



Republic of the Philippines  
NATIONAL POLICE COMMISSION  
**NATIONAL HEADQUARTERS, PHILIPPINE NATIONAL POLICE**  
**OFFICE OF THE CHIEF, PNP**  
Camp BGen Rafael T Crame, Quezon City

AUG 05 2019

**PNP MEMORANDUM CIRCULAR**

No.: 2019-042

**GUIDELINES AND PROCEDURES IN DOCTRINE DEVELOPMENT**

**1. REFERENCES:**

- a. PNP Memorandum Circular (MC) No. 2014-020 entitled, "Revised Guidelines and Procedures in the Development of PNP Doctrines and Manuals;"
- b. PNP Fundamental Doctrine, 2013, PNPM-D-0-1-2-13 (DHRDD);
- c. SOP No. 2011-008 dated November 21, 2011 entitled, "Guidelines in the Preparation, Publication and Distribution of PNP Manuals and other Doctrines;"
- d. PNP MC No. 2013-012 entitled, "Revised Numerical Designation of PNP Manuals;" and
- e. AFP Doctrine Development Manual (AFP No. 8-03) dated January 27, 2012.

**2. RATIONALE:**

In 2011, the PNP through the Directorate for Human Resource and Doctrine Development (DHRDD), issued SOP No. 2011-008, which provided the guidelines in developing and/or revising PNP doctrines and manuals. However, despite the promulgation of said guidelines, doctrine development is not given premium in the organization. In fact, the designated vanguard for doctrine is an understaffed division in DHRDD, which is merely comprised of nine personnel, as compared to AFP Doctrine Center that has at least 40 personnel. This is so, because the Directorate's foremost priority is the implementation of training programs.

With the nascent reforms and emerging trends in policing and the recently enacted law pertaining the transfer of the Philippine National Police Academy (PNPA) and National Police Training Institute (NPTI), which require the PNP to step-up, the value of doctrine development in both administration and operational spheres of the agency is being recognized.

Along this line, it is imperative to establish a more holistic purview and systematic approach to formulate, promulgate and evaluate doctrines, with the end

of adopting and indoctrinating doctrines that are responsive to the demands of the time, and most importantly, to the clamor of the people.

### 3. PURPOSE:

This PNP MC sets forth the guidelines and procedures in doctrine development, as well as the accountability of the proponent and members of the Board for Doctrine Development, as well as the DHRDD in furtherance of the agency's doctrines.

### 4. DEFINITION OF TERMS:

For purposes of this PNP MC, the following terms and definitions shall be used:

- a. **Administrative Doctrine** – a doctrine that provides guidance on the accomplishment of general administrative functions or tasks of the PNP. They set guidelines, formats or general policies that must be followed in accomplishing periodic administrative tasks.
- b. **Administrative and Operations Manual (AOM)** – a type of fundamental doctrine/manual that pertains to the "standard operating procedures" of a PNP office/unit. As such, it includes the internal processes of a particular unit in the administration of its affairs, set of rules, procedures, functions, policies, objectives, or guidelines to be observed and followed by the personnel of an office/unit and how these should be implemented.
- c. **Board for Doctrine Development (BDD)** – is a board that acts as the chief advisory to the Chief, PNP on matters pertaining to doctrine development. Its main function is to review, evaluate, and recommend existing or new PNP doctrines and manuals prior to the approval of the Chief, PNP. BDD composition and functions is hereto attached under Annex "A".
- d. **BDD Resolution** – refers to a written statement issued by the Board endorsing to the Chief, PNP the approval and adoption of a proposed doctrine or manual.
- e. **BDD Secretariat** – refers to a body headed by the Chief, General Doctrine Development Division, DHRDD tasked to perform administrative requirements of the BDD. BDD Secretariat composition and functions is hereto attached under Annex "A".
- f. **Complementary Doctrine** – a doctrine that is jointly formulated by two or more bureaus/agencies/organizations in order to effect a certain operation. With regard to public safety and peace and order, this essentially involves inter-agency collaboration with the Bureau of Jail Management and Penology, the Bureau of Fire Protection, the Public Safety College, the National Bureau of Investigation, and other law enforcement agencies other than the PNP.



