

HOW WILL TERRORISM IMPACT TOURIST-ORIENTED POLICING  
IN A LARGE URBAN AGENCY BY 2008?

A Project Presented to  
California Commission on  
Peace Officer Standards and Training

By

Lieutenant Craig Hunter  
Command College Class XXXIV

Sacramento, California

October 2003

## TABLE OF CONTENTS

TABLE OF CONTENTS .....	i
List of Tables and Charts.....	ii
Introduction .....	1
Statement of Issue .....	5
Environmental Scanning .....	6
Literature Review .....	8
CHAPTER TWO -FUTURES STUDY .....	14
Introduction .....	14
Nominal Group Technique .....	15
Description of Process.....	15
Trends Identified by the NGT .....	16
Events .....	20
Cross Impact Analysis .....	23
Alternative Scenarios .....	24
Status Quo Scenario .....	25
Pessimistic Scenario .....	25
Optimistic Scenario .....	26
Chapter Three .....	29
STRATEGIC PLAN.....	29
Introduction .....	29
Strategic Planning Process .....	30
External Assessment.....	33
Mission and Vision Statement .....	34
Develop Key Strategies .....	35
Introduction .....	38
Readiness Assessment.....	38
Establishing a Vision and Expressing Urgency .....	40
Implementation Issues .....	40
Training .....	41
Technology.....	41
Marketing.....	42
Funding .....	42
CONCLUSION.....	44
Appendix A: Nominal Group Technique Panel .....	I
Appendix B: List of Trends .....	II
Appendix C: List of Events .....	III
BIBLIOGRAPHY.....	IV
Endnotes .....	VIII

## List of Tables and Charts

		page
1	Research Methodology Flow Chart	17
2	NGT Flow Chart	18
3	Trend Table	30
4	Event Table	31
5	Cross Impact Analysis Table	34
6	Strategic Planning Diagram	41
7	Commitment Chart	46
8	Responsibility Chart	47

# CHAPTER ONE

## ISSUE IDENTIFICATION

### Introduction

Travel is as old as humankind. Ancient people not only traveled for survival, but also charted their courses in anticipation of discovery, trade, wealth and conquest. Through travel, people have gained a better understanding of their own culture and those of other people. Tourism in its highest form is a quest to fulfill dreams. It is an information-gathering process; it has the ability to inform and instruct--to teach about the civilization to which one belongs and about other civilizations that share this planet.

The tourism industry goes back more than 2,000 years. Rome was a big empire, and its people were literate and knowledgeable. Travelers were eager to see the great historic sites and the great conquerors. Traveling was slow: by foot, horse, or ship, with sailing limited to mid-March through mid-November. From today's point of view, it was no pleasure trip for travelers who did not bring their own slaves to carry luggage, cookware and food, and sometimes their masters. But Roman tourists, always eager for pleasure, enjoyed themselves.<sup>1</sup>

Vacation villas appeared during this time, around 200 A.D., on the bay of Naples. The resorts were reserved for the most privileged, with amenities such as glassed-in baths, ball courts, fancy fountains, heated swimming pools, and spectacular fishponds. Most of those features are offered today in modern resorts. But there was no streamlined progression from the Romans to today. A thousand years later, the big movement in tourism was the pilgrimage. As wealth poured into churches and monasteries, and as monks published

promotional literature to let the public know about miracles and holy relics, people were eager to share the benefits of pilgrimage. It was believed to offer the best remedy for any ailment and, as a means of expiation, to correct the moral infirmity of sinners.

By the 13th and 14th centuries, pilgrimages were a mass phenomenon, practicable and systematized, served by a growing industry of networks of charitable hospices and mass-produced indulgence handbooks. Popular destinations were Rome and the Holy Land. By the 15th century, the "tourism industry" offered all-in-one packages from Venice or the Holy Land, including passage, meals, inns, donkey rides, and bribes for the infidel.<sup>2</sup> Thousands of Europeans traveled, though preparations were extensive. Everything had to be prearranged, a will set up, and funds raised equal to a year's worth of income. The tours were impressive--featuring distinguished countries, cultures, food, fauna, and flora--and experienced by people who had seldom left their hometowns before. The returning travelers had to distribute souvenirs, make social calls, and share their experiences.

Tourism went on, influenced by lifestyle, and interrupted by war. Then, in the 18th century, upper class English took the popular Grand Tour, with Rome, Naples, Florence, Bologna, Venice, and Genoa as its cultural high spots.<sup>3</sup> Those interested explored darker corners; the Romantics went to remote and wilder heights. In the mid-19th century, came the inventor of the modern tourist industry, Thomas Cook. Previous travel agents had arranged itineraries to get clients to their destinations. Cook made the travel package the "destination." He chartered a train from Leicester to Loughborough and sold 560 tickets at reduced prices (he could do so because he himself had received a discounted rate). Passengers crowded into the open carriages to the sound of brass bands. This was the successful start of a decade of charter tours, first through England, then Europe.

Tourism then changed its face rapidly with the development of modern transportation. People made small tours and larger ones, not only by railway but also by car, ship, and plane. It was the time of famous achievements and well-known tragedies to remind people that travel was still adventure. Charles Lindbergh flew nonstop over the Atlantic. The Titanic, the most secure ship of its time, sank on its very first voyage, killing most of the passengers. The Graf zeppelin went up in flames on landing due to sabotage, and killed spectators as well as almost all its passengers.

World Wars I and II harshly interrupted the growth of tourism, with most people just having survival on their minds. That also proved Maslow's theory that culture can develop only if people feel secure.

With the start of the 1960's economic boom, mass tourism began again. Tourism developed steadily, growing 10 percent per year from 1960 until 1974, when it was worth \$29 billion per year, 6 percent of the total international trade.<sup>4</sup> The boom then set in with the deregulation of air travel. Flights were now affordable for the masses. By 1985 consumer services in the United States accounted for 50 percent of personal consumption expenditures, and tourism accounted for 20 percent, or \$269 billion.<sup>5</sup>

Now, some law enforcement agencies get to do their policing in one of those nice towns where everyone wants to visit. In the post 9-11 era of world terrorism, local law enforcement must consider how to keep visitors coming and how to make them feel safe when they arrive.

Over the past several years, police all over America have become aware of Community Oriented Policing philosophies, and most have a designated COP program in place. But, in the context of supporting community stakeholders, most resort destination communities have

yet to develop an enhanced level of COP known as Tourist Oriented Policing (TOP). For those cities that have had a TOP program in place, the rules of engagement changed dramatically on September 11, 2001.

The recent terrorist attacks in New York City and Washington, D.C., destroyed more than many thousands of lives and hundreds of millions of dollars in property value. The attacks also forced the travel industry and police departments in resort communities across America to deal with major changes in the way they conduct business and provide service. The changes began quietly, before September 11, 2001. However, the terrorist attacks, and the possibility of new attacks, have given the tourism industry and police departments a major wake-up call.

Tourist Oriented Policing is an expansion of the decades--old Community Oriented Policing philosophy. Tourist Oriented Policing (TOP) takes the problem solving strategies of COP and marries it to the varied stakeholders involved in tourism. How law enforcement operates in a resort area can greatly affect travel, theme parks and hoteliers, as well as other support businesses, tourists and local jobholders.

Tourist Oriented Policing was first defined by the Miami Metro-Dade Police Department as "a philosophy of policing based on the concept that specially trained police officers, working closely with business leaders, airport authorities, tourism support businesses and private citizens can help prevent or tremendously reduce the tourism problems related to crime, fear of crime, and the decay of the neighborhoods through which tourists frequently travel."<sup>6</sup>

Now, Tourist Oriented Policing programs can be found across America in many major resort destinations. Some of the larger programs are in the Las Vegas, Nevada, Police

Department; San Antonio, Texas, Police Department; New York City Police Department; Orlando, Florida, Police Department; San Diego, California, Police Department; the Honolulu, Hawaii, Police Department; and the Anaheim, California, Police Department.

Tourist Oriented Policing programs have seen great success in reducing crime and reducing tourist victimization. In one study, the Metro-Dade Police Department was able to reduce overall crime by 19% in a three-year period. More dramatically, tourist robberies were down 51%; vehicle thefts were down 64%; and burglaries were down 12%.<sup>7</sup>

Tourism needs protection for several reasons. First, it is big business. Almost 51 million international travelers visit the United States each year according to a report issued by the U.S. Department of Commerce's Tourism Industries Office. This number generates about \$21 billion in spending by international travelers on U.S. air carriers alone. In the United States, tourism provides 18 million total jobs, and over 100 million worldwide.<sup>8</sup> That's one of every eight working persons in America. Tourism is the third largest retail industry in America, totaling over 582 billion dollars in expenditures and 93 billion dollars in tax revenue for local, state, and federal governments. Without tourism, U.S. taxpayers would each have to contribute another \$906 dollars in taxes.<sup>9</sup> Financially, it is prudent to protect an investment and source of revenue.<sup>10</sup>

#### Statement of Issue

Although there are several communities in California and across America that have formal Tourist Oriented Policing programs, very little attention had been given to terrorism in American resort areas before September 11, 2001. Tourist Oriented Policing is a process of applying COP techniques to another segment of the community. The tourism community

consists of tourists and all other stakeholders who support them, such as hoteliers, restaurants, theme parks and other attractions.

