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Oplan Tokhang Operation in Police Regional Office XI: An Evaluation

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For the use of

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RPSMU, PRO XI

INTRODUCTION

Oplan Tokhang which was first developed in Davao City Police Office (DCPO) by then Police City Director Police Senior Supt Ronald Dela Rosa was intended to speed up drug-problem solution by visiting houses of the illegal drug personalities and asking them to stop the illicit acts.

The system requires that barangay captains will be at the forefront of combating the illegal drugs by submitting a list of their residents who are into drugs. The police intelligence units will verify the list to validate whether the names in the list are really into drugs. Then the police officers will visit the houses of the drugs suspects and asked them to stop their activities.

Oplan Tokhang, or the Project Double Barrel was implemented nationwide through the Command Memorandum Circular 16 or CMC 2016-16¹. Since July 1, 2016 a total of 7080 people were killed of which 2,555 were due to police operations¹. Given this huge number, it seems that the operation went haywire (Tamayo, 2016). Hence, on January 30, 2017, Oplan Tokhang was stopped with the aim of improving the anti-illegal drugs operations.

¹ <http://didm.pnp.gov.ph/Command%20Memorandum%20Circulars/CMC%202016-16%20PNP%20ANTI-ILLEGAL%20DRUGS%20CAMPAIGN%20PLAN%20%E2%80%93%20PROJECT%20DOUBLE%20BARREL.pdf>

Thus, this paper aimed to evaluate the effectiveness of the Oplan Tokhang or Project Double Barrel in Police Regional Office XI since its first implementation to determine effectiveness in reducing the illegal drugs as well as determine optimization of resources.

OBJECTIVES

This paper sought to evaluate the implementation of Project Double Barrel in PRO XI by determining pattern of the data that is being collected by Regional Planning and Strategic Management Unit (RPSMU) of PRO XI. In particular, the evaluation came into terms of incidence of drug infestation rate in the police provincial offices, the per capita surrender per house visit, the saturation rate of the police operations on illegal drugs, and the determination of police operations which need to upscale its anti-drug operations.

METHOD

The data are secondary in nature. These were taken from the Regional Police Strategy Management Unit (RPSMU) which is the data hub of the operation of the Tokhang operation for the PRO XI.

The raw data set was processed to obtain logical analysis of the figures and values relating to Tokhang. Descriptive analysis and cross-tabulation were implemented to determine pattern for purposes of evaluation.

Infestation rate. This is the rate of the reach of the drug problem in a defined population. The formula is given as
$$\text{infestation} = \frac{\sum \text{drugsPerson}}{\text{pop}} \times 100$$

Per capita surrender. This is determining the effectiveness of the house visits conducted by the provincial police offices. The formula is given as
$$\text{Per_capita_surrender} = \frac{\sum \text{surrender}}{\sum \text{house_visit}}$$

RESULTS

A total of 367,816 drug personalities were recorded from July 1 to September 15, 2016. A huge majority of this figure are ushers which accounts for 351,868 (96%) while the 15,948 which compose 4% of the drug personalities were identified as pushers.

Notably, 50% of them were located in the area of Davao del Sur Police Provincial Office (DSPPO) accounting for 183,908. A quarter (25%) were found in Davao Oriental

Police Provincial Office, 12% in Davao Occidental Police Provincial Office (DOCPPPO) while the remaining 12% were distributed to Davao del Norte Police Provincial Office (DNPPPO) at 6%, Davao City Police Office and Compostela Valley Police Provincial Office (CVPPPO) each with 3% each.

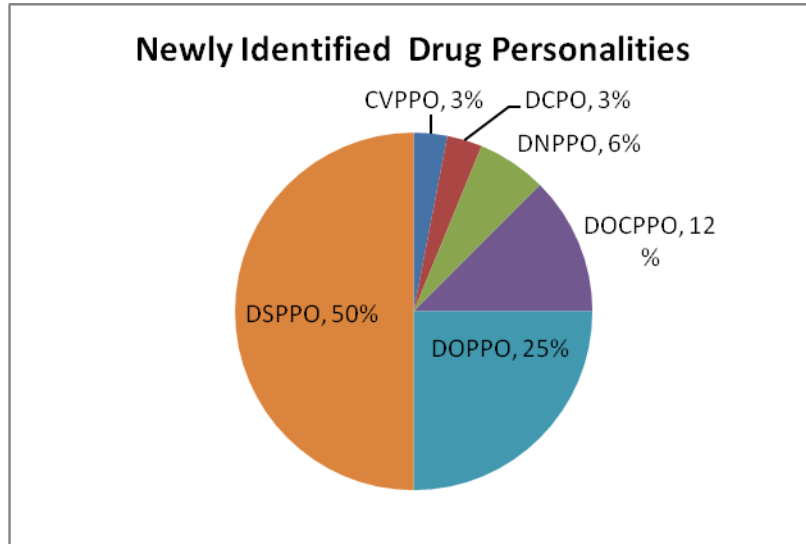


Figure 1 Drug personalities by province

Given the number of the drug personalities and the population of the defined police offices, the infestation rate can be extracted. Highest infestation rate was observed in Davao del Sur (21.2). Davao del Sur population in 2016 was reported to reach 632,588 people, and with 183,908 drug personalities making it the most infested province. This implies that for every 100 individuals in Davao del Sur, 29 of them are into drugs either as user or pusher.