- g. **Ethical Doctrine** – a fundamental doctrine that defines the basic principles governing the rules of conduct, attitude, behavior, and ethical norms of the PNP.
- h. **Functional Doctrine** – a doctrine that contains rules, policies, procedures or guidelines pertaining to the execution and administration of the respective functions of either administrative, operational or technical units, e.g. planning manual, logistics manual, comptrollership manual, etc.
- i. **Fundamental Doctrine** – a doctrine that states the basic principles in the PNP and its personnel, in support to the overall pursuits of the PNP vision, mission, and over-all mandate of the agency towards attainment of the national objectives.
- j. **Operational Doctrine** – a type of functional doctrine that contains the principles and rules governing the planning, organization, direction, and employment of PNP forces in the accomplishment of basic security operational mission in crime prevention and solution, law enforcement, public safety and security, and internal security operation.
- k. **PNP Doctrine** – a body of officially sanctioned beliefs and fundamental principle that guides the organization in support of national objectives. It is authoritative but not directive in nature and provides guidance in the acquisition, utilization, and employment and of human and material resources that are based on accumulated knowledge gained through time-honored culture and tradition, research and development, and policy analyses, and are taught methodically and reviewed periodically.
- l. **Policies** – set of rules for either action or inaction, e.g. Implementing Guidelines, General Orders, Command Memorandum Circulars, Letter Directives, Memorandum Circulars, Standard Operating Procedures, among others.
- m. **Primer** – preliminary references of an existing doctrine and/or "offices/units" standards and procedures that are already part of legal norms and normative rules, often handy in the form of pocket-size book. As it is, its formulation and adoption do not require deliberation of the BDD.
- n. **Proponent** – an office/unit that either initiates or revises a doctrine, best practice or lessons learned. It also chairs the local Technical Working Group that provides direction, supervision and support in all stages of the doctrine development cycle.
- o. **Technical Working Group** – refers to a group organized by the proponent that are tasked to initiate, plan, and develop a PNP doctrine.

## 5. GUIDELINES:

### a. General Guidelines:

- 1) A PNP Doctrine maybe derived from a policy, procedure, principle or rule, best practice, research and development, and lessons learned, which shall serve as a guide in the attainment of organizational objectives that when proven to be effective overtime will be adopted as part of the norms and standards of the organization.
- 2) PNP Doctrines are classified into three, namely: Fundamental, Functional, and Complementary. The former include the Police Doctrine, which is at present dubbed as PNP Fundamental Doctrine, and the Ethical Doctrine. Functional Doctrine, on the other hand, can be classified as either administrative or operational. While Complementary Doctrine comprises doctrines jointly undertaken by PNP office/unit with other agencies.
- 3) All PNP doctrines, prior to its adoption and implementation, must be deliberated upon by the BDD, except for primer and AOM, otherwise their usage will be superficial.
- 4) Intention to formulate and/or revise doctrine must be approved by the BDD. The Board, then, reserves the right to compel proponents to revise related doctrines that are found irrelevant after thorough analysis and assessment conducted.
- 5) Doctrines shall vary according to its intended use, such as, for office reference, issuance to field personnel, or for carrying purposes. It may either be in the form of table manual, handbook, or pocket-size manual. These shall be serialized based on their corresponding numerical designation as prescribed by PNP MC No. 2013-012 entitled, "Revised Numerical Designation of PNP Manual."
- 6) Format of doctrines shall conform to the existing standards prescribed by DHRDD as provided for in DHRDD memorandum dated March 26, 2014 with subject, 2014 Revised Standard Format for PNP Manuals.
- 7) Revised edition of doctrines must carry the original title of the same, with the word "REVISED" indicated together with the year in which it was printed, except in circumstances where the office/unit has been renamed through a PNP General Orders or other appropriate issuances. A copy of which should be included as part of the annexes of the new manual to facilitate proper archiving of repealed or rescinded manuals.
- 8) Doctrines sponsored by other organizations or agencies in partnership with the PNP must conform to the prescribed standard format for uniformity and easy categorization.