Although there are TOP programs in agencies from small to large, this study will focus on large agencies, which, in most cases, would police larger tourist venues. Large agencies are defined as over 300 officers. The primary emphasis is how police departments in the future can better work with the tourism and travel industry, market venue safety, protect their city assets, and support visitors to their jurisdiction. The fundamental question of this project is: How will terrorism impact Tourist Oriented Policing in a large urban agency by 2008. Terrorism in this study is defined as the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. Impact on a department may be financially, through increased deployment cost, training and equipment costs. Or, it may be through loss of revenue due to a reduction in resort visitors. The year 2008 was selected as an appropriate five-year period that reliable futures research could support for realistic futures forecasts. A longer period may not allow for accurate projections due to increased uncertainty.

### Environmental Scanning

An analysis by the Rand Corporation indicates that international terrorism is increasing at a rate of 12-15% a year.<sup>11</sup> In the 1980s, the world experienced an average of 10 incidents of terrorist violence per week - assassinations, bombings, air hijackings, maimings, or attacks on facilities. The average now is nearly 10 a day. According to Risks International, terrorists struck 22,171 times from 1970 to 1985, killing 40,394 persons and wounding 24,588. Americans or their property were targeted in 14% of terrorist incidents.<sup>12</sup>

Prior to 1985, the impact of a terrorist act on travel tended to be felt for a period of a few months in the geographic region or nation in which the event took place and would then diminish. However, beginning in 1986, terrorism began to have a more lasting impact and a much wider geographic influence. In one nine-day period in 1986, the world witnessed: the crash of an Air India jumbo jet, in which 329 people were killed, believed to be caused by a bomb; the hijacking of a TWA flight from Athens; an explosion in baggage taken from a CP Air Boeing 747 in Tokyo; a bombing at the Frankfurt airport; and the hijacking of a Norwegian cruise liner.

With the rash of terrorist incidents in 1985, travel agencies reported an increase in terrorism-related inquiries and purchases of travel insurance. Overall, traveler concern seemed to be confined to areas associated with terrorism rather than travel per se. Moreover, significant portions of individuals were still willing to take the perceived risk because of the bargains available for overseas vacations.<sup>13</sup>

Experienced pleasure and business travelers were taking terrorism in stride. However, first-time travelers with greater apprehension of foreign travel began to avoid trips to Europe following the June 1985 barrage of terrorist activity. The continuance of terrorist activity in the second half of 1985, culminated with the December 27 attacks on the Rome and Vienna airports in which 20 were killed and 100 injured. This began to affect both seasoned vacation travelers and business travelers. Whereas 19% of U.S. travelers with reservations to Europe cancelled their plans following the events of June 1985, some 35% of Americans cancelled their reservations after the December airport attacks.<sup>14</sup> By April of 1986, a Gallup Poll conducted for Newsweek indicated that 79% of Americans, "if they had the opportunity to travel overseas this summer," would refuse it because of the threat of terrorism.<sup>15</sup>

The cumulative effects of terrorist incidents combined with steady media attention resulted in massive realignments of travel flows for the summer of 1986. No sector of the travel industry remained unaffected. Tourist boards, airlines, hotels, and tour and travel agents were all forced into responding to the situation. Travel agencies and tour operators were among the first groups to feel the impact of terrorism on their business.<sup>16</sup>

The threat of terrorism has been the major concern of the airline industry, affecting decisions on everything from fleet deployment to sales and promotion activities. Terrorism in the Middle East and Europe has also resulted in a major repositioning of cruise ships. Bookings on Mediterranean cruises have dropped substantially, requiring major cruise lines in that area to reposition their ships.<sup>17</sup>

#### Literature Review

Terrorism in resort destinations is not a new trend, and neither is terrorism against American targets. In the year 2000, there were 135 terrorist attacks on U.S. targets according to the United States Department of State.<sup>18</sup> Resort areas and theme parks fill two terrorist target objectives. First, it will create a severe economic hardship, and secondly, it will garner tremendous media coverage due to the number and make-up of the victims. Innocent children and other noncombatants would carry a strong, albeit warped, message.

Tourism is an attractive target for terrorists. It operates by wounding and killing innocent people, while at the same time causing a major disruption in the economic infrastructure. Terrorist attacks are broadcast all over the world. The results of an attack are impossible to hide and news footage is repeated over and over. Unlike more common crime trends, terrorism can have long lasting effects on a resort's reputation. Terrorist attacks in foreign resort destinations have occurred frequently over the past decade, costing

billions in lost revenue. Florida took several years and a loss of millions of dollars to recover from the publicity of robberies and murder of foreign tourists. Most recently, resorts across America have suffered from the terrorist attacks in New York City.

How could terrorism impact Tourist Policing in California resort cities? The United States plays host to over 52 million international visitors each year, and over 6 million of those come to California making it the most popular resort state in America.<sup>19</sup> As the number one travel destination in the United States, California annually generates more than \$75 billion in direct travel spending, directly supports jobs for more than one million Californians, and generates \$5 billion in direct state and local tax revenue. Tourism is California's third largest employer and fifth largest contributor to the gross state product. Domestic travel accounts for another 307 million visitors each year, giving California an almost 12% market share. The next closest state is Texas, with 6.5%.<sup>20</sup>

All of this has made many California destinations prime terrorist targets. It is no secret that seized Al-Quada intelligence items have revealed photos and video recordings of some of the most popular travel icons, including the Golden Gate Bridge in San Francisco, California, and Disneyland in Anaheim, California.

Hospitality industry periodicals have covered terrorism and other crimes even before September 11, 2001. In the past, however, the United States was not perceived as having regular terror attacks on its own soil. However, there had been problems for the tourist industry in other parts of the world. One study indicated that over 42% of travelers said they had ruled out at least one country for a vacation due to problems there. The countries included Spain, Egypt, and the United Kingdom.<sup>21</sup> These figures tend to support belief that negative press can significantly impact tourism.

In another study, "A Comprehensive Approach to Classifying Acts of Crime and Violence at Tourist Destinations," researchers attempted to measure the duration of the negative effect the criminal or terrorist incident had on tourism rates. This was then correlated to activities the area took to overcome the incident. Researchers found that a number of activities had positive effects on the level of tourist visits.<sup>22</sup>

What was clear from the research was that all the entities must work together. Lastly, successful recovery from a negative incident requires a "combination of information, dissemination, publicity, public relations, and marketing."<sup>23</sup> The most successful venues will have strong public relations and critical incident management plans in place before a major incident. Some examples of the prevention methods include:

- Improved laws to increase penalties associated with tourist crimes

- Creation of special police units trained to protect tourists

- Education and prevention methods for tourists

- Crime Prevention Through Environmental Design (CPTED)

- Safety and Security Training for tourism employees

- Installation of enhanced security devices

- Designing political solutions for international conflicts

- Signing of multilateral agreements for prevention of terrorism

The researchers also looked at the entities responsible for prevention of tourist related crimes. They identified seven distinct groups.

Law Enforcement

Local Community

Tourism Industry

Local businesses

Government

Tourists

The international community<sup>24</sup>

In one Newsweek article, it was reported that seventy percent of American travelers had referenced the Internet before making travel plans, and over twenty percent had made travel purchases on-line.<sup>25</sup> With the huge growth of the Internet worldwide, the marketing opportunities available to resort businesses and municipalities cannot be overlooked.

Law enforcement must also recognize the Internet as a marketing tool, as safety and security are the number one concern of tourists making travel plans.<sup>26</sup> According to the behaviorist Abraham Maslow and his pyramid model, people need to fulfill their needs on one level before continuing on to the next. Security needs have to be met before people will choose a destination for recreation or travel.

Tourism is an important source of revenue for many cities in hotel tax and sales tax. In Anaheim, California, bed tax accounts for nearly 29% off all revenue and sales tax is another 24%. (over 121 million annually)<sup>27</sup> Other resort destination cities are much the same and the efforts to lure visitors has inspired local governments to commit large sums of

money for capital improvements in their tourist areas. These investments create jobs and revenue, and preserving the tourism industry in this post 9-11 era cannot be overlooked.

According to Dr. Peter Tarlow, a nationally recognized expert on tourism, all of this has forced a paradigm shift.<sup>28</sup> Not unlike the changing paradigm of having police on school campuses, travelers no longer fear tourism security but demand it. In the past, businesses and travelers preferred that security be out of sight. Security concerns were seldom discussed in a public forum. It was thought that open discussion of threats to tourists would scare travelers. The common belief was that security was a necessary evil that one had to have, but that security added nothing to the business' bottom line. For this reason, tourism security and tourist oriented policing were rarely mentioned in marketing programs or publicized. Police or security professionals who spoke of acts of terrorism, bio-chemical attacks, and crime were seen as alarmist and asked to rephrase their warnings in ways that would be acceptable for public consumption.<sup>29</sup>

Prior to September 11, the public was beginning to change its views. Travelers and convention planners began choosing destinations because they were safe and secure. Tourism safety and security training became more common. Dr. Tarlow suggests that the new paradigm is based on the fact that tourism security and tourist oriented policing is now a major part of a location's marketing strategy.<sup>30</sup> For example, the 2002 Olympics in Salt Lake City incorporated into its marketing plans the idea that visitor security is its number one priority. Another example, airlines such as El Al, the Israeli airline that emphasizes security, are running full when other airlines across the Atlantic have been traveling at 60% capacity. Also, state and national tourism conferences are adding speeches about tourism security and its impact on marketing.

According to Anaheim Police Department organizational guidelines, Tourist Oriented Policing (TOP) is a process of applying COP techniques to another segment of the community. The tourism community consists of the tourists and all of the other stakeholders who support them, such as hoteliers, restaurants, theme parks and other attractions. Law enforcement must be aware that how it does its job greatly affects the number and types of tourists that may frequent the community, thereby affecting the city's revenue.<sup>31</sup>

The World Tourism Organization reports that the potential for growth in the travel industry is vast. Currently, less than 3.5 percent of world population takes part in international travel. It is estimated that this number could easily double in the next decade.

