

Chinese Tourism – the Future for American Policing

by

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The Command College Futures Study Project is a FUTURES study of a particular emerging issue of relevance to law enforcement. Its purpose is NOT to predict the future; rather, to project a variety of possible scenarios useful for strategic planning in anticipation of the emerging landscape facing policing organizations.

This journal article was created using the futures forecasting process of Command College and its outcomes. Defining the future differs from analyzing the past, because it has not yet happened. In this article, methodologies have been used to discern useful alternatives to enhance the success of planners and leaders in their response to a range of possible future environments.

Managing the future means influencing it—creating, constraining and adapting to emerging trends and events in a way that optimizes the opportunities and minimizes the threats of relevance to the profession.

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Chinese Tourism – the Future for American Policing

Times are changing for United States cities looking to market themselves as tourist destinations. No longer is the target consumer someone from the Midwest or local communities who know and understand “western ways”. The emerging consumer base comes with a different language, background and cultural awareness. They will likely be from China, and bring with them huge potential in economic stimulus for a destination locale. Even communities adjacent to tourism centers will be impacted by the Chinese visitor driving through their cities and frequenting their businesses. Research conducted by the tourist industry supports the projections regarding the increase of Chinese travelers to areas outside of their own borders. The question posed for city leaders, especially those in law enforcement is whether or not you are ready for this change, and what is needed to prepare for the influx of Chinese visitors.

Chinese Tourism Demographics

Futurists predict the Chinese are the next population group to have a large impact on the U.S. tourist industry (Chang, 2003). China possesses one of the fastest growing outbound markets in the world. According to world tourism organization statistics, in 2000, China was the seventh biggest tourism spender in the world (Chang, 2003). The United States was among the top ten destinations of Chinese travelers in 2002 with 250,000 visitors (Chang, 2003). The U.S. Commercial Service, a trade promotion unit of the International Trade Administration, notes the increase has continued since that time (Chang, 2003).

The trend for continued increase is reinforced by the agreement signed between the United States and China in December 2007, which allows Chinese and U.S. travel agencies to market vacation tours to American destinations (Associated Press, 2007). The Associated Press states the number of Chinese who travel outside their mainland is projected to “triple to 100 million people by 2020”. In October, 2007, a survey of urban Chinese residents showed the U. S. as the number one destination choice of travel outside of Hong Kong and Macau (Associated Press, 2007). Projections forecast Chinese visitation to the U.S. will reach 579,000 by 2011 (U.S. Department of Commerce, 2007). According to the Commerce Department’s recent calculations, Chinese travelers spend, on average, \$6000 per visit to the U.S. This is more than any visitor from other nations (Associated Press, 2007). City leaders need to prepare and plan now if they are to be competitive. Improper preparation could be a recipe for economic failure.

Tourism and Culture Clashes

To prepare for the increase in Chinese visitors, city administrators and department heads (including police chiefs and sheriffs) need to have a general understanding of the similarities and differences in police culture between the two nations. This information is useful for all communities, not just those where the visitors stay or frequent the most. An understanding of Chinese norms and values will aid in making solid policy decisions and improve relationships between Chinese national and the United States tourist community.

According to author Allan Y. Jiao, law enforcement must look at how the different cultural contacts influence police organizations, operations and individual officer behaviors (Jiao, 2001). One major distinction in the law enforcement cultures deals with the views of the citizenry regarding the role of the government. The Chinese

culture generally adheres to the Confucian ideology of moral order (Jiao, 2001). This order emphasizes hierarchy in human relations, group cohesiveness and ethical governments. They view virtue and moral principals as a method for people to develop a sense of shame and ultimately have concern for others, thus avoiding committing crimes.

The Chinese people also view the government's role as based not solely on laws but on ethics and moral principles (Jiao, 2001). Xiaoming Chen defines this as "social control, which is a generic term for responding to nonconformity, including both the formal and informal ways society has developed to ensure conformity to social norms" (Chen, 2002). Eamonn Fingleton states the "social control" carries over to the Chinese government's desire to have an influence on their tourists. "Because Beijing controls what the Chinese people are told at home, by extension it wants to control what they are told abroad" (Fingleton, 2006). This broad view of the Chinese culture is supported by the research completed for this article.

In contrast, the United States Government is viewed by the Chinese as a natural extension of the will of the people and functions within a legal framework (Jiao, 2001). Citizens are held accountable only after they have broken a law, except in civil court. The Chinese view the civil process as something to avoid, and believe the law is not an ideal mechanism for solving social disputes (Chen, 2002). Chen found the Chinese society emphasized mediation as a means to resolve these disputes. In the U.S. a formal structure of decision makers helps formulate the rules. "The emphasis on legal order leads to a society that values specialized legal institutions, distinction between private and public spheres of social existence and formal dispute resolution" (Jiao, 2001). In the United States, due process is emphasized and the government is bound by the laws.