- 9) Doctrines must be developed by a local TWG created by the Proponent with formal Office/Unit and/or DPRM Order.
- 10) The BDD shall have the sole authority to act on any proposals pertaining to doctrine development, and recommend approval and/or termination of the same to the CPNP.
- 11) In reprinting a doctrine, concerned office/unit must seek clearance from the Board to ensure monitoring and submission of updated copies to the PNP Command Library.
- 12) Approved doctrine shall only be uploaded to the PNP website upon clearance from the Directorate for Intelligence (DI).
- 13) The Proponent shall seek the assistance of the Website Administrator through the ITMS for posting or uploading of an approved doctrine or manual.
- 14) Approved doctrines must be disseminated to concerned PNP offices/units, with corresponding Property Acknowledgement Receipt (PAR) signed by the Supply Accountable Officer (SAO), Responsible Supply PCO (RSPCO), Responsible Supply PNCO (RSPNCO), Administrative Officer and Chief Clerk as the case may be, to ensure the accountability of the office/unit for its maintenance, safekeeping, availability, and use by its personnel. Issued manuals will form part of the annual inventory of accountabilities by concerned office/unit to which it was originally issued.
- 15) The PNP Command Library shall serve as the repository of all drafted and approved PNP doctrines and manuals, and at all instances, be furnished with at least five copies and a CD copy containing the pdf and MS word formats of such, for safekeeping and future reference.
- 16) Appropriate awards shall be given to the proponent, members of TWG and the BDD Secretariat once a proposal has been approved and promulgated by the CPNP.

## **6. PROCEDURES:**

The following stages that comprised the cycle for doctrine development (illustrated in Figure 1 under Annex B) must be stringently followed by all concerned:

### **a. Planning of Initiation Stage**

- 1) The BDD may initiate the formulation and/or revision of a doctrine, either by directing concerned or prospective proponent, or recommend new doctrines for further research of prospective proponent;

- 2) The Proponent Office/Unit shall submit a proposal to the BDD through the Secretariat, containing the following documents:
  - a) Letter Request
  - b) Policy Paper
  - c) Project Timeline
  - d) Names of the local TWG members created by the Proponent
  - e) Project Budget
  - f) Proposed Distribution List
- 3) The BDD Secretariat shall prepare an action plan and final timeline for the formulation and/or revision of a doctrine, in coordination with proponent and prospective proponent;
- 4) BDD Secretariat forwards the proposal to the Board for approval; and
- 5) Once the proposal is approved, the Proponent shall commence with the development of the doctrine or manual.

**b. Research and Development Stage**

- a) The Proponent shall conduct appropriate research, field tests, and/or analysis to ensure validity of its content. If the proposed doctrine required compliance of all PNP units, field testing should be conducted down to station levels. Accordingly, the validity and applicability of the proposed doctrine should be based on the outcome of the field test conducted. The proponent must ensure that relevant modification must be included, and said changes must aptly capture what is timely and necessary to give credence to the manual's referential value; and
- b) The Proponent shall prepare the initial draft and submit said draft to the secretariat for initial assessment in both soft and hard copies.

**c. Deliberation Stage**

- a) The BDD Secretariat shall furnish each member of the appropriate Sub-Board a copy of the draft for advance reading;
- b) The secretariat shall schedule series of deliberations to evaluate the substance, validity and importance of the proposed/ revised doctrine;
- c) DI shall provide the security classification for proper disposition and records management, while the Legal Service shall provide legal comments on the initial draft;



- d) The secretariat, in turn, shall consolidate the inputs from the members of the Board, including the security classification and comments of Legal Service (LS), and after, inform the Proponent of the comments/recommendations, for incorporation and finalization;
- e) The final draft must be transmitted by the Proponent to the secretariat, not more than 10 days from the secretariat's last correspondence; and
- f) Upon receiving the final draft, the secretariat will schedule the final deliberation of the proposed/revised doctrine.