Based on the review of the literature, it is apparent that tourism is a critical component of revenue and overall economics. It is the number one trade in the world. It is also true that revenue associated with tourism will eventually be used, in part, to fund public safety. Hence, it is important that law enforcement recognize the overall impact of terrorism, not only in terms of the actual crime, but also in terms of prevention, planning, customer care and marketing safety and security. Tourist Oriented Policing is the philosophy and model best suited to deal with these realities. Recent terrorist events have complicated the traditional tourist oriented policing model, and, now more than ever, police in all resort destinations must begin to coordinate their efforts and strategies. What seems clear is that any domestic terrorist event, particularly in a resort destination, could have a devastating effect on resorts across America.

In the next chapter, futures research will be reviewed. This research was conducted on how terrorism might impact Tourist Oriented Policing in a large urban agency.

## CHAPTER TWO -FUTURES STUDY

### Introduction

Although futures forecasting is not an exact science, it is not without merit. Futures studies not only help people better understand the present, it also helps them to be more proactive, to be more creative in problem solving, and to take advantage of future opportunities.<sup>32</sup>

The characteristics of futures forecasting are also the characteristics and goals of successful leaders. The value of futures study is clear. It will help develop critical incident management strategies, safeguard valuable assets, provide a higher level of service and instill confidence in the police organization.

One of the first steps in futures forecasting is to understand the present. The previous section of environmental scanning and literature review clearly outline the current status of Tourist Oriented Policing and associated terrorist facts. In order to examine the issue, "How will terrorism impact Tourist Oriented Policing in a large urban agency by 2008," a research methodology was followed that included an initial research phase, a nominal group technique (NGT) panel (Chart 1) and alternative scenario writing. The focus of this paper is on how Tourist Oriented Policing programs, strategies and philosophies will be impacted by terrorism and how law enforcement might respond to the challenge.

## Nominal Group Technique

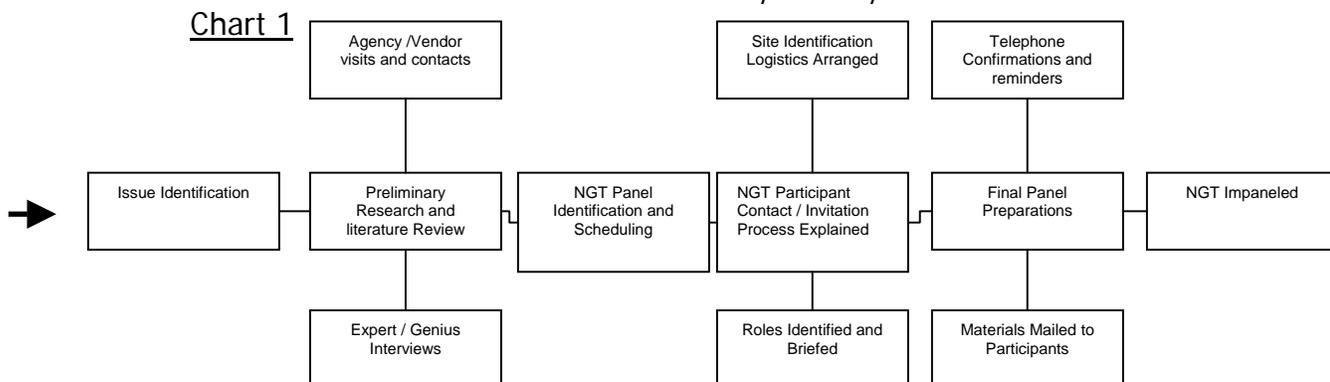
### Description of Process

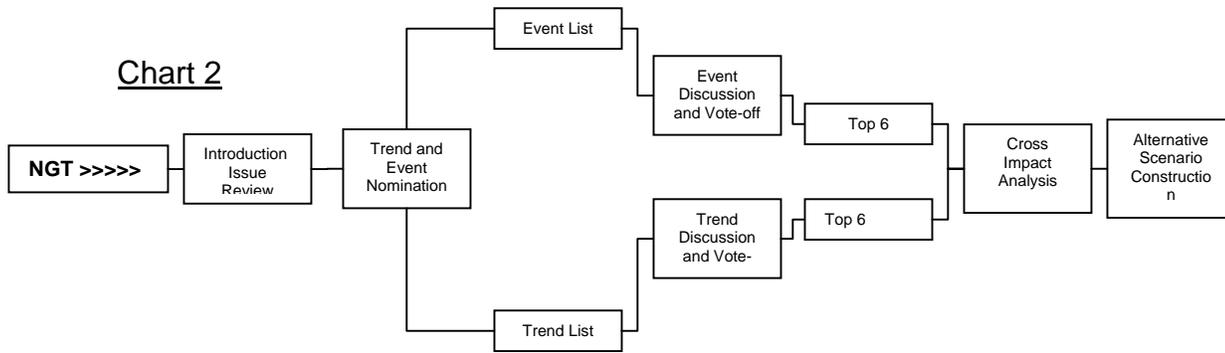
A Nominal Group Technique (NGT) was used as a tool to conduct futures research on the topic of Tourist Oriented Policing and how it might be impacted by terrorism. The panel represented a group of individuals from law enforcement and the tourism industry, including experts in tourist policing, hotel and theme park security, and convention planners (Appendix A).

The NGT is both a facilitated group discussion and a formal process designed to provide informed input on a specific issue or question, to generate ideas, and to aid in forecasting potential outcomes. The first step in the NGT process was to identify trends and events that may affect the issue then weigh their significance to the issue. The planner can then develop strategic plans to address the most probable trends and events that might affect the future of TOP.

Below is a flow chart which depicts the process of planning and implementing an NGT process. It covers the steps necessary from issue identification through the point that the members of the panel are brought together. Chart 2 is a flow chart which displays the actual NGT process.

Research Methodology Flow Chart  
*Nominal Group Technique Process*





The first step in the NGT process was to identify trends that might affect the future of Tourist Oriented Policing. A trend was defined as "a pattern of events with a past, present and future that can be quantified."<sup>33</sup> After developing a lengthy list of trends, the panel members were asked to choose the six, which, in their opinion, were the most related to the issue. From the entire list (Appendix B), six trends were selected as being the most important. The selections were voted on by each member and the six highest selections were chosen for further discussion. Each panel member was then asked to rate each trend on its level five years ago, five years from now, and ten years from now. Each trend received a "today" value of 100. Next, the panel rated their concern for each trend on a scale of 1-10, ten being the greatest concern. These results were then posted and are reported in Table 1.

#### Trends Identified by the NGT

##### Trend #1 - Development of Counter-Terrorism Technology

The panel believed that due to market demands, there would be greater development and access to counter-terror technology. Although this trend only dealt with the actual development of technology, access, either through collaboration with federal agencies or relaxed restrictions on purchasing advanced technology was clearly an associated thought. In short, technology development without the ability for local law enforcement use would reduce the possible positive impact of the technology. Some of the types of technology

discussed were biometrics, sensing equipment, fully integrated public and private surveillance systems, data share capabilities, and force protection.

### Trend #2 – Fear of Travel

The panel believed that fear of travel has risen greatly in the past five years, primarily due to the events such as those of September 11, 2001. There was consensus in the group that the fear would subside over the next five years and continue to subside through year ten. The comments in this area were that terrorist activities associated with travel would be reduced due to the current efforts to curb global terrorism. Many Americans, and much of the rest of the world, are afraid. Most panel members felt that since September 11, 2001, people have had a feeling that they were not safe anymore.

### Trend #3 – Budget Allocation to the Police Department

All panel members believed that allocations to police departments have remained constant (scaled for inflation) over the past five years. Most saw growth over the next five years and continuing at about the same rate through year ten. There was a great deal of discussion of this issue regarding budgets after another terrorist event. Would cities increase police funding to counter terrorism and provide high visibility coverage, or would they reduce budgets due to loss of tourism revenue? There was no consensus on this point.

Participants agreed that the tourism sector has never before experienced a crisis of this magnitude. The immensity of the attacks, the fact that the United States was the target and the uncertainty inherent in terrorism have all combined to put the plans of thousands of travelers on hold, which has an impact on tourism revenues.

#### Trend #4 – Media Exposure

This trend addresses the level of media exposure related to terrorism, particularly in resort destinations. A lot of media exposure deals with rumor and potential terrorist acts as opposed to actual events. This media-induced hype is not seen as particularly beneficial or prudent. The panel believed that media exposure has increased in the last five years and will continue to increase slightly (100-106) in the next five years.

#### Trend #5 – Public Acceptance of Higher Security Levels

Higher screening levels are now present in airports as well as train and shipping terminals throughout America. The public acceptance issues associated with new passenger screening technologies focus on the extent to which people are willing to tolerate the screening procedures. While a screening technology and its operator may function properly, the ultimate success of the procedure requires its acceptance by the people being screened. The term people does not refer to a homogeneous body but to a group that includes airline passengers, friends and relatives of passengers, flight crews, and airport and air carrier employees. Some people are exposed to screening infrequently, while others are screened more often. Thus, these two groups may react quite differently to the implementation of a new screening technology.

The concerns of people exposed to screening technologies can be expected to fall under four broad categories: health (exemplified by concerns about exposure to radiation), convenience, privacy (encompassing both possessions and the person's body) and comfort. Public acceptance of the passenger screening technologies will also depend on the extent to which they are viewed as successful in providing security and on the degree to which that security is seen as necessary.

