header shall have the following information and shall be written as follows:

6.3.2.1.1.1. For the BuCor (Bookman Old Style, Size 22)

6.3.2.1.1.2. For the Title (Bookman Oldy Style, Size 11)

6.3.2.1.1.3. For the Document Reference, Revision No., Date and Page No. (Calibri, Size 10)

6.3.2.1.1.4. Document Reference Code shall be in accordance to BUC-STO-PR-001 – Control of Documents.

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6.3.2.1.2. BuCor Mantra "Reforming Lives, Community Thrives" shall be used as the footer and shall be located at the center bottom page following the required sized and format as per Memorandum dated 15 June 2020 "Inscription of BuCor Mantra" (Lucida Calligraphy, Bold and size 11).

6.3.2.2. Margin: Top, Bottom, Left and Right (1 inch)

6.3.2.3. Font Style: Arial

6.3.2.4. Font Size: 12

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6.3.2.5. Relative to the BuCor Procedure and Work Instructions format, the first page of the Memorandum Circular shall be the approval page with the following information and written as follows:

Prepared By	Recommended By	Approved By
DIRECTORATE/DIVISION/ OFFICE		
Submitted By		
CHIEF OF OFFICE	CHAIRMAN, DPMB	DIRECTOR GENERAL

6.3.3. Manuals must be printed in proper format as stated in 6.3.2.

7. FINANCIAL CLAUSE

All expenses incidentals thereto shall be charged from the funds of this bureau subject to the usual accounting and auditing procedures.

8. SEPARABILITY CLAUSE

In the event of any provision of this Memorandum Circular is declared illegal or rendered invalid by any competent authority, the provisions not affected thereby shall remain valid and effective.

9. REPEALING CLAUSE

All Bureau of Corrections issuances/directives or parts thereof which are in consistent with the provisions of this Memorandum Circular are hereby deemed repealed and modified accordingly.

10. EFFECTIVITY

This Memorandum Circular shall become effective fifteen (15) days from the date of filing at the University of the Philippines Law Center in consonance with Sections 3 and 4, Chapter 2, Book VII of Executive Order No. 292, otherwise known as "The Revised Administrative Code of 1987".

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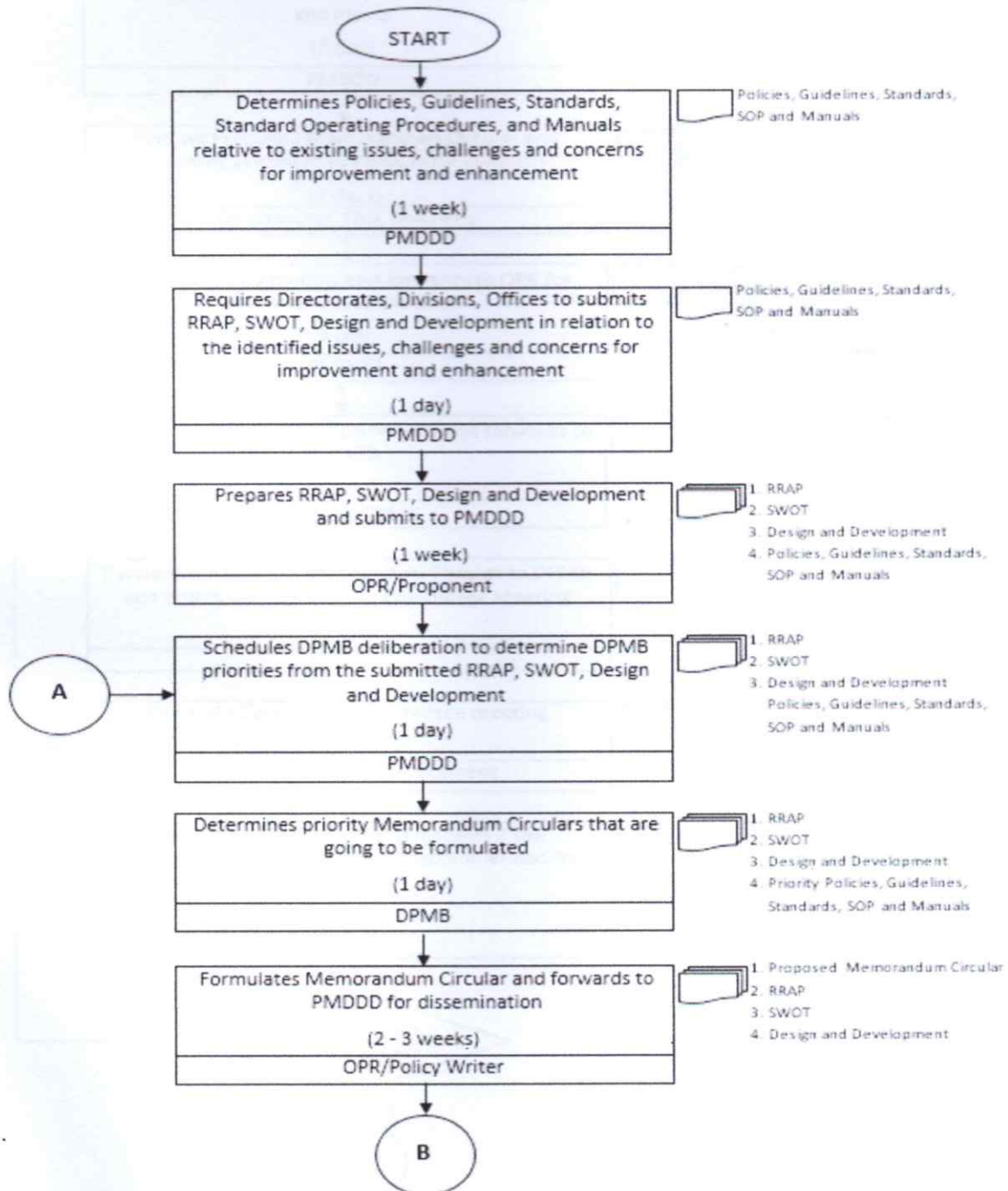
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ANNEX "A"