**d. Approval and Promulgation Stage**

- a) After the final deliberation, the secretariat shall prepare the BDD resolution for signature/approval of concerned BDD;
- b) Once the resolution is issued, the proposed/revised doctrine shall be forwarded to the CPNP through the Command Group, for approval and signature of the letter of promulgation;
- c) The approved doctrine shall then be assigned with a numerical designation by the BDD Secretariat, and subsequently forwarded to the Proponent for printing and distribution;
- d) All copies of approved doctrines and manuals must be disseminated to all PNP offices/units with a memorandum directive signed by the CPNP, and duly acknowledged by the responsible officer mentioned in this PNP MC; and
- e) Printing and distribution shall be the responsibility of the Proponent. A copy of the distribution list shall be furnished to the Library for filing.

**e. Indoctrination Stage**

- a) Studies have accounted for the importance of spaced repetition for faster learning. It is, therefore, recommended to have a weekly iteration of the fundamentals of the PNP doctrines, until such are already imbibed and manifested through behavior. As it is, the newly approved and/or amended doctrine must be incorporated to the Program of Instruction of all training programs related to it; and
- b) The DHRDD must ensure that recently approved doctrines must be incorporated to appropriate courses modules and PICE if need be.

**f. Monitoring and Evaluation Stage**

- a) The implementation of doctrines must be periodically assessed and reviewed, at least every three years, or as necessary by DHRDD, BDD or the Proponent;

- b) The DHRDD or BDD after thorough research and analyses may compel the Proponent, through a memorandum or directive to improve, amend or terminate existing doctrine;
- c) The proponent, on the other hand, after extensive study may opt to defer fine-tuning of their extant doctrine; and
- d) Any office/unit in the PNP or any reputable institution/ organization may contest and/or propose amendment of existing doctrines of the PNP, provided that their proposals are anchored on established studies and norms.

#### 7. REPEALING CLAUSE:


The creation of the Board for Doctrine Development as contained in the PNP MC replaces the NHW-TWG on Doctrine Development as provided for under SOP No. 2011-008.

Likewise, all existing PNP issuances in conflict with this PNP MC are deemed repealed, amended or rescinded accordingly.

#### 8. EFFECTIVITY:

This PNP MC shall take effect after 15 days from filing a copy thereof at the UP Law Center in consonance with Section 3, Chapter 2, Book VII of Executive Order 292 otherwise known as the "Revised Administrative Code of 1987," as amended.



  
**OSCARD ALBAYALDE**  
Police General  
Chief, PNP



#### Annexes:

- Composition and Functions of the Board on Doctrine Development (Tab "A")
- Doctrine Development Cycle (Tab "B")
- Doctrine Development Process Flow (Tab "C")
- Content Outline of a Functional or Administrative and Operational Manual (AOM) (Tab "D")

#### Distribution:

Command Group  
D-Staff  
P-Staff  
Dir's, NSUs  
RDs, PROs



**COMPOSITION AND FUNCTIONS OF THE BOARD ON  
DOCTRINE DEVELOPMENT**

1. The BDD shall be composed of the following senior officers:

<b>Sub-Board "A" (Administrative)</b>		<b>Sub-Board "B" (Operational)</b>	
Chairman:	TDHRDD	Chairman:	TDHRDD
Vice-Chairman:	DD, DPRM	Vice-Chairman:	DD, DO
Members:	DD, DC	Members:	DD, DI
	DD, DL		DD, DPCR
	DD, DRD		DD, DIDM
	DD, DICTM		DD, DPL
	DD, PNPTS		C, HRAO
	DD, LS		DD, LS
	CS, CPSM		CS, CPSM

2. The functions of the BDD are as follows:

- a. Deliberates and evaluates the content, format and/or adaptability of a proposal through the creation of sub-boards that will handle proposals pertaining to the administrative, operational, and investigative aspect of the doctrine or manual;
- b. Directs any PNP office/unit to develop or revise a doctrine or manual;
- c. Provides security classification through the DI on all approved proposals;
- d. Provides legal comments on all proposals through the Legal Service;
- e. Assigns the numerical designation on all approved doctrines and manuals through the DHRDD;
- f. Recommends approval of a proposed doctrine or manual to the Chief, PNP;
- g. Maintains a list of all approved doctrines and manuals; and
- h. Ensure that all approved proposals are incorporated as part of the Program of Instruction of training programs related to its adoption.

