CHAPTER I
INTRODUCTION

This chapter provides a background, objective and the significance of the study. It also highlights the research questions and hypotheses that the study was founded upon. In addition, this chapter also explicates the theoretical and practical benefits that this study would serve including the scope and limitations of the research.

1.1 Background of the Study

The Philippines has been beset by the menacing problem of illicit drug trade and abuse. In 2015, the Philippine Dangerous Drugs Board estimated a total of 1.8 million drug users comprising 1.8% of the total population of the 100.98 million Filipinos (Dangerous Drug Board, 2015; Gavilan, 2016). The 2015 figure is seen to be higher than the 1.3 million drug users estimated in the year 2012 and the 1.7 million estimated in 2008 (Gavilan, 2016). The 2015 figure was taken through a nationwide survey, from a population ranging from 10 to 69 years old, which is the age group that comprises seventy-five percent of the total

population of the Philippines. On the 13th of July, 2017, in an interview with CNN Philippines, of the then chairman of the Dangerous Drug Board, Dionisio Santiago stood by his "guesstimate" that there are around 3 million drug users in the Philippines, thereby dismissing the 1.8 million figure (Cabato, 2017). According to Santiago, the former Chief of Philippine Drug Enforcement Agency from 2006 to 2011, this is a realistic guesstimate from the knowledge of what is existing on the ground (Cabato, 2017).

Consequent to the severity of the illicit drug trade, President Rodrigo Roa Duterte introduced the Anti-Drug Campaign to address the drug problem besetting the country. While campaigning for the Presidential position, Duterte has been described to be 'brash' with his promises to eradicate illegal drugs (Bautista, 2017). The President was also repeatedly quoted for his statement that, "the fight against criminality and illegal drugs and corruption will be relentless and sustained" under his administration (Cupin, 2016). Hence, on the same day that Duterte assumed the office as President, the Project Tokhang or

"Knock and Plead" was introduced. It is a strategy adopted from Davao City, the hometown of Duterte where he was the mayor for more than two decades (McKirdy, 2016). The Project Tokhang is a component of the Project Double Barrel and is what identifies the Philippine Drug War. The other component of the Project Double Barrel is the strategy targeting high-value targets such as those in government positions and government service that were reported to be involved in illegal drug trade (Mendoza et. al, 2016). Project Double Barrel as explained by the Philippine National Police chief Ronaldo "Bato" Dela Rosa on 29 June 2016 means (Cupin, 2016):

> *"One touch of the barrel, two triggers will be set off. There's a barrel that will target from above, the high-value targets. And there's a barrel that will target from below, the street-level personalities."*

The Philippine National Police (PNP) have recorded that in only less than 100 days (from July 1 to October 3, 2016), the total surrenders reached 732,149 while 22,415 arrests were made (Baysic et. al, 2016). This data reflects the first few months since the launching of the Project Double Barrel of the Duterte

Administration under the arm of the Philippine National Police (Commenced, July 1, 2016). Allegations of extrajudicial killings then emerged as controversies surrounding the vigilante killings amplified. Several scholars have described the turn of events subsequent to the launching of the Duterte's War on Drugs to be 'a spectacle of violence' (Reyes, 2016), a 'campaign of repression and executions' (Chapman and Babor, 2017), and quixotic (Bautista, 2017).

Despite the condemnations from the international community and the human rights groups, the Drug War thrived. One factor that is to be accounted for is the strong support of the public. It is worth noting that a policy alone could not possible achieve the intended impacts desired, as it would require 'a large number of people in different situations making decisions and taking actions in concert with policy objectives' (Schneider and Ingram, 1990). The Philippine War on Drugs, for one, could have been short-lived had it not garnered a wide acceptance and support from the Filipino masses as reflected in the satisfaction ratings of President Duterte and on a poll conducted by Pew

Research Center gauging the support of the Filipinos to the drug war. This support is backed by numbers, indicating that 78 percent of Filipinos support the Philippine drug war and approve of how President Duterte is handling the issue and a good 62 percent believe that the anti-drug campaign is making progress (Aquino, 2017). These figures were cited from a face-to-face survey conducted by Pew Research Center to 1,000 adult Filipinos.