Under this principle, individuals also have rights against the state, unlike those living under China's rule.

Other areas of difference include the number of officers visible to the public causing each nation to rely on police in varying fashion. According to statistics on both nations, the sworn police personnel rate per ten thousand United States residents is almost twice the Chinese rate (Reales & Goldberg 1998). One might think the number of American police officers could indicate to the Chinese that the public is not safe. This is a perception which needs to be considered when establishing tourist districts. This carries over to the communities in transit corridors between two destination locales. For instance, the locales located between the beaches of Southern California and Disneyland, or the Florida Keys and Disneyworld, would have some interaction with Chinese nationals, and should have an understanding of these cultural differences. The following information describes additional differences of which everyone should be aware and understand.

Individual Differences

How officers view themselves and their profession demonstrates the cultural variances and influences they have on the public sector. According to the paper *Police and Culture: A Comparison between China and the United States* (2001), officers in China possess enormous moral authority to shape conduct which conforms to community expectations. They see themselves as public safety personnel who are mandated to educate the public. This same paper describes officers in the United States having a mandate to provide law enforcement, service and order maintenance.

U.S. officers view themselves as law enforcement authorities and receive public support for this perspective. Looking at these differences from an ideological level, one can infer the Chinese police are moral enforcers and American police are law enforcers (Jiao, 2001). In reality, both groups must take on both roles to be successful. The true difference is each nation emphasizes a vastly different role for officers; a more “moral” perspective for China versus a “legal” orientation for the United States. Other differences between American and Chinese policing include structure, officer behaviors, and changes in philosophy, as noted below (Jiao, 2001):

	<u>China</u>	<u>United States</u>
Organizational structure/operations	Centralized Hierarchal Party Line	Localized Fragmented Political
Officer Behaviors	Leaning to Left Moral authorities Abuse of ethics Social work mentality	Leaning to Right Law enforcement Abuse of law Siege mentality
Contemporary Changes	Crime control Professionalism Modernization Legality	Public service Community policing Problem solving Discretion

While evaluating these differences, American police managers must establish ways to educate and train their staff on the Chinese views of law enforcement if they expect to successfully market this group. To effectively implement some change in the American police culture, police executives should maintain a high level of commitment to educate and establish new sets of expectations (Jiao, 2001). These expectations should encourage and promote new behavior and reduce reliance on the traditional strategies and organizational structures embedded in United States law enforcement.

Changing Police Culture

Changing any form of the police culture requires commitment at both the management and line level. Policy decisions must be made after gathering input from all groups involved. This will be one of many challenges for the United States police groups when addressing and interacting with the Chinese tourist population. One area of change will be in recruitment efforts, where emphasis needs to be directed to the resident Chinese population. Police departments and Human Resource staff will need to find new avenues of recruitment such as visiting and marketing businesses, schools and communities with a high Chinese population. Educational programs in the U.S. which emphasize Chinese language and cultural training are increasing (Kelly, 2007). Focusing recruitment in these venues will aid in organizations being able to staff tourist districts with officers who can communicate with and understand the visitor. This is important as these visitors tend to travel in groups and gravitate to business districts emphasizing Chinese culture (Chang, 2003).

For instance, San Francisco Chronicle columnist V. Hua notes the importance of having local cities integrate their staff into varying cultural communities (Hua, 2002). In the Mission community of San Francisco, merchants and city staff joined forces to help maintain the neighborhood's Chinese character and still attract a new consumer, in this case Latinos. Employees who could communicate and understand this new culture were hired and mingled with the existing community aiding in improving the economic stability of the area (Hua, 2002). This included recruiting law enforcement staff who could communicate with the demographic make up of the community. With the influx of

Chinese into communities throughout the U.S., this same cooperative approach should be implemented.

Anaheim, California, home to Disneyland, is seen as a model for cities wanting to adapt to changing cultures and become a destination locale. Their Police Department's philosophy is 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 neighborhoods through which tourist frequently travel" (Hunter, 2004). These areas must be considered by any local government to succeed in attracting the Chinese to visit and then encouraging them to return. According to Craig Hunter, a police manager, "The public entity must familiarize itself with the target population group and work with the various travel companies to formulate a strategic plan that accommodates the travelers and also meets the needs of their community" (Hunter, 2004). Most destinations also function as residential centers, industrial production areas, zones of agricultural production and retail centers. These additional roles must not be ignored or viewed by city leaders as being second in priority to tourism. The welfare of the entire community is dependant on providing city services to everyone (Tarlow, 2005).