## Trend #6 – Demands on Police Service

While the core mission of police departments—responding to emergencies and ensuring public safety—has not changed, panel members felt the September 11 attacks triggered a shift in policing priorities around the country. Many police departments are devoting increased resources to preparing for terrorist attacks and gathering intelligence to head off possible threats. In the event of a terrorist attack, police officers would be among the first emergency workers on the scene.

Since September 11, police departments have reviewed their respective community's resources and perceived vulnerabilities and made some changes, such as strengthening liaisons with federal, state, and local agencies, including fire departments and other police departments. Others have begun to refine their training and emergency response plans to address terrorist threats, including attacks with weapons of mass destruction. Force protection training and equipment procural for first responders is moving forward at a rapid pace. Labor costs in potential target venues and at selected special events have forced local law enforcement to look towards the federal government for grant or appropriation monies.

Table 1: Trend Summary

Trend	-5 yrs	Today	+5yrs	10yrs	Impact
Development of Counter-terror Technology	50	100	200	300	+8
Fear of Travel	40	100	90	75	-5
Police Budgets	100	100	100	100	-5
Media Exposure	75	100	130	150	-4
Acceptance of higher Security levels	50	100	150	150	+6
Demands on Police Service	80	100	120	150	-3

## Events

The NGT panel was also used to forecast events. An event is defined as a distinct occurrence having a significant impact on tourist oriented policing. The event must easily be determined to take place within a specific period. The panel brainstormed a list of events and then, by vote, selected the six events that would have the greatest possible impact on TOP. A complete list of all events is listed in Appendix C.

The panel members were asked to rate the first year the event might occur, and then the probability that the event would occur in five years and then ten years. Lastly, they were asked to determine the impact of the event on a scale of one to ten, with ten being the greatest impact. The events were also rated on whether they would have a positive or negative impact on TOP. The scores are listed in the Event Summary Table (Table 2).

Event 1: The panel felt that any terrorist incident in a U.S. tourist venue would have a devastating negative impact throughout the nation. It would not only stop visitors to our locations, but would also dissuade Americans from traveling abroad. The panel believed that a terrorist event could occur at any time and there was belief that an event would occur in the next five years.

Event 2: Panelists felt that a severe economic depression (independent of a terrorist cause) could have a negative impact on a city's ability to fund an enhanced level of TOP. In addition, hard economic times, it was felt, would lead to higher crime rates, lower tourism and strained deployment. Most panel members felt the economy would remain healthy,

however there was a definite chance of a severe economic depression within the next five to ten years.

Event 3: Panelists believed that the likelihood of the military becoming involved in domestic law enforcement was unlikely, albeit possible, particularly in travel terminals and in response to domestic terrorism. The panel felt this event would have an overall negative impact due to the public's uneasiness with armed military personnel in public areas.

Event 4: The panel felt that the catastrophic failure of the Mid-East peace process would have a very negative impact on TOP. A catastrophic failure was discussed to be an event, which led to a rapid and violent escalation in terrorist attacks and/or an outbreak of war involving Israel and other Arab nations.

Event 5: The closure of the U.S. borders to immigration was considered to be a positive event in the context of counter-terrorism. The panel did not discuss any political or economic issues related to a closure. The primary thought was that the closure would aid the United States in its efforts to thwart terrorism. Panel members believed that if terrorism continued to escalate, then the likelihood of a closure would be greater.

Event 6: The panel discussed the development of DNA national identification cards as one way to curb terrorism. Although there are social and political issues involved in such a program, most panel members believed it to be inevitable. It is seen as having a positive impact in terms of counter-terror strategies.

Events can be of a positive or negative nature. Identifying potential events can be important to a law enforcement leader, because it can enable the leader to assist an event to happen if it is positive or work towards avoiding the event if it is negative. Of the six events selected by the panel for closer investigation, three were in the 8-10 range.

Table 2: Event Summary

Events	Year > 0	+5	+10	-/+	Impact
1	1	100	100	-	10
2	1	30	60	-	6
3	5	5	10	-	2
4	1	50	80	-	9
5	5	40	75	+	5
6	5	40	80	+	8

Events selected for study:

1. Terrorist incident at a U.S. resort destination
2. Dramatic economic depression
3. Military begins domestic law enforcement role
4. Catastrophic failure of the Mid-East peace process
5. Closure of US borders to immigration
6. DNA-based National ID cards

Event 1, a terrorist event at a U.S. resort destination and event 4, a catastrophic failure of the mid-east peace process will have a negative impact on tourist oriented policing strategies. This is primarily due to an increase in fear of travel, higher demands on police deployment, and a significant reduction in revenue.

Event 6: development of a DNA based national ID card would have a positive impact on tourist oriented policing strategies, because to would allow law enforcement to be more efficient in tracking and identifying known or suspected terrorists. It could also have a

preventative effect. Once terrorists became aware of the stricter guidelines, it is believed they would be less likely to attempt entry into the country.

In the case of negative events, police leaders can work to prevent or at least prepare a community to deal with the impact. Such would be the case with a natural disaster or a terrorist event. Other events, such as the Mid-East peace process may be wholly outside local influence, however, crisis management plans for local impact can still be put in place. Pre-planning a response, recovery and media strategy can significantly reduce the long-term impacts of a negative event and instill confidence in the local law enforcement agency.

### Cross Impact Analysis

Trends and events do not occur in a vacuum and there is a cause and effect relationship between many events and trends. To better understand their relationship, a Cross-Impact Analysis was conducted between the most significant trends and events identified by the NGT panel. The author prepared the Cross-Impact Analysis with input from two NGT panel members.

The Cross-Impact Analysis is a numerical estimation, between -5 to +5, of the impact of an event on a trend. Stated as an if/then question, such as "If there is an incident of terrorism at a U.S. resort destination (Event 1), then what changes would occur regarding a person's fear of travel (Trend 2)? It was this viewpoint that the author looked at how certain events may be caused or altered in order to alter a trend. It was with this viewpoint that the author looked at how certain events may be caused or inhibited in order to alter at trend. The scores were averaged and then posted in the following table (Table 5).

Table 5 – Cross Impact

<b>Trends</b> >	<b>1.</b> <b>Counter- Terrorism Tech.</b>	<b>2.</b> <b>Fear of Travel</b>	<b>3.</b> <b>Police Budgets</b>	<b>4.</b> <b>Media Exposure</b>	<b>5.</b> <b>Security Levels</b>	<b>6.</b> <b>Demands on Police Service</b>
<b>1</b>	+5	-5	-3	-5	+5	-4
<b>2</b>	-2	0	-4	0	0	-2
<b>3</b>	+5	+1	+1	-1	+3	+1
<b>4</b>	+2	-2	0	0	+1	-1
<b>5</b>	+3	+2	+2	0	+1	+1
<b>6</b>	+2	+3	+2	0	+4	+3

1. Terrorist incident at a US resort Destination
2. Dramatic Economic Depression
3. Military begins Domestic Law enforcement Role
4. Catastrophic Failure of the Mid-East Peace Process
5. Closure of US Borders to immigration (legal and illegal)
6. National ID Cards (DNA based)

The cross-impact analysis indicates that at least one event could have both a positive and negative effect on tourism and TOP. For instance, although a terrorist incident would have very negative effects (economy/fear), it might also instigate a higher tolerance for increased security levels and increase a commitment to technology investments. Two other events are mostly positive. It also shows that law enforcement and local government must plan ahead to mitigate the most negative events, such as terrorist incidents.

#### Alternative Scenarios

The findings from the cross impact analysis help set the stage for constructing three potential future scenarios. Although fictional in nature, the following accounts are based on

the data generated by this research effort and are categorized into three themes. These three themes, or scenarios, are a status quo, a pessimistic, and an optimistic. They are intended to generate further consideration as to the interplay of terrorism and tourism. It can also assist the planning process in an effort to shape the future. In essence, it may be possible to shape a desired future, or avoid a negative one.

#### Status Quo Scenario

It is the year 2008. The war on terrorism is in full swing on American soil. The cost of fighting the war, and the related impact on the nation's economy, has placed an insurmountable burden on state and local governments. Tourist Town USA is no exception. Their large theme park, the city's primary economic engine, is listed as number five on the Attorney General's list of potential terror targets. The once popular and effective Tourist Oriented Policing unit has been disbanded due to severe budget cuts, and communications with the tourism stakeholders has come to a stop. Although the local police department attempts to deploy high visibility uniformed officers in the resort area, they cannot be everywhere at once and money for surveillance technology is just not available. To add to the problem, political leaders have been unable to successfully pass any valuable counter-terror legislation, which law enforcement sees as desperately needed.

#### Pessimistic Scenario

It is the year 2008. Smolderville, USA, once a popular resort destination, has been suffering financially due to a drop in tourist-related dollars. The city and the police department have not maintained their Tourist Oriented Policing program due to the budget issues and have not become involved in the marketing aspect of selling their venue. In addition, officers are poorly trained and poorly equipped to handle any type of terrorist

incident, even though intelligence sources have shown that resort areas are prime terrorism targets. This has had a negative impact on morale, as the officers feel that they are not valued. In the local hotels and motels, suspicious guests go unnoticed by the police because there is no information exchange in place. Terrorists have noted the lack of coordinated effort and low police presence and have planned to make Smolderville resemble its name.