The massively enjoyed support of the public has not only put in place the Drug War but has even driven its reinstatement after it was suspended by the President. Thus, how the society views the changes resultant to the outcome of the policy implementation is vital as it has a capacity to predict the policy's transition (Pierce et. al., 2014). However, the public support to a policy and on how it is implemented is poorly appreciated as a research focus and the 'motives behind public support is poorly understood' (Inglehart, 1995). Very few, if there are, researches were made that has centered on the factors of public support to a policy, most especially on the Philippine Drug War. This could

mean that public support may have been downgraded and un-appreciated in the analysis of the Philippine Drug War. Researches and polls focus only on narrow questions such as public perceptions but a deeper analysis of the extent as well as the factors behind public support is not explored yet. This emboldens the gap of introducing not only the importance of public support to a/the policy but also the factors that form this support. Responsive to this concern, this research intends to highlight the importance of people's support in the policy process. Specifically, the research delves into the individual's intention to support the Philippine War on Drugs and the factors behind this intended support. The chosen research setting is the City of Cebu, Philippines. Cebu City was chosen because it was declared by President Duterte to have the highest drug rate in the country thus intensified efforts to counter drugs are being undertaken in Cebu (Avila, 2018). President Duterte declared it to be the bedrock of illegal trading (Morallo, 2017). While the chosen population of where sample population were taken are the university students of selected universities in Philippines as it was

presented that there is a high prevalence of illicit drug use among university students (Yi et. al, 2017).

To theoretically anchor the research for the effective analysis of the intention of the students to support the 'War on Drugs' strategies of the Duterte Administration, the research extends the Theory of Planned Behavior by Ajzen (1991). The Theory of Planned behavior has components which predict the intention of an individual to adopt a technology, behave as predicted, or in this research, support policy strategies. The components which are further elaborated in the remaining parts of the paper are the following: Attitude, Subjective Norm, and Perceived Behavioral Control. Furthermore, this research extends the model by adding Political trust as a component that plays a role in attitude formation.

To add however, a more in-depth analysis of the public support to the 'War on drugs', the Spectrum of Public Participation developed by the International Association for Public Participation or IAP2 (2007) is employed to identify the

extent of the support that the university students are willing to do for the War on Drugs efforts of their respective governments.

Furthermore, the introduction of the Theory of Planned Behavior and it's combination with the Spectrum of Public Participation to policy sciences is not only be a breakthrough to the field but it would also pave way for public support to be analyzed in a deeper psychological lens. This link between psychology and public administration is the embodiment of the emerging research area of behavioral public administration. The success of the study could potentially direct the policy implementers and evaluators into how and where to target the strategies for changing behavior for wider adoption, acceptance, and support. Through the results of the study, the evaluation of citizen's sentiment, attitude and behavior to a policy and its strategies of implementation can be a key to understand the political concerns of the society concerning the Philippine Drug War.

1.2 Research Question:

Generally, this research examines the antecedents that are hypothesized to influence the formation of the citizen's intention to support to the War on drugs strategies of Philippines. To clearly state the questions:

1. To what extent is the influence of attitude, subjective norms and perceived behavioral control in forming the intent to support the 'War on Drugs' strategies of Philippines?

2. To what extent is the relationship of Political trust to the attitude and to the intent to support the strategies of War on Drugs?

3. To what extent is the intention to support from the citizens to the enforcement of the 'War on Drugs' Policies Strategies of Philippines?

1.3 Hypotheses

As clearly proposed by the Theory of Planned Behavior, this study is built upon the following hypotheses:

Hypothesis 1: Attitude positively affects the intent to support the 'War on Drugs' strategies

Hypothesis 2: Subjective norm positively affects the intent to support the 'War on Drugs' strategies.

Hypothesis 3: Perceived Behavioral control positively affects the intent to support the 'War on Drugs' strategies.

Hypothesis 4: Political trust positively affects the attitude towards the intent to support 'War on Drugs' strategies.

1.4 Objectives of the Study

This study aims to establish a link between the acceptance model (Theory of Planned Behavior), to the public's acceptance and support of the War on Drugs Strategies in Philippines. Also, this study targets at providing a comparison of the antecedents that form the intent to support the strategies of the War on Drugs

policies in order to identify the most focal variable that has the strongest relationship to intent-formation. In addition, this study also aims into extending the acceptance model by utilizing the Theory of Planned Behavior (Ajzen, 1991) in the analysis of behavioral intention to accept and support War on Drugs strategies as associated to the people's attitude with political trust as an additional antecedent, subjective norm, and perceived behavioral control. More to that, the study aims into identifying the extent of support that citizens are willing to partake in, to the enforcement of War on Drugs strategies in Philippines using International Association for Public Participation's Spectrum of Public Participation (2007).

1.5 Significance of the Study:

This study is generally of importance to the governmental sciences for this has re-established the importance of the social psychological study of the support of the people of Philippines to the War on Drugs strategies of their respective countries, as this has a potential to serve as guidance to policy makers and

implementers into enforcing interventions and policies that are in harmony with the citizens' attitude, values, and interest. It also explores the extent of the citizen's intent to support, in order to serve as an instrument for the government to determine how far the support and how engaged citizens intend to be, in the enforcement of War on Drugs.