This becomes an additional challenge for law enforcement, as they need to balance the demands on their service. The local community wants safety and security and the Chinese tourist desires the same; however, with a different approach and style. "In Western countries, police intervention is mostly limited to situations where they believe that an offense has been committed and an arrest should be made. Otherwise, the intervention may be considered inappropriate. In China, the police are expected to

respond to minor juvenile offenses in the early stage and actively participate in early social-educational intervention to act in concert with the relevant mass groups” (Chen, 2002). The Chinese police engage in many more social roles compared to the U.S. police where the emphasis is on individual rights and civil liberties (Chen, 2002). This must be understood when interacting with the varied groups being served in these communities.

In providing services, local government leaders look to the police to provide several roles for the community and tourist population. The police are typically the first representative of the local government who tourists encounter. The varying police roles include providing protection for the visitor, which leads to protection of the economy. Another role is to provide needed services and a positive image of the community (Tarlow, 2005). This results in police leaders having to be cognizant of internal changes which may need to be implemented.

Police managers will have to view and evaluate all aspects of their organizations when establishing guidelines for dealing with the influx of Chinese tourists. Hiring and recruitment practices will need to change to account for the new culture. Competition between city departments for budget resources will force police to move from the one-size fits all philosophy of service delivery to a more holistic approach. Police leaders will have to ascertain what makes the tourist feel safe and evaluate if that differs from the local community’s perspective.

In an effort to successfully address these challenges, police departments and cities should look to the private sector for guidance (Cooper, 2001). The hotel and travel industries are partnering with local governments in an effort to provide economic stability for both the private and public sector (Cooper, 2001). With this in mind, it will be

necessary for police departments to assign officers to work directly with the general managers of the hotels. The purpose of this type of detail will be to find a means to educate the police department on the Chinese culture and establish areas where police services can be provided in ways which cater to the visitor. New roles and duties of officers will need to be developed. This type of networking and duty formulation is different from past modes of operation. According to an expert panel convened to study the issue of Chinese tourism in 2007, the benefits of such interaction include providing another opportunity for the public and private sectors to work together and have a better understanding of each others' roles in dealing with the tourist. The hotel managers would welcome the police presence and input as they could use it as a marketing tool (Expert Panel, 2007).

The changes in delivery of service outlined above need the support of the hotel general managers. They have the expertise and experience of the travel industry. They also have more knowledge and understanding of the Chinese visitor and know what has been successful in the past (Expert Panel, 2007). This expertise needs to be shared with the police when developing new programs or details. As both police and the hotel industry become increasingly comfortable with this process, they will become "partners" to develop a successful marketing strategy (Huntington Beach Visitor's and Conference Bureau 2007). This type of collaborative problem solving (Hunter, 2004) will aid in making the city a "destination locale" for the Chinese visitor and provide economic stability for the entire community.

Conclusion

A sound understanding of the differences in police perception between United States and Chinese law enforcement is essential to encourage and sustain the dollars spent by Chinese tourism. Information provided in “Tourism in the Age of Globalisation, 2001” clearly demonstrates there are differing roles assumed by American and Chinese policing. While public safety is a common underlying theme, the article notes the Chinese police are highly motivated and influenced by politics. In contrast, United States law enforcement is motivated to the protection of civil rights and governance of societal laws and norms. Any law enforcement leader tasked with addressing effective responses to the changing visitor population must be cognizant of the differences when formulating long term plans and policies.

Changes in police services, specifically geared to the Chinese tourist, can be successfully implemented. For example, officers may find themselves responding to service calls involving requests to resolve “social” issues such as infidelity or disobedience by a family member. If proper training is provided, officers in the U.S. would understand the reasons for such a request, and will be in a position to effectively handle the situation. Recruitment and hiring practices will be modified in an effort to staff departments with employees suited for this type of assignment. The process requires everyone involved to expend energy and resources into areas not typically encountered by law enforcement.

The future will bring the Chinese to locales outside of their borders. They will have money and global influence. Proper planning and coordination amongst all city decision makers will determine which locale becomes “the destination of choice.” City

leaders and law enforcement executives may have only one opportunity to leave a lasting impression on the tourist, resulting in one chance to implement change in the organizational operation. If you are not willing to alter from the “norm,” someone else will step up and reap the economic and social rewards. Are you ready to enter this new and uncharted area of police services?

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