### Optimistic Scenario

It is the year 2005. Tourist Town USA is the economic center in a large urban area. The local police and resort businesses have been working together for many years, sharing crime information, best practices and crime prevention strategies. Due to current world events, many counter-terror programs are in place, including critical incident management plans, safe havens, and high technology screening devices. The entire resort area is under constant video surveillance and a local area network connects most of the larger properties so that information can be exchanged in real time. Because the resort area is such a large economic engine in the area, little cost was spared to develop programs, train police and security personnel and put in place the latest in counter-terror technologies.

As a passenger entering the monorail terminal at central transportation hub swipes his fare card through the turnstile reader, a computer in the bowels of the mass transit authority takes note. A suspicious pattern of movements has triggered the computer's curiosity. The giveaway is a microchip in the new digital fare cards, derived from the national electronic ID cards carried by everyone. It allows the transportation authority to keep tabs on who rides the system, and when and where they get on and off. The commuter steps through the turnstile and is scanned by the radiation portal. The meters barely flicker, registering less

than one on a scale of one to nine, the equivalent of a few micro roentgens an hour, nowhere near the 3,800 readout that triggers evacuation sirens.

Video cameras follow the commuter's progress to the platform, where he reads a newspaper, standing next to an old utility room that contains gas masks. Police in this resort community already have them as part of their standard-issue gear. Sensors test the air around him for the presence of chemical agents like sarin and mustard gases. The commuter finishes reading his newspaper, but there is no place to throw it away because all trash cans have been removed, as they have been used in the past to plant bombs. Monitors in the terminal show the commuter boarding one of the monorail cars, which have been reconfigured to drop oxygen masks from the ceiling in the event of a chemical attack, much like jetliners during decompression. The commuter, now the surveillance subject, gets off at the theme park stop. As he rides the escalator up, a camera positioned overhead zooms in for a close-up of him. This image, which will be used to confirm his identity, travels through fiber-optic cables to the Joint Operations Command Center at police headquarters. There, a computer scans his facial features, breaks them down into three-dimensional plots and compares them with a databank of criminal mug shots and people on watch lists.

Almost instantly, the software verifies the subject's identity and forwards the information to authorities. As the subject enters the buffer zone surrounding the theme park entrance, uniformed officers contact him. Technicians manning the Command Center probably wouldn't know why the subject is on a surveillance list, or whether he should even be on it in the first place. That would be classified, as most aspects of the government's counter-terrorist calculations are. Nonetheless, the subject is contacted and taken to a secured interview facility. He is asked a series of questions regarding his visit to the theme

park. He knows better than to question the cause of the detention. The recently enhanced Foreign Intelligence Surveillance Act has been well publicized and this fellow knows what it is all about.

"Who are you here to meet?" "What is their address?" "Do you have any maps with you?" "Did you rent a car?" "Do you have a copy of your hotel bill?" "Can we see your national ID card?" "Are you always this nervous?"

A search of his belongings reveals a suspicious container. It is taken to the monitor room where specialized "sniffers" detect biological agents. This is one bad guy wrapped up, and nobody gets hurt.

Several of the other passengers who rode in on the monorail have already passed through the turnstiles and are enjoying themselves in the park. At the turnstiles, they produced the biometric annual passes, which identified them as "trusted" guests. Trusted travelers are those who have submitted to background checks and are issued a smart card encoded with the pattern of their iris. When they want to pass through security, a scanner checks their eyes and verifies their identities, and they are off. The whole process takes 20 seconds. "We have quite a bit of information on our frequent guests, so we know they are not a security risk," says the Security Chief. The technology frees up security personnel to focus their efforts on everybody else.

The scenarios give an example of what positive effects an enhanced TOP Program can have on a community and a worst-case scenario if TOP is not modified to meet changing demands. In the next chapter, the development of a strategic plan will be discussed.

Chapter Three  
STRATEGIC PLAN  
Introduction

Strategic planning is the first stage of implementing proposed changes. In this case, that would be implementing new strategies and techniques that would reduce the impact of terrorist activities on a Tourist Oriented Policing program.

The first step is to define the desired future; a vision of the most acceptable future. It would seem obvious that the future success of cities and towns that are dependant on tourism would require the ability to continue attracting visitors to their destination and possibly develop long-term relationships for future visits. Only in the past few years has law enforcement moved from being just a major budget expense to the revenue side of the equation. Tourist Oriented Policing can help to increase tourism-related revenue through partnerships and marketing strategies. If revenues increase, then it is possible that the resources available to law enforcement may also improve, which means better equipment, staffing, and more discretionary spending. Not unlike traditional COP programs, TOP can also improve the department's standing in the tourist community.

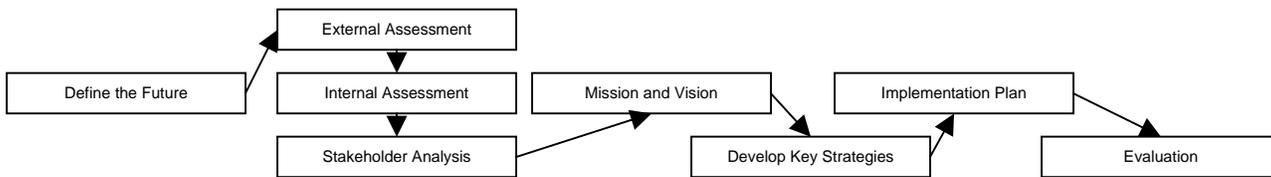
Resort communities around the world are in competition for tourism dollars and law enforcement can be a critical component in retaining the city's market share. Therefore, the desired future is to provide an enhanced level of TOP, with strategies to deal with terrorist activities and to market venue safety. Further, to protect and increase the revenues flowing to the government agencies, by providing a better quality of visit and a safe location.

Once a desired future is identified, it is important to conduct an internal, external and stakeholder assessment. The mission and vision of an existing TOP program would not necessarily need to be changed. Essentially, the plan would be an add-on with newly developed strategies and a written plan for implementation. Lastly, an evaluation methodology should be developed and baseline data collected.<sup>34</sup>

In the context of this project, the future may be defined as enhancing and re-tooling Tourist Oriented Policing to include counter-terrorism strategies. The vision is to maintain and/or create a safe and quality experience for all visitors and to maintain a positive reputation in the travel community. This will help to ensure continued revenues in the form of sales and bed tax.

### Strategic Planning Process

Chart 3: Strategic Planning Diagram



In order to further explain the strategic planning process, a hypothetical model agency will be used. The objective of the strategic plan is to enhance an existing TOP program, which will allow the department to respond more efficiently and effectively to the impact of terrorism.

#### Swelltown USA

The Swelltown Police Department is an agency with approximately 400 officers and policies a town of 330,00 full-time residents. It has a large tourist and convention component along with two professional sport franchises. All of this adds 30 million annual

visitors to the city. Due to recent expansion of the resort area, the department implemented a Tourist Oriented Policing program, which included uniformed officers, detectives, crime prevention specialists, civilian volunteers (resort ambassadors) and a tourist victim advocacy program. Department representatives meet regularly with their counterparts in the hospitality, convention and entertainment industry. Subsequent to the terrorists attacks of September 11<sup>th</sup>, however, the venue has been seen as vulnerable to attack and its main theme park is thought to be a highly desirable target.

To assist with the developments of a strategic plan, the department would need to analyze their current situation. One particularly effective tool for the process is S.W.O.T. SWOT is an acronym for a situational analysis tool. It looks internally at the organization for strengths and weaknesses and then looks externally at opportunities and threats. The following is a SWOT assessment of the model agency.

#### Internal Assessment

The internal assessment of the law enforcement agency should include an evaluation of the existing TOP culture and philosophy and an overall threat assessment for the venue. Strong partnerships with open lines of communication and trust relationships must exist. Secondly, the tactical and intelligence component of the organization must also be evaluated before a final plan can be developed and mission parameters implemented. Alternative funding sources should be explored, as counter-terror activities often require higher levels of labor hours.

In Swelltown, the following is true.

### Strengths

- The department currently has a healthy TOP program in place
  - Civilian Volunteers
  - Victim Advocacy
  - Open communications with stakeholders
  - Specialized officers and detectives
  - Crime prevention strategies related to CPTED
- The Chief of Police and the City Manager support enhanced TOP
- Existing Homeland Security detail

### Weaknesses

- Lack of equipment for counter-terror activities
  - Force protection
  - Surveillance
  - Interoperability of existing assets
  - Sensing devices
- Lack of an up to date CAD/RMS system
- Lack of counter-terror training
  - Force protection
  - Profiling/indentification
- Budgetary constraints on deployment of officers

## External Assessment

The external assessment includes the desire of the community to promote safe and quality travel and tourism. Community in this context includes travel industry stakeholders, tourists, and ancillary businesses associated with the travel and hospitality industries. It would also include local citizens who also benefit from a healthy tourism industry.

### Opportunities

- The hospitality community is supportive of TOP, however, there is a lack of a sense of urgency with some stakeholders regarding counter-terror enhancements.
- The department and the hospitality enjoy a strong working relationship.
- Both the department and the private sector are suffering budget issues, which could serve to facilitate a merger of human and/or technological assets, or prompt interoperability of assets.
- Because the venue feels vulnerable, they may be acceptable to the idea of public safety fees or assessments. (per ticket, per room, etc.)

### Threats

- The venue is vulnerable to terrorist attack
- The venue is an attractive terrorist target
- There is low funding due to poor revenues and weak state budget.

## Stakeholder Analysis

The internal and external assessment will help to identify the critical stakeholders in the implementation process. Stakeholders are persons, businesses, or organizations who have vested interest in the success of the resort venue. One tool to help identify willing stakeholders is the Commitment Chart (see next chapter for example). Stakeholders in this plan would include police employees, including TOP officers, Tactical Officers, Intelligence Officers, and supervisors up to the Chief or Sheriff of the venue. Other stakeholders would include hoteliers, hospitality industry, associated retail businesses, local citizens, city fathers and the tourists. The analysis must include an assessment of the willingness or ability to make the desired changes.