This study is also monumental for this extends the Theory of Planned Behavior or TPB (Ajzen, 1991) combined with International Association for Public Participation's Spectrum of Public Participation (2007) into a Public Support Model which looks into how policies are not only accepted but supported by the people based on individual's intent. In other words, this research looks into the theoretical sufficiency of TPB combined with IAP2's spectrum of public participation and sees whether the theory fits with the attempt to study public support on the enforcement of 'War on Drugs' strategies.

This study is also significant to the future researchers for the study can potentially expand the existing body of work of

TPB researches into the field of public policy. This introduces a new vantage point for understanding the individual level of policy acceptance and public support and thus it introduces a new trend of scholarly policy research which looks into how the policy and its policy strategies are accepted and supported by the citizens other than the other types of evaluation researches in public administration

1.6 Benefits

Theoretical Benefits

The research is greatly beneficial to the field of government affairs and administration as this research offers and extension of the acceptance Theory of Planned Behavior which is not exhausted as a focus of research in the field. Particularly, this research is a contributory knowledge to the field of Behavioral Public Administration as this study is a matrimony of Public Administration and Psychology. The research does not only examine the suitability of the model to the field of policy-making and implementation but it also introduces new strategic

interventions on the part of the government in mainstreaming newly implemented policies. As an extension of the theory of Planned Behavior combined with IAP's Spectrum of Public Participation, the research, as far as the literature reviewed is concern, is a pioneering study in the public acceptance and support of the War on Drugs strategies in Philippines. Being a first in this current research focus, the Theory of Planned Behavior, however, have long been used in other policy acceptance and public support researches in other parts of the world and so adoption of this theory is not an error of judgment as this can be very helpful to the future researches in the field of public policy. While IAP's Spectrum of Public Participation has been an established model in the citizen participation field of research.

Practical Benefits

The research can practically benefit the implementing agencies, the citizens, the policy makers, and the future researchers. Through the results of the research the implementing

agencies could adjust and re-route their strategies for policy mainstreaming and improvement of strategies by looking into the constructs that form significantly the support of the citizens to the particular strategies of the War on Drugs Policy being implemented. The intervention can thus be based on the research results in order to successfully carry out the implementation and the acceptance process of the new policy strategy and for the implementation to obtain public support.

The research could also be of some practical benefit to the citizens, as this could identify how people generally accept and support policy strategies on the "War on Drugs" and why they don't. Through the results of the study, the evaluation of citizen's sentiment, attitude and behavior to a policy and its strategies of implementation can be a key to understand the political concerns of the society and to whether the problem is addressed by the policy and how such policy is carried out.

The research could also benefit the policy makers. The policy makers may focus solely on their own values, interests or

their party's pursuits and ideological call, however the policy makers bank on the support of the public to continue the political legitimacy and authority they enjoy. Thus, public opinion matters and so this research matters of great degree. The research highlights the acceptance and support of the public of the strategies of War on Drugs policies in an individual lens and when combined and analyzed in its totality the research paints the general acceptance and factors that forms acceptance and support of a specific policy strategies, in this case 'War on Drugs' strategies. It is then beneficial for the policy makers to listen and assess the feasibility of a policy implementation strategy in order to gauge the social acceptance of a policy decision. The research therefore offers not only an aid to the implementing agencies, and a magnifying glass to the citizens' sentiments but the research also offers a mechanism for public opinion assessment for the policy makers.

1.7 Scope and Limitations

This study only limits itself on the intentions of the respondents toward accepting or having the intention of supporting the War on Drugs strategies of their respective governments. This study does not concern itself with the effectiveness of the policy but on whether the strategies of how the policies are carried out are accepted and supported by the people and on what forms this acceptance and support; Political Trust (an antecedent of Attitude), Attitude, Subjective Norm, and Perceived Behavioral Control. This study also does not include personality, emotions, and level of knowledge in the factors that could possibly affect a person's acceptance and support. This study does not try or attempt to forward causality but it however analyzes the correlation. Also, The Theory of Planned behavior only allows for generalizability to a specific action (i.e. intent of supporting a policy) (Knabe, 2012). This means that this research will not generalize nor predict any other behavior other than the intent to supporting the 'War on Drugs' strategies of Philippines.

In terms of the research setting, the research was only conducted in one of the metro-cities in the Philippines, Cebu City. Particularly, the scope is narrowed into three of the universities in Cebu Philippines; University of San Carlos, University of the San Jose Recoletos, and Cebu Normal University.

The chapter provided a clear elucidation of what the research aims to answer, the potential benefits of the research, as well as the scope and limitations of the research. The next chapter would be a review of literature on topics relating to the Philippine War on Drugs, public support, and also relating to Theory of Planned Behavior and the Spectrum of Public Participation.