FLOWCHART



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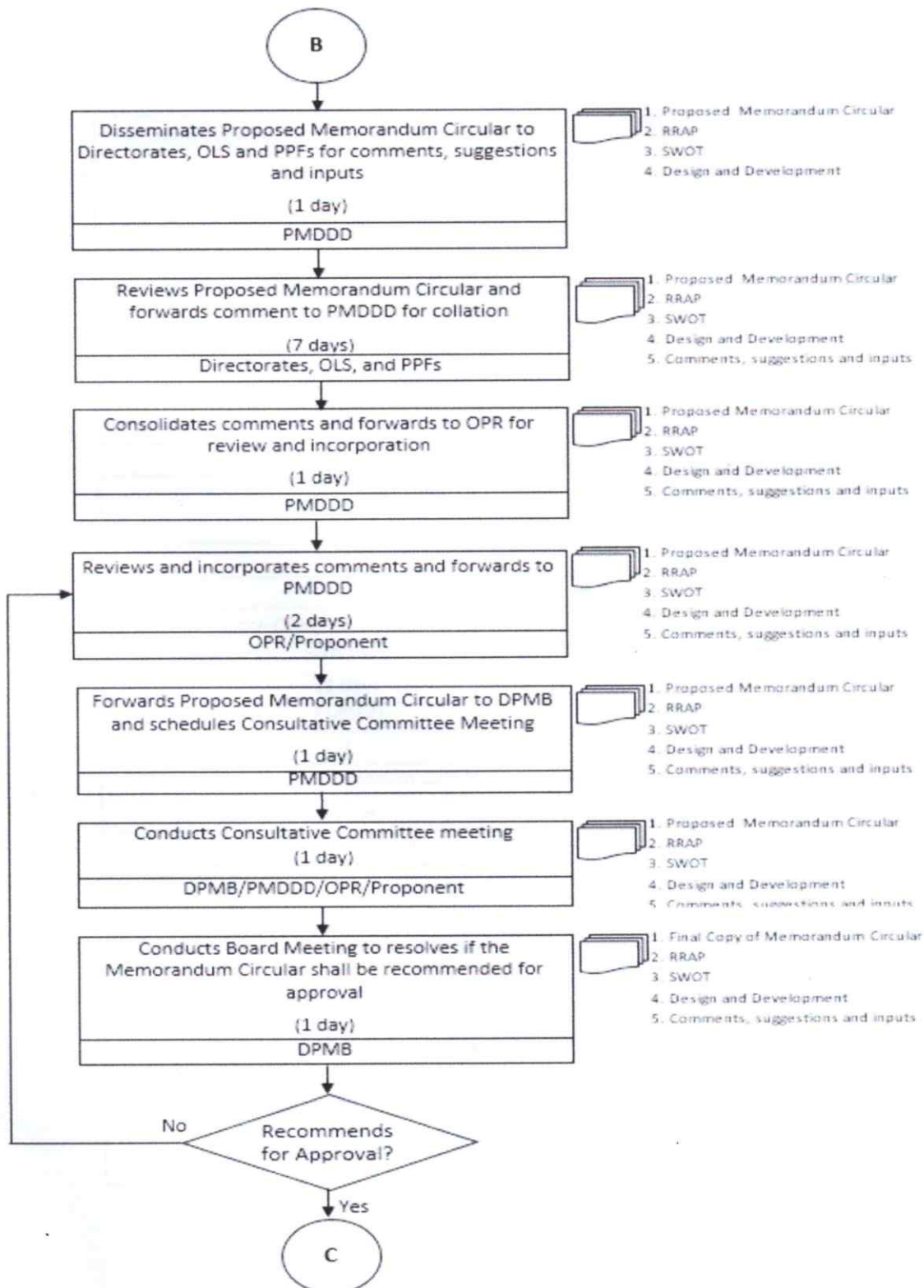