Table 1

Drug infestation rate by Area of Operation of Police Office, PRO XI	
Police Office	infestation rate
CVPPPO	1.5
DCPO	0.7
DNPPPO	2.3
DOCPPPO	14.5
DOPPO	16.5
DSPPO	29.1
Regional Rate	10.76

Davao Oriental's drug infestation rate was reported at 16.5 which suggest that 4 in 22 individuals in the province are into drugs. Davao Occidental's at 14.5 which is suggestive that 8 in 50 individuals in Davao Occidental are into drugs.

Interestingly, if we are to combine the geographic contiguity of Davao del Sur and Davao Occidental for the purpose that territorial boundaries due to congressional definition may not have been concretize as yet, infestation rate would be as high as 43.6. If this is viewed in context of fluidity of transportation and sequential of occurrence due to proximity, drugs has swarmed already into the mainstream society in the said two provinces; 4 in 10 individuals are into drugs.

Meantime, Davao City had the lowest infestation rate at 0.7 followed by the Compostela Valley. In general, infestation rate in Davao Region was posted at 10.76.

Table 2 presents the house visits conducted by the various police offices. A total of 2441 house visits were conducted among those in the watchlist, while 3090 among the newly-identified drug personality group. DCPO posted the highest number of house visits (40%) followed by DNPPPO at far behind (21%). Police offices with least visits were recorded for DOCPPPO (2%).

By newly-identified, highest number of house visits was recorded by CVPPO (45%) and the DSPPO (40%) least visits were observed for DNPPPO (0.03%), followed by DOCPPPO (1%) and DOPPO (2%).

Taking as a whole, CVPPO accrue 31% of visits followed by DSPPO (28%) and DCPO (25%). Least house visits were observed in DOCPPPO taking only 2% of the total followed by the DOPPO. Recall that DOCPPPO and DOPPO were the second and third in terms of drug infestation rate.

Table 2
Distribution of house visits conducted by type of drug personality

Police Office	Watchlist	% to Watchlist	Newly Identified	% to Newly Id	Total	% to total
CVPPO	313	13	1383	45	1696	31
DCPO	984	40	387	13	1371	25
DNPPPO	507	21	1	0.03	508	9
DOCPPO	58	2	31	1	89	2
DOPPO	278	11	63	2	341	6
DSPPO	301	12	1225	40	1526	28
Sub-total/Total	2441	100	3090	100	5531	100

The intention of the visits is to convince the drug personalities to surrender. Given this, a total of 52,997 surrendered which is only 14% of the population of the drug personalities in the Region.

CVPPO posted the most impressive house visit; it was able to achieve 105% of surrender. This means that there are those into drugs who were not known to the police yet they decided to surrender. The DCPO achieved 80% surrender rate, or 8 in 10 drug personalities appeared before the police office, DNPPPO also posted higher than half surrender rate (64%).

However, lowest surrender rate was observed in DSPPO. Note that 50% of the drug personalities are found in Davao del Sur, house visit was also conducted yet they only convinced 4 in 100 drug personalities. DOCPPPO posted similar situation at 5% and 7% for the DOPPO.

It seems like Davao del Sur and Davao Occidental are two provinces needing focus by the Police Regional Office. The surrender rate and the drug personalities' location are pointing to a condition that these two places are the safe haven of those into drugs. The location of Davao del Sur is strategic. It is the passageway of the Cotabato and ARMM and SOCSARGEN.

Strategically speaking, if drugs cannot make it to Davao City, then better dispose it in areas where arrest is low and there is massive number of buyers. Then the market is high. Davao del Sur and Davao Occidental are contagious areas. Drug personalities can readily escape to the southern part while maintain market in the vast population of Davao del Sur. The 176,348 individuals in Davao del Sur and the 43,437 in Davao Occidental who did not surrender is a huge market.