3. The BDD Secretariat shall be headed by the Chief, General Doctrine Development Division, DHRDD and shall have the following composition and functions:

- a. Composition of the BDD Secretariat:

Chief, General Doctrine Development Division (GDDD)	Head Secretariat
Asst. C, GDDD	Member
C, ADS, GDDD	Member
C, ODS, GDDD	Member
Action NUP, GDDD	Member/Minute Recorder
Proponent Representative	Member

- b. Functions of BDD Secretariat:

## Annex "A"

- 1) Assist in the administrative tasks of the BDD by scheduling meetings/deliberations and sending out notices;
- 2) Prepares the venue of the deliberations;
- 3) Prepares the minutes of the meeting and causes the signing thereof by its members; and
- 4) Consolidates all inputs/comments from Board and sends the same to the Proponent for incorporation in the final draft or proposal.



### DOCTRINE DEVELOPMENT CYCLE

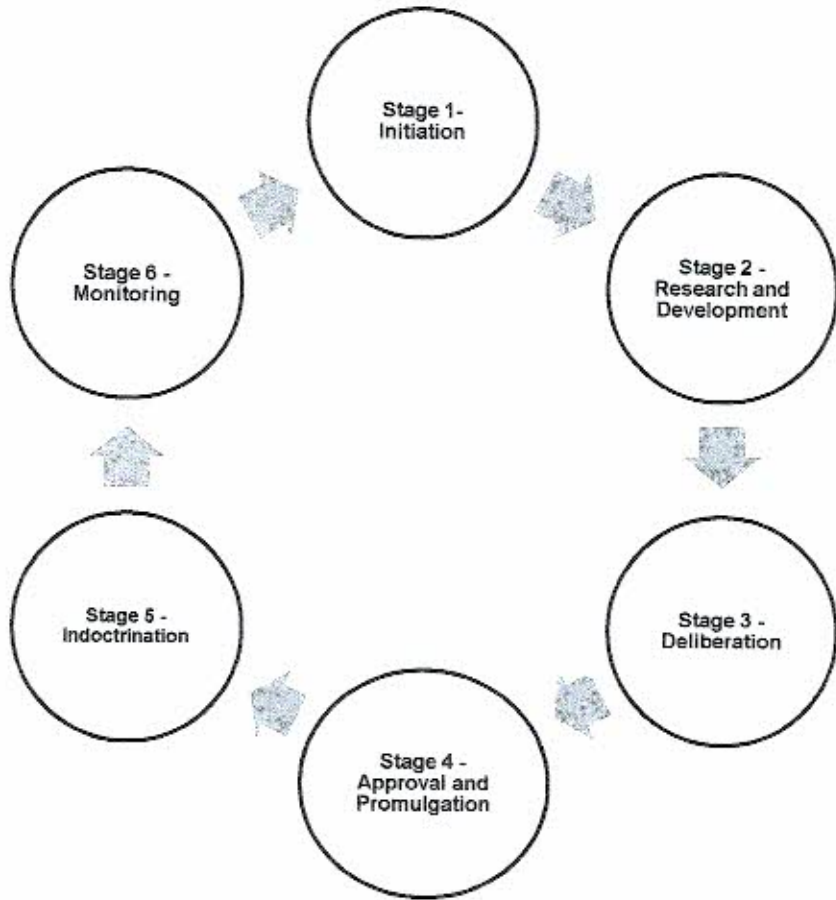