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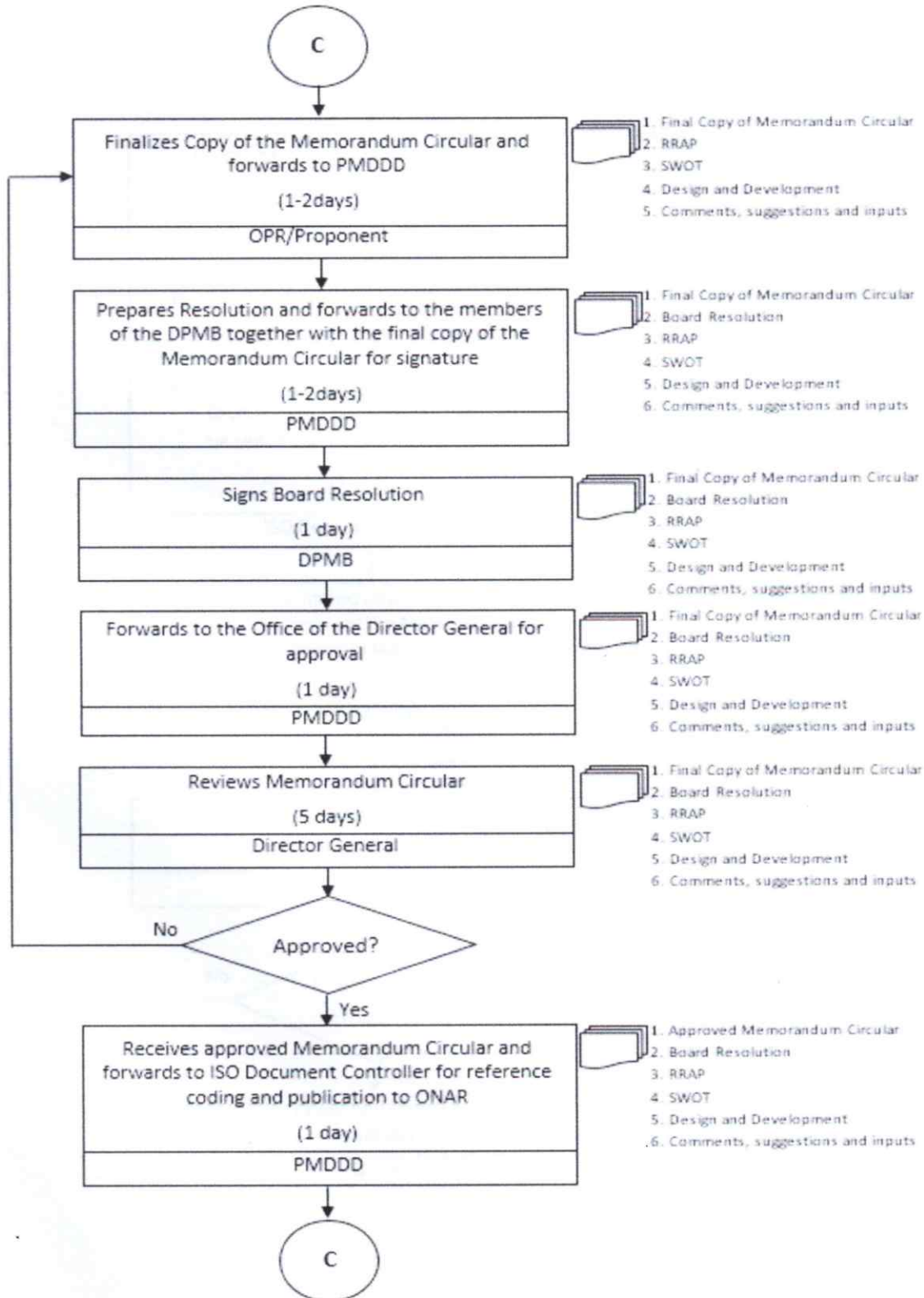
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