Table 3
Rate of surrender per Police Office

Police Office	Drug personalities	Total surrendered	<i>% of surrender</i>
CVPPO	11108	11659	<i>105</i>
DCPO	11681	9308	<i>80</i>
DNPPPO	23162	15164	<i>65</i>
DOCPPO	45951	2514	<i>5</i>
DOPPO	92006	6792	<i>7</i>
DSPPO	183908	7560	<i>4</i>
Sub-total/Total	367816	52997	<i>14</i>

The house visits conducted by the police office yielded 16 surrenders. Lowest surrender rate was posted in DSPPO while the most effective visit was recorded in DNPPPO with 30 surrenders per house visit and in DOCPPPO with 28 surrenders per house visit. Again, Davao del Sur posted the lowest surrender rates.

Table 4
Per capita surrender per visit

Police Office	Average surrender per house visit
CVPPO	7
DCPO	7
DNPPPO	30
DOCPPO	28
DOPPO	20
DSPPO	5
Regional average	16

On this, it is good to compare the infestation rate and the surrender rate per house visit. The aim is to determine saturation rate. Saturation means that the police operations able to reach and cover the number of those involved in drugs.

Here, the rule is to have higher surrender rate than the infestation rate, given the fact that the drug problem is an exponential in form. It would best serve if the surrender rate is 10 times higher than the infestation rate. If it is assumed that one drug personality is related to 10 other more, then, surrender rate is expected to be 10 times higher than the infestation rate.

The 10 times rule is applicable in Davao del Norte (2.3) and Davao City (0.7), meantime, saturation is not evident in Davao Occidental and Davao Oriental. Surprisingly, Davao del Sur posted a very unique case. Its infestation rate is 6 times higher than the surrender rate.

The drug personalities in this province did not cringe over tokhang operations. The province seems like the terrain of the drug personalities themselves, it is their turf.

Table 5

Drug infestation rate and per capita surrender resulting from house visits		
Police Office	infestation rate	surrender per house visit
CVPPO	1.5	7
DCPO	0.7	7

DNPPO	2.3	30
DOCPPO	14.5	28
DOPPO	16.5	20
DSPPO	29.1	5
Regional Rate	10.76	16

Drug arrests were also determined. As presented in table 6, regional average on drug user arrests was recorded at 13 while 91 for the pushers. Most of the arrests of users were done in Davao City, Compostela Valley and in Davao Oriental. Low arrest rates were recorded in DNPPO. This is expected as the house visits initiated in Davao del Norte lead to high percentage of surrender.

Regional average of arrest of pushers was posted at 91 individuals; most of the arrests were done in Davao City and in Compostela Valley. These are the two police offices with low infestation rates. The arrests and the voluntary surrender of the drug personalities are effective in these places.

Davao del Sur came out to be the third with highest arrest of pushers. With low rate in user arrest and high incidence of pusher arrest, it may seem that police operations in this police office are bent on the pushers which leave the users enough reasons not to surrender.

Table 6

Distribution of arrested drug personalities per police office, PRO XI			
Police Office	User	Pusher	Total
CVPPO	25	113	138
DCPO	26	261	287
DNPPO	3	52	55
DOCPPO	1	11	12
DOPPO	16	31	47
DSPPO	7	76	83
Regional Average	13	91	104

Table 7 presents the number of killed drug personalities. In general, the region maintains 13.5% killed rate. This killed rate is much higher than the forecast deaths in a study conducted by Tamayo (2016)ⁱⁱ covering period of May to July 2016. However, killed rate for users is much lower. The regional rate for drug user being killed is only 0.83 with

incidences in Compostela Valley and Davao City. No record of death relating to drugs in Davao Occidental, while Davao Oriental and Davao del Sur posted 8 pushers killed.

Table 7
Distribution of drug personalities killed per police office, PRO XI

Police Office	User	Pusher	Total
CVPPO	4	16	20
DCPO	1	32	33
DNPPO	0	20	20
DOCPPO	0	0	0
DOPPO	0	4	4
DSPPO	0	4	4
Regional Average	0.833	12.7	13.5

A productivity measure was initiated to determine the quality of police operations and the outcome of such. The rule is to maintain an arrest ratio bigger than 1, and the killed ratio less than or equal to zero (0).

Table 8 presents the effectiveness of the police operations. On the whole arrest ratio is effective (<1.62) in the Police Regional Office, this is also true for the killed ratio (>0.17). However, the killed ratio be better reduced, while at the same time increase the arrest ratio.

Police operation is most effective in Davao Oriental (5.22), Davao Occidental (1.33), and Davao del Sur (1.11). This is indicative that the marginal productivity of the police operation is effective. A police operation in these areas would make highly effective impact in reducing drug infestations. Simply saying, the drug personalities are too many, and that there is only the need to carry out an operation and arrests them without much difficulty.

This is opposite in Davao City, Compostela Valley and Davao del Norte. They would need more time, more budget more personnel to make an effective drug-related operation. Finding and accosting drug suspects is becoming more difficult. If we are to translate this into social welfare, the areas have been converted into low-incidence-of-drug places.