## Mission and Vision Statement

For the purposes of this paper, it is assumed that the organization already has a TOP program in place. Older TOP models must be enhanced to meet the changing demands brought about by terrorism. The development of a strategic plan to enhance TOP could call for the development of a new mission and vision statement. The mission and vision can be in addition to an existing department mission and vision statement. The vision for this project is, "to provide a safe and quality experience for all visitors and to maintain a positive reputation in the travel community." By working with those charged with implementing and carrying out the plan, the development of the mission and vision statement can help to gain buy-in. Forming a team for this task can greatly increase to potential for success.

### Develop Key Strategies

Key strategies can be developed after an organization has identified its strengths and weaknesses and understands what threats and opportunities are present. Potential strengths and weakness include training, equipment, problem solving skills, and business / law enforcement / citizen partnerships. Examples might be expertise in Crime Prevention Through Environmental Design (CPTED), expertise in technological issues, an existing volunteer program in the resort area, and the strength of relationships with the hospitality industry, visitors bureau, and Chamber of Commerce.

Key strategies could be directed to three primary areas of concern. Examples might include:

#### Prevention Strategies

- Enhanced technology – would include the coordinated use of surveillance equipment, such as audio, videos, sensing devices, databases, biometrics and so forth.
- Training – Training should force protection, terrorism awareness, practical exercises and table-top scenarios including important allied agencies and stakeholders.
- Coordination of effort and information exchange- would include the efficient exchange of information between government agencies as well as stakeholders in the tourist community
- Funding sources for enhanced deployment – Sources would include state and federal grants, shifts in general fund monies and possibly a tourist based funding source similar to the security charges on airline tickets.

## Response Strategies

- Crisis Management Plans – A clearly defined crisis management plan would include all available assets and also coordination with the hospitality and entertainment venues. It should outline command and control, areas of responsibility, assets available and media relations.
- Force Protection – As first responders, force protection is a primary concern. Training, equipment and strategies for deployment must be obtain or developed.

## Marketing Strategies (safety and security)

- Internet advertisements – A successful TOP program must advertise their existence. This can be done through department web sites, travel industry periodicals and news releases.
- Participation in conventional/events sales meetings – Another way to promote safety and security is by participating in sales meetings with convention or meeting planners. Not only does this help sell the venue, it also allows an immediate threat assessment to take place rather than finding out about an event after contracts are signed or budgets or settled.
- Tourist Advocacy programs – A strong tourist advocacy program allows a venue to assist travelers in ways which would not normally be possible. It can provide services and contacts from victims of crime and is a strong marketing tool.
- High visibility volunteer and police presence – In as much as safety and security are the primary concerns of travelers throughout the world, a highly

visible police force as well a clearly identifiable volunteers or resort ambassador lend a friendly face in an unknown territory. The more eyes and ears available in the area also have a deterrent affect.

Implementing change in an organization is a topic that ca take up several shelves in the local bookstore. In general, however, leaders must understand the change process and select a route that is appropriate for the circumstance. Implementation of the leader's plan is the topic of Chapter Four, Transition Management.

## CHAPTER FOUR

### TRANSITION MANAGEMENT

#### Introduction

Transition management is the process of implementing a strategic plan. The organization's ability to implement the plan will be based on its readiness and capacity to exercise the needed skills. Frequently, organizations will utilize two methods in order to examine their readiness. The two instruments are a commitment chart and a responsibility chart. Both will be discussed later in this chapter.

#### Readiness Assessment

Part of the readiness assessment involves department personnel. Are they adequately trained? Are they adequately equipped? Do they embrace the change? Once again, the author has assumed the existence of a TOP program in the jurisdiction. However, new skills and strategies are now needed due to the impact of global terrorism. Once a readiness assessment is complete, the leader must determine what is sometimes referred to as the critical mass. That is, who are the fewest, most critical players needed to move the project forward. Once these key players are identified, it is helpful to determine their level of commitment.

#### Commitment Charting

One method of determining the commitment of department personnel and stakeholders is the commitment chart. Once the key players have been identified, their levels of commitment can be scored (Table 7). It is important to identify where each key player stands on the particular issue and where they must move in order to get the project implemented. It may be necessary to take time at this stage to gain support or provide

further information to specific players. Once this is complete, it will become clear what areas need intervention in order to move a particular key player to the minimum level of commitment needed. Common types of intervention include:

- Reward System
- Role Modeling
- Education
- Problem Identification
- “Forced Collaboration”

The following chart represents an example of a possible level of commitment to enhance TOP strategies.

Table 7: Commitment Chart

Key Players Stakeholders	No Commitment	Let it Happen	Help it Happen	Make it Happen
Police Employees	X		→ O	
Front-line Supervisors	X		→	O
Police Mid-Managers		X		O
Police Exec-Managers		X	→ O	
Chief			X	→ O
City Manager			X	→ O
City Council		X	→ O	
Retail Businesses		X	→ O	
Hospitality Businesses		X	→ O	
Tourists		X	→ O	
Residents	X		→ O	

**X**= current, **O**=minimal needed

## Responsibility Charting

Responsibility charting is a great way to graphically see the specific groups that require strategic intervention for the success of a change in a TOP program. The chart is helpful because it can visually depict role relationships, which ultimately will reduce ambiguity, wasted energy and adverse reactions.<sup>35</sup>

The first step in developing a responsibility chart is to assemble a list of stakeholders or other players and then to list the important steps or decisions that must be made. Once this matrix is assembled, it can be charted to show the required behavior from each player.

After identifying the stakeholders, key players and actors involved in the required change and identifying the responsibilities for accomplishing the change, a team can move past the planning stage to the implementation stage.

### Establishing a Vision and Expressing Urgency

Because this paper assumes an existing TOP program, there is no need to discuss a mission statement. In this case, the leader must create a sense that the existing program no longer meets the needs of the department and the community because the work around it has changed. Although the TOP philosophy may not change, the strategies, techniques and required resources will be a major issue. The urgency may be the safety of first responders and all stakeholders, it may be the need for long-term financial support for equipment and labor, or it may be to protection of a valuable revenue-generating asset.

### Implementation Issues

The successful leader will implement quality training, which will both inform and protect the employees. Showing support for their well-being will help gain support for the

overall strategies. Employees need to understand the symbiotic relationship in tourist communities and at the same time, they must feel safe in their work environment.

Stakeholders in the hospitality industry and entertainment industry may be the hardest sell. Technology and enhanced levels of security or police are costly items in a "for profit" endeavor. Crisis management planning should already be a part of an existing TOP program; however, new terror-related scenarios must be discussed and exercises performed. A plausible "what if" scenario would seem to be the best method of creating the needed sense of urgency.

### Training

As much as possible, key players must be informed of new threats, strategies and goals of terrorism. Training would include counter-terror strategies, response protocols, and implementation of developing technologies. Some key areas might include:

- Newer CPTED designs aimed specifically at counter-terrorism

- Counter-Surveillance

- Knowledge of terrorist planning activities

- Force protection training

- First responder protocols

- Concerns of hospitality industry

- Image projection and appearance

### Technology

The advent of new technologies can, in some cases, offset the need for more labor. In addition, it can provide for early warning and better coordination of effort. New

technology requires that the leader or the organization to always be scanning the environment for items that will help with providing the best possible service. In addition, it would seem plausible, if not preferred, that the many levels of safety and security technology that exist in the tourist venue be connected so that the greatest possible benefit could be realized.

### Marketing

Successful TOP programs must aggressively market their local jurisdictions as safe and secure. This can be accomplished through the department web page, tourist area information pamphlets, and through the visitors and convention bureau. One strategy that has met with success in Anaheim, California, is the matching of hotel and convention sales staff with TOP officers. Officers will frequently attend sales meetings to answer the potential client's questions related to resort safety and security.

### Funding

Without surprise, funding is the major issue related to counter-terror activities. This is particularly true in a resort destination when more monies are needed and revenues may be down. As mentioned above, law enforcement can assist by projecting an image that feels safe for tourists, thereby increasing travel to their venue. In addition, however, alternative sources such as grants, appropriations and other permanent funding sources must also be identified. It may be that public safety fees in resort areas will follow the lead of the travel industry. A close look at a current airline ticket will bring this concept into clear focus.

To assist with funding issues, law enforcement must also explore the sharing of resources, such as surveillance systems and sensing devices. Greater coordination of effort could reduce the need for additional monies.

The following is an example of a responsibility chart related to changes in an existing TOP program due to the impact of terrorism.

Table 8 – Responsibility Chart

Actors	Police Employees	Sergeants	Lieutenants	Captains	Chief	City Manager	City Council	Businesses	Residents	Hospitality Inds.	Tourists
Implement Plan	I	S	S	S	R	A	I	I	I	I	*
Funding	*	I	S	S	R	A	A	S	I	S	*
Training	I	R	S	S	A	A	*	S	S	S	*
Safety Info in hotels	S	R	S	S	A	A	A	S	I	S	I
Research Technology	S	S	R	S	S	I	I	I	I	I	I
Obtain equipment	I	S	R	A	A	I	I	*	*	*	*
Marketing	S	R	S	S	A	A	A	S	S	S	I
Crisis Mgmt training for stakeholders	I	R	S	S	A	I	I	I	*	S	I
Recognize successes	S	R	S	S	S	I	S	S	S	S	S

R = Responsible (not necessarily authority)

A = Approval (right to veto)

S = Support (put resources towards)

I = Inform (be consulted before action)

\* = Irrelevant to this item

Development of a transition management plan is a good way to improve the chances of successfully implementing new strategies into an existing TOP program. The next chapter provides a conclusion to the question of what impact will terrorism have on Tourist Oriented Policing in a large urban agency by 2008?