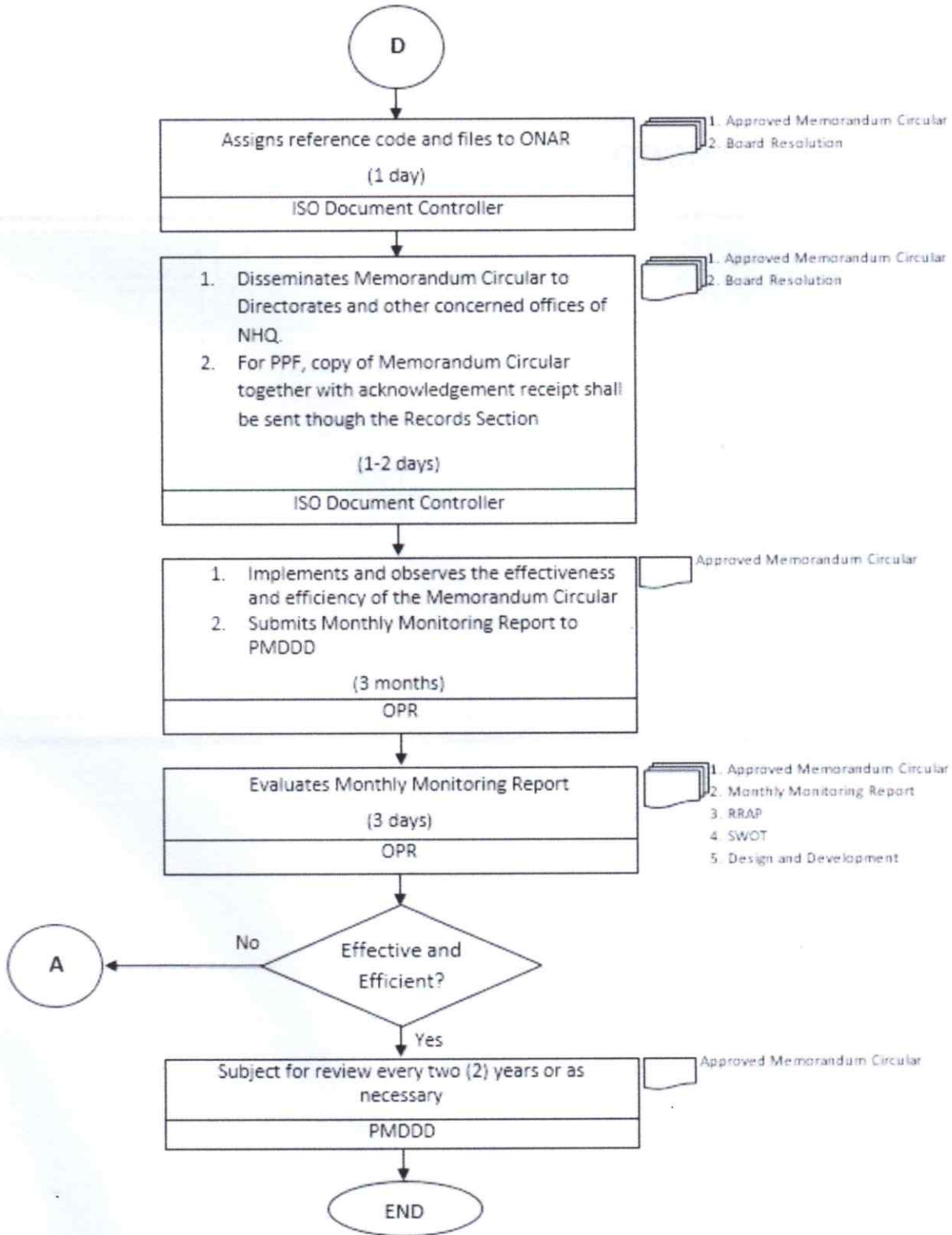
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ANNEX "B"