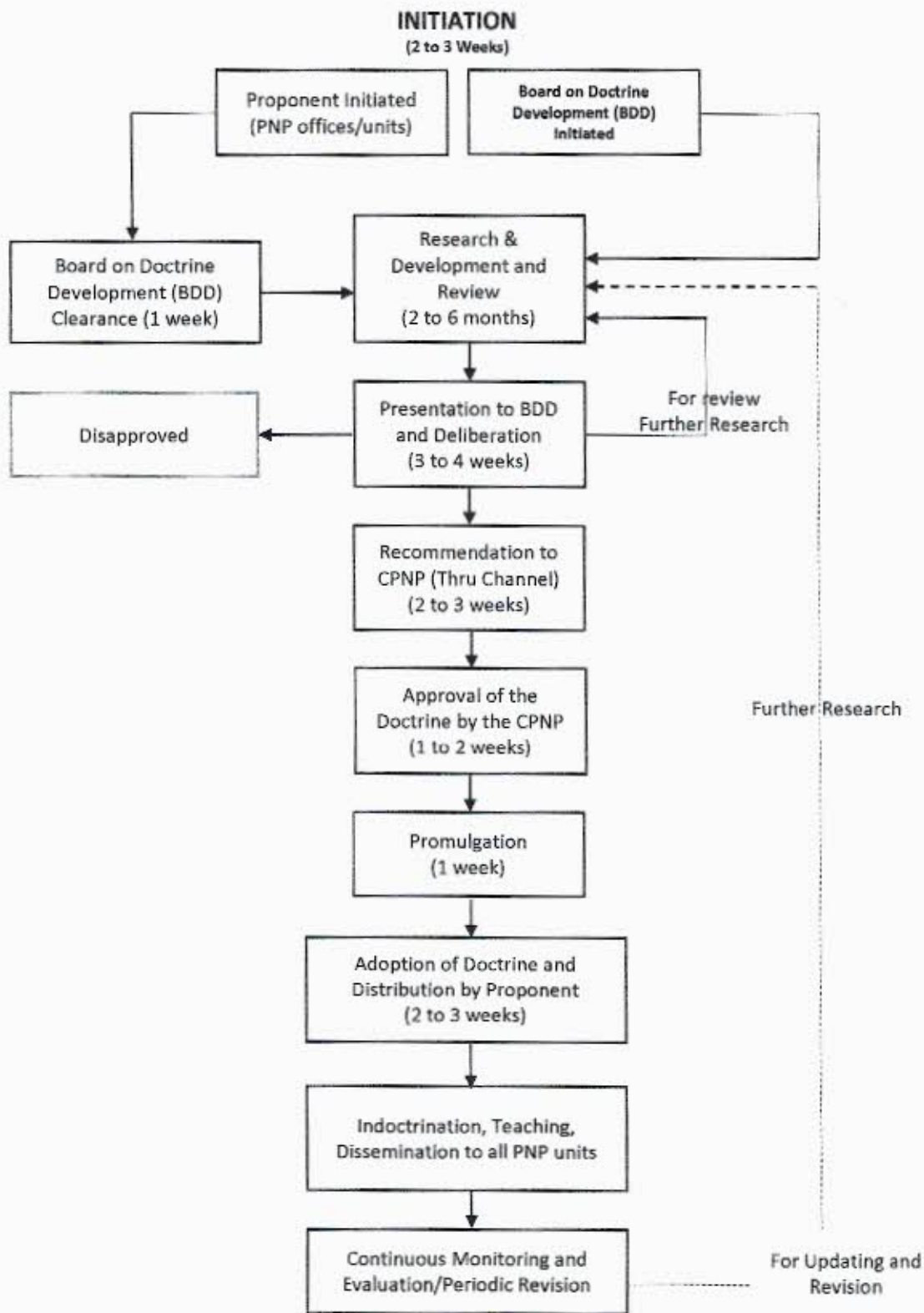


Figure 1. Doctrine Development Cycle

### DOCTRINE DEVELOPMENT PROCESS FLOW





**Content Outline of a Functional or  
Administrative and Operational Manual (AOM)**

<b>Chapters</b>	<b>Contents</b>	<b>References</b>
1	History	Legal bases, Activation Orders, etc.
2	Organization and Function, Mission, Vision	Staffing Pattern, General Orders or similar issuances
3	Division Functions, Duties and Responsibilities	General Orders or similar issuances
4	Process Flow and Policies	Memoranda, policies, PNPMCs, SOPs, etc.

**Contents Outline of an Operational Manual**

<b>Chapters</b>	<b>Contents</b>	<b>References</b>
1	Background	Legal bases, Activation Orders, etc.
2	State Policy, Organization, Function, Mission, Vision	Legal bases, General Orders or similar issuances
3	PNP Strategy	General Orders or similar issuances
4	Operational Procedures	Memoranda, policies, SOPs, CMCs, etc.