## CHAPTER FIVE

### CONCLUSION

How will terrorism impact Tourist Oriented Policing in a large urban agency by 2008? This is the question that served as the basis for this paper. In this post September 11<sup>th</sup> era of global terrorism, TOP programs must adapt and enhance their abilities. The threat of terrorism has likely changed forever the staffing levels and deployment strategies in resort venues. It will require more funding, enhanced technology and greater coordination of effort with the industry stakeholders. Training and equipment designed specifically towards force protection and counter-terror activities must be utilized. The significance of an actual or potential terrorist event cannot be overlooked.

The terrorist attacks caused a temporary disruption in the nation's economic activity. Air traffic halted, consumer spending fell, businesses reduced investment, and companies announced thousands of layoffs. Months later, the national economy appeared to be recovering after a mild downturn. But the New York metropolitan area continues to suffer from the attack on the World Trade Center. Economists for the International Monetary Fund have estimated that the attacks could cost the United States \$21 billion, based solely on property losses and insurance costs.<sup>36</sup> A study by the Milken Institute, an economics research group in Santa Monica, Calif., estimates that the attacks will cost the nation more than 1.8 million jobs by the end of 2002.<sup>37</sup> Travel and leisure industries have suffered the worst job losses, mainly among airlines, hotels, car rental firms, and restaurants. In the last five months of 2001, the travel industry lost 237,000 jobs.<sup>38</sup> WTO reported that travel reservations worldwide currently stand 12-15% below the levels of

last year this time, as a result of the terrorist attacks, the war in Afghanistan and a global economy that was weakening even before September 11th.

The hardest hit destinations are ones dependent on long-haul air travel, places that are heavily reliant on tourists from the United States and countries in the Muslim world, according to the new WTO study, "Tourism after 11 September 2001: Analysis, remedial actions and prospects."<sup>39</sup>

Organizations that successfully adapt to this threat of terrorism will provide greater protection to the officers and the public. They will help to protect revenues, which will equate to better budgets. They will help to market the venue and to create an environment that is safe and secure. Visitors will feel more comfortable in their travel decision. Undoubtedly, there will be greater coordination of effort between allied law enforcement agencies, and between the public and private sector.

Although some trends and events are outside the influence of law enforcement, they can plan, train, and equip themselves to respond safely and appropriately to these new threats. Law enforcement must leverage the success of existing TOP programs to expand and strengthen their partnerships and funding. TOP programs must market their success and readiness. It will help bring visitors to the venues and dissuade some terror-minded individuals or groups.

Strong leadership will support the notion that we are not helpless or simply at the mercy of the next attack. Through positive strategic steps we can maintain an enjoyable guest experience while providing our employees with the tools and training necessary to help them be successful.

## Appendix A: Nominal Group Technique Panel

### Mr. George Smith

Director of Safety, Security and Health Services  
Disneyland Resort, Anaheim, California

Mr. Smith is a retired Army Colonel who served his career in the Army Investigations Division. As the Director of Safety and Security at Disneyland, he had responsibility for developing their response to the events of September 11, 2001.

### Lieutenant Joe Liddicote (retired)

Lt. Liddicote served several years in both criminal intelligence and the Special Tactics Details at the Anaheim Police Department

### Detective Chris Pena

Detective Pena is an original member of the Anaheim PD Tourist Oriented Policing Program at the Anaheim Police Department. He has traveled extensively in his studies of best TOP practices. He is a frequent speaker and author on TOP practices, including the 1997 Think-Tank on Safety and Security in the Hospitality Industry in Stockholm, Sweden.

### Ms. Anne Gallagher

Director of Tourism Development, Anaheim Visitors and Convention Bureau

### Lieutenant Mike Hannah

Lieutenant Hannah is the Resort District Commander for the Anaheim Police Department. His areas of responsibility include Disneyland and the resort area hotels, Edison Field (home of the Anaheim Angels) and the Arrowhead Pond (home of the Mighty Ducks).

### Mr. Russ Cox

President, Anaheim Hotel/Motel Association

### Mr. Bob Logue

Division Chief, Anaheim Fire Department

## Appendix B: List of Trends

### Panelist's trends that were not selected for further study

- Unstable economy
- Popularity of tourism
- Demand on police service
- Fear of travel
- Media exposure
- Influence of the media on travel decisions
- Changing ethnicity in community
- Government programs that address tourism
- Community partnerships
- Cost of environmental design "CPTED"
- Counter terrorism technology
- Public acceptance of higher security levels
- Perception of safety
- Creation of anti-terrorism laws and policy
- Number of cities attempting to get into the resort business
- Marketing of resort by city

## Appendix C: List of Events

### Panelist's Events that were not selected for further study

- Abolition of Al-Quada
- Terrorist incident at a U.S. resort destination
- Declaration of war/invasion of Iraq
- Expanded resort (affected agency)
- Dramatic economic depression
- Democratic president
- Military begins civil law enforcement role
- Catastrophic failure of the mid-east peace process
- Negative media
- Closure of U.S. borders to immigration (legal and illegal)
- National ID cards (DNA-based)

## BIBLIOGRAPHY

- Anaheim Police Department; "Tourist Oriented Policing Guidelines." 2000
- Banham, Cynthia; "Terrorism Hitting Trade and Tourism Hard." 26 February 2003, <http://www.smh.com.au/articles/2003>.
- Barabak, Mark Z. and Shuster, Beth; "East Coast Terror Halts Work, Play, Routines in West." Los Angeles Times, 12 September 2001, [www.latimes.com](http://www.latimes.com).
- Brzezinski, Matthew; "Fortress America" New York Times Magazine, 23 March 2003.
- Brown, Hilary; "Tourism for Development: Fighting Terrorism with Tourism." Abcnews.com, 12 January 1999, <http://www.abcnews.go.com/>.
- Brown, Hilary; "Tourism for Development: Fighting Terrorism With Tourism." 20 August 2002, [www.abcnews.go.com](http://www.abcnews.go.com).
- Brzezinski, Matthew; "Fortress America." New York Times Magazine, 23 March 2003: 48.
- Cabaero, Nini B.; "Tourism in Terrorism." 18 March 2003, [www.sunstar.com](http://www.sunstar.com).
- Cain, Sandy; "Anaheim Investing in Tourist Safety." Orange County Business Journal, December 2002.
- California Bureau on Tourism; "California Tourism's Contributions to the California Economy: 1998-2002." <http://www.ca.gov/tourism/>.
- Clark, Timothy; "The Cost of Security." Government Executive Magazine, 15 July 2002, <http://www.govexec.com/>.
- CNN.com; "Preparing for a Comeback." 18 September 2001, <http://www.cnn.com/>.
- Council on Foreign Relations; "Economics at Home." [www.terrorismanswers.com](http://www.terrorismanswers.com).
- Cross, John C.; "Tourism, Terrorism and Tyranny." July 1998, [www.openair.org](http://www.openair.org).
- Day, Julia; "Terrorism Crisis Decimates UK Tourism." 5 October 2001, Guardian Unlimited, [www.media.guardian.co.uk](http://www.media.guardian.co.uk).
- Delaney, John R.; "Technology Meets Public Safety." State Tech Magazine, January 2002, pp. 14-17.
- Dickerson, Marla; "41,000 Jobs in Tourism May Be Cut." Los Angeles Times, 5 October 2001, [www.latimes.com](http://www.latimes.com).

- Dimanche, Frederic, "New Orleans Tourism and Crime: A case Study." International Hotel and Restaurant Association, August 1999.
- Estensen, Tom; "A Little Bit About Futures Research." A presentation to the California POST Command College Class 34, 2002.
- Gloudan, Barbara; "Terrorism and Tourism Don't Mix." The Jamaica Observer, 21 September 2001, [www.jamaicaobserver.com](http://www.jamaicaobserver.com).
- Goss, Amanda; "Futurist Forecasts Terrorism's Continuing Effects on Tourism." University of Delaware Daily News, 29 April 2003, <http://www.udel.edu/pr/udaily>.
- Greenberg, Peter; "Stay Aware and Safe at Hotels." 25 July 2002, <http://www.msnbc.com/>.
- [TheHawaiianChannel.com](http://www.thehawaiichannel.com). "Police, Tourism Officials Target Crime." 22 July 2002, <http://www.thehawaiichannel.com/>.
- Halsted, Sarah; "Security on the Hotel Front." Lodging Magazine, February 2002, p39.
- Hertzberg, Robert; "The Speakers Task Force on Terrorism in California." 2003, [www.californiasafe.ca.gov](http://www.californiasafe.ca.gov).
- Hoene, Chris; "Cities Taking on Security Responsibilities Amid Increasing Economic, Fiscal Concerns." The National League of Cities, 9 September 2002, [www.nlc.org](http://www.nlc.org).
- Hoffman, Bruce; "The Logic of Suicide Terrorism." The Atlantic Monthly, June 2003, pp. 40-46.
- [IndiaExpress.com](http://www.indiaexpress.com); "Tourism Should Counter Terrorism." 15 April 2002, [www.indiaexpress.com/news/travel](http://www.indiaexpress.com/news/travel).
- Jenkins, Brian; "Trends in Terrorism, Crime and Violence." The Commonwealth Club, Nov. 2001
- Jenkins, Brian; "Thirty Years and Counting," The Rand Corp., August 2002.
- Kempster, Norman; "Uganda Terror Aimed at Tourism, U.S. says." Los Angeles Times, 4 April 1999, A1.
- [K-State News](http://www.k-state.edu). "September 11, Terrorism Worries to Change Face of Summer Tourism." 23 May 2002, [www.mediarelations.ksu.edu](http://www.mediarelations.ksu.edu).
- Mawby, R.I. and Brunt, P.; "Fear of Crime Among British Holidaymakers." British Journal of Criminology April 2000.