RISK REGISTRY AND ACTION PLAN

Related Internal/ External Issue	Description of Risk/ Opportunity	Source/ Cause	Consequence to QMS Outputs or Non- Compliance to Requirements	Current Control/ Current Situation	Consequence Rating	Likelihood Rating	Risk/ Opportunity Rating	Action Priority	Action plan (with Responsible Office)	Timelines

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ANNEX "C"

CRITERIA FOR CONSEQUENCE

	Rate	Risk (Negative consequence)	Opportunity
Insignificant	1	Minimal (no customer complaint) or no impact	No perceived value for improvement and sustainability
Minor	2	Minor impact (noticeable effect, minor customer complaint)	Pursuing the opportunity will slightly improve QMS and sustainability
Significant	3	Moderate impact (customer complaints resulting in claim)	Pursuing the opportunity will considerably improve QMS and sustainability
Major	4	Major impact (catastrophic, recall, fatality, costly compensation, legal action) alternatives available	Pursuing the opportunity will highly improve QMS and sustainability
Catastrophic	5	Major impact (catastrophic, recall, fatality, costly compensation, legal action) no alternatives available	Pursuing the opportunity will greatly improve QMS and sustainability



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ANNEX "D"

CRITERIA FOR LIKELIHOOD

	Rate	Likelihood - Risk	Likelihood - Opportunity
Rare	1	Not known to happen	No chance of success within the next 12 months
Low	2	Low occurrence of 1 x a year	1-25% chance of success within the next 12 months
Medium	3	Known to happen, occurrence of 1 per quarter	26-50% of success within the next 12 months
High	4	Very likely to happen, occurrence of more than 1 time per quarter	51-75% of success within the next 12 months
Very High	5	Highly likely to happen, occurrence of 1 time per month.	>75% success within the next 12 months



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ANNEX "E"

RISK RATING MATRIX

LIKELIHOOD	Rare	1	2	3	4	5
	Unlikely	2	4	6	8	10
	Possible	3	6	9	12	15
	Likely	4	8	12	16	20
	Certain	5	10	15	20	25
		Insignificant	Minor	Significant	Major	Catastrophic
	IMPACT					



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ANNEX "F"

ACTION PRIORITY MATRIX

Risk/Opportunity Rating	PRIORITY	MANAGEMENT'S DECISION	
		RISK	OPPORTUNITY
10-25	HIGH	Take immediate appropriate action to eliminate the risk	Pursue the opportunity
5-9	MEDIUM	More frequent monitoring of performance/complaints	May consider pursuing the opportunity
1-4	LOW	No action required	No action required



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ANNEX "G"

SWOT ANALYSIS

NAME OF OFFICE:

TITLE OF PROPOSED POLICY:

SCOPE: POLICY FORMULATION, COMMUNICATION PLANNING AND MONITORING	
STRENGTHS	WEAKNESS
THREATS	OPPORTUNITIES

PREPARED BY:

CERTIFIED CORRECT:

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ANNEX "H"

DESIGN AND DEVELOPMENT

OFFICE: _____

PROPOSED POLICY: _____

SCOPE: POLICY FORMULATION, COMMUNICATION PLANNING AND MONITORING

OBJECTIVES	SOURCE/S	IDENTIFIED INTERESTED PARTIES	IDENTIFIED NEEDS AND EXPECTATIONS OF INTERESTED PARTIES	ISSUES IDENTIFIED THAT MAY RESULT TO NON-DELIVERY OF SERVICE OR NON-ATTAINMENT OF INTERESTED PARTIES NEEDS AND EXPECTATIONS			
				INTERNAL	MEANS TO ADDRESS SAID ISSUES	EXTERNAL	MEANS TO ADDRESS SAID ISSUES

PREPARED BY

CERTIFIED CORRECT

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