Thus, the Regional Police Office needs to re-visit its Oplan Tokhang implementation with much focus on Davao del Sur and Davao Occidental operations. Davao del Oriental drug incidence is still high, and this is also true in Davao del Sur and Davao Occidental. These areas also possess unique political characteristics. The porous peace and security situation of these areas benefited the drug personalities.

Table 8
Ratio of police operations to type of outcome

Police Office	Arrest*	Killed
CVPPO	0.93	0.14
DCPO	0.18	0.02
DNPPO	0.95	0.34
DOCPPPO	1.33	0.00
DOPPO	5.22	0.44
DSPPO	1.11	0.05
Average	1.62	0.17

* decision criterion: > 1

** $1 < \text{killed} \leq 0$; if killed ratio is more than 1, operation is a haywire

Table 9 presents the evidence confiscated during police operations. From the figures presented, it may seem that the market for shabu is Davao City and Davao del Norte, while the market for marijuana is Davao del Sur. In fact, it may look like the concentration of marijuana market is in Davao del Sur, all other places are just fringe markets only.

Surprisingly, ecstasy was distributed in Davao del Sur. This has not found any market except in the mentioned province. The locational advantage of Davao del Sur may have played a significant role in the spread of ecstasy. It served as the download point for possible distribution in other areas. For one, the ecstasy may have not been produced in Davao del Sur but is someplace else like in Central and Northern Mindanao. If Davao City is the market for shabu, and ecstasy can be an alternative drug for Davao City. Davao del Sur instead serves as the “testing site market”.

Table 9
Confiscated evidence per Police Office

Police Office	Shabu (in grms)	Marijuana (in grms)	Ecstasy (in gm)
CVPPO	127	25	0
DCPO	578	144	0
DNPPO	244	315	0
DOCPPPO	4	40	0
DOPPO	12	83	0
DSPPO	20	636007	2
Total	985	636614	2

CONCLUDING REMARKS

On the light of the foregoing, OPLAN TOKHANG able to deliver impressive results in the first three months of implementation of the illegal drugs operation, from July to September 2016.

As a whole, infestation rate of the region was posted at 10.76, by province, highest rate was observed in Davao del Sur while the least was in Davao City.

By house visits, highest recorded visit of drug personalities was done in Compostela Valley, then in Davao del Sur, then in Davao City. Least house visits were observed in Davao Occidental and Davao Oriental. Of the house visits conducted, most effective was noted in Compostela Valley with very impressive surrender rates. Davao City came to be second highest and in Davao del Norte. House visits in Davao del Sur and Davao Occidental need to be improved, intensified in order to yield better results. Taking the regional average, a house visit yielded 16 surrenders. This could be used as a threshold in determining effectiveness of house visit-to-surrender ratio.

The saturation resulting from the house visit was done by comparing the infestation rate and the surrender rate. The rule is “the surrender rate must be 10 times higher than the infestation rate”, and if found higher than 10, the outcome is deemed better. Only two provincial offices able to meet this standard: Davao City and Davao del Norte. This is indicative of the saturation of the police operation relative to eradicating drug problem. Davao City is a market for shabu, and Compostela Valley and Davao del Norte are putting up police operations that reduced, if not eliminated drug activities.

The exact opposite occurs in Davao del Sur. The said province seemed like the transit point, a gateway of drugs from provinces known to be sources of narcotics. Instead of going to Davao City, it seems that the drugs were downloaded in this province, and in effect, infected its contagious province, the Davao Occidental. It may seem also that Davao del Sur’s narcotics is primarily marijuana, but has been becoming a market of various illegal drugs. It is only in Davao del Sur where ecstasy was found. This is only a proof of the nature of Davao del Sur, a laboratory market for illegal drugs. The real target market is Davao City.

RECOMMENDATIONS

On the light of the foregoing, the following are presented as recommendations:

1. Beef up police personnel in the Davao del Sur Provincial Office to carry out more anti-illegal drugs operations;
2. Intensify the anti-drug operations done in Davao City in order to eliminate potential of entry of illegal drugs from the proximate Davao del Sur;
3. Share and model the expertise developed by CVPPO, DNPPPO and DCPO in the implementation of the double barrel operations;
4. Intensify monitoring and surveillance, with the idea in mind, that the market of illegal drugs is Davao City. Given this information, it is highly possible that drugs may be coursed through not by land but through the waters (Davao Gulf) from Davao del Sur. Davao Occidental may be used as another transit point as well.

REFERENCES

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- ⁱⁱ Tamayo, A. (2016). Determining Statistical Pattern on the Drug-Related Killing in Philippines Using ARIMA and Poisson Techniques.