Merzer, Martin and Savino, Lenny; "Terror Suspect Cased Disneyland, The Sears Tower."  
New York Times, 2 August 2002.

Metro Dade Police Department, "TOP Program History and Development."

Nasrawi, Salah; "Egypt's Ancient Temples of Luxor Rebuild Tourism a Year After Massacre."  
Miami Herald, 17 November 1998, <http://www.herald.com/>.

Navarro, Peter and Spencer, Aron; "September 11, 2001: Assessing the Costs of Terrorism."  
Milken Institute Review, 4<sup>th</sup> Quarter 2001.

Neuberger, Mark J; "Terrorism in America: What Should Employers be Doing?" Ingerson  
Professional Association, [www.bipc.com](http://www.bipc.com)

Olsen, Michael D.; "Into the New Melinium: A White Paper on the Global Hospitality  
Industry." International Hotel and Restaurant Association, 1995.

Peckenpaugh, Jason; "In Transit." Government Executive Magazine, 15 July 2002.

Pena, Chris; Paper presented as part of symposium, "Tourist Oriented Policing: A Search for  
Best Practices." Anaheim, California, 1999.

Peters, Katherine; "The Challenge." Government Executive Magazine, 15 July 2002,  
<http://www.govexec.com/>.

Peters, Katherine; "No Man's Land." Government Executive Magazine, 15 July 2002,  
<http://www.govexec.com/>.

Pizam, Abraham; "A Comprehensive Approach to Classifying Acts of Crimes and Violence in  
Tourist Destinations." Journal of Travel Research, Vol. 38, August 1999.

Rams, Bill; "Joint Chief Calls Science to Battle." Orange County Register, 31 July 2002,  
<http://www.ocregister.com/>.

Rubin, Richard; "The New Economy Goes Global." Newsweek, September 1999.

Simon, Cary PhD; "Transition Management in a Strategic Organization." A Presentation to the  
California POST Command College, Class 34, October 2002.

Slepian, Charles G.; "Travel Tourism and Terror." Foreseeable Risk Analysis Center, 15 April  
1999, <http://www.frac.com/>.

Southgate, Lisa; "Terrorism Takes its Toll on Tourism." The Australian, 28 February 2003,  
[www.theaustralian.news.com](http://www.theaustralian.news.com).

- Stork Ute E.; "The Tourism Industry in the Third Millennium." Ph.D. diss., La Salle University, 2002.
- Streitfeld, David; "Big Brother Finds Ally in Once-Warn High Tech." Los Angeles Times, 19 January 2002, [www.latimes.com](http://www.latimes.com).
- Stevens, Gene PhD; "Forecasting and Issue Identification." Lecture to California POST Command College Class 34, 2002.
- Skillas, Charles PhD; "War and Terrorism, How They Affect Us." [www.drskillas.com](http://www.drskillas.com).
- Tarlow, Peter, Ph.D.; Paper presented as part of a symposium, "Creating the Bridge Between Security Professionals and Tourism." Las Vegas, Nevada, May 2000.
- Tarlow, Peter, Ph.D.; Paper presented as part of a symposium, "The Changing Face of Tourism after September 11." Las Vegas, Nevada, May 2002.
- Travel Industry of America, "Impact of Travel on State Economics." Spring 2003, [www.tia.org](http://www.tia.org).
- United States Department of State; "Patterns of Global Terrorism 2001." [www.state.gov](http://www.state.gov).
- Whitehouse, L.E.; "Tourism and Terrorism." Guardian Unlimited, 14 June 2002, [www.guardian.co.uk](http://www.guardian.co.uk).
- Willon, Phil; "Palm Springs getting surveillance cameras; not everyone smiling." Los Angeles Times, 16 October 2001, [www.latimes.com](http://www.latimes.com).
- Woodward, John D., Jr.; "Biometrics: Facing Up to Terrorism." 10 August 2002, [www.fathom.com](http://www.fathom.com).
- World Trade Organization; "Tourism after 11 September 2001: Analysis, Remedial Actions and Prospects." 2001, [www.wto.org](http://www.wto.org).
- World Trade Organization, "Tourism and International Economics." 2001, [www.wto.org](http://www.wto.org).
- Wright, Edward; "Potential Threats Make Travel Riskier Worldwide for Americans." Los Angeles Times, 28 October 2001, [www.latimes.com](http://www.latimes.com).

## Endnotes

- 
- <sup>1</sup> Ute M. Stork, "The Tourism Industry in the Third Millennium", (PhD diss., La Salle University, 2002) Dissertation Abstract, La Salle University
- <sup>2</sup> Ibid
- <sup>3</sup> Ibid
- <sup>4</sup> Tourism and International Economics, World Trade Organization, Economic Research and Analysis, 2001, <http://www.wto.org/>
- <sup>5</sup> Ibid
- <sup>6</sup> Frederic Dimanche, "New Orleans Tourism and Crime: A Case Study," November 1997, Paper included in reading material for the International Hotel and Restaurant Association's, "Think-Tank, Safety and Security in the Hospitality Industry," 16-17 August 1999: 5-6.
- <sup>7</sup> Metro-Dade Police Department, Tourist Oriented Policing Unit Program History and Development manual page 1.
- <sup>8</sup> Ute M. Stork,
- <sup>9</sup> Travel Industry of America, "Impact of Travel on State Economies", obtained from the TIA website 2003, <http://www.tia.org/>.
- <sup>10</sup> ibid
- <sup>11</sup> Brian Jenkins, "Thirty years and Counting", Rand Corporation Study, Santa Monica, California, August 2002.
- <sup>12</sup> ibid 12
- <sup>13</sup> Dr. Peter Tarlow, "Tourism Tidbits" obtained on-line at [www.tourismandmore.com](http://www.tourismandmore.com)
- <sup>14</sup> ibid
- <sup>15</sup> ibid
- <sup>16</sup> Michael D. Olsen, "Into the New Millennium – a White Paper on the Global Hospitality Industry", International Hotel and Restaurant Association, (1995)
- <sup>17</sup> ibid

- 
- <sup>18</sup> Patterns of Global Terrorism –2001, U.S. Department of State, on-line at <http://www.state.gov/>
- <sup>19</sup> California Bureau of Tourism, "California Tourism's Contributions to the California Economy: 1998-2002", <http://www.ca.gov/state/tourism>.
- <sup>20</sup> Ibid
- <sup>21</sup> R.I. Mawby, P. Brunt and Z. Hambly, "Fear of Crime Among British Holidaymakers," British Journal of Criminology 40 (2000): 474
- <sup>22</sup> Abraham Pizam, "A comprehensive Approach to Classifying Acts of Crime and Violence in Tourist Destinations," Journal of Travel Research, Volume 38, August 1999: 5-12
- <sup>23</sup> Ibid
- <sup>24</sup> World Trade Organization; "Tourism after 11 September 2001: Analysis, Remedial Actions and Prospects." 2001, [www.wto.org](http://www.wto.org)
- <sup>25</sup> Richard Rubin, "The New Economy Goes Global", Newsweek, 1999:9
- <sup>26</sup> Michael D. Olsen, "Into the New Millennium – a White Paper on the Global Hospitality Industry", International Hotel and Restaurant Association, (1995)
- <sup>27</sup> City of Anaheim, 2003 City Budget.
- <sup>28</sup> Dr. Peter Tarlow, "Tourism Confronts Terrorism," a paper presented at the XI Las Vegas Security Conference, May, 2002
- <sup>29</sup> Ibid
- <sup>30</sup> Dr. Peter E. Tarlow, PhD, Professor at George Washington University, interview by author, 12 March 2002, Anaheim, CA, Anaheim Police Department, Anaheim, CA.
- <sup>31</sup> Anaheim Police Department, Tourist Oriented Policing procedural Guidelines.
- <sup>32</sup> Gene Stevens, College of Criminal Justice, the University of South Carolina, lecture presented to the California POST Command College Class 34, Oxnard, California; 2002, titled "Forecasting and Issue Identification.
- <sup>33</sup> Tom Estensen, Presentation to the POST Command College Class 34, Oxnard, California, "A Little Bit About Futures Research", 2002.
- <sup>34</sup> Tom Estensen, Presentation to the POST Command College Class 34, Oxnard, California, Strategic Planning" 2002.
- <sup>35</sup> Dr. Cary Simon, Presentation to the POST Command College Class 34 Oxnard, California, "Transition Management in a Strategic Organization", October 9, 2002.

---

<sup>36</sup> Peter Navarro and Aron Spencer, "September 11, 2001: Assessing the Costs of Terrorism," *Milken Institute Review*, Fourth Quarter 2001, Milken Institute.

<sup>37</sup> Ibid

<sup>38</sup> Economics: At Home, Council on Foreign Relations, on-line at <http://www.terrorismsanswers.com/policy/athome.html>

<sup>39</sup> Tourism after 11 September 2001: Analysis, remedial actions and prospects", World Trade Organization, Economic Research and Analysis, 2001, <http://www.wto.org/>.