

Tourism oriented policing: an examination of a Florida/Caribbean partnership for police training

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ABSTRACT

A partnership was created in late 2000 between the University of Central Florida (UCF), the Saint Lucia Hotel and Tourism Association (SLHTA), the government of Saint Lucia, and the private tourism corporations of the island of Saint Lucia. This alliance has provided unprecedented police training in tourism oriented policing. This training focuses on ways governments and police agencies can promote the image of a safe environment to promote a strong tourism economy. The fundamental drive behind the training has been to enhance the skills of police and security personnel in dealing with criminal activity in tourism environments. This paper examines the concept and principles of tourism oriented

policing, and creates a template for future programmes and initiatives designed to promote a safe tourism environment to promote economic vitality.

AN OVERVIEW OF THE PROBLEM

Before examining the current literature on tourism oriented policing, it is important to understand the political, social and economic nature of the Caribbean island country of Saint Lucia. For the islands of the Caribbean,¹ tourism reportedly accounts for more than 50 per cent of the economy and as much as 90 per cent on the smaller islands ('Crime threatening', 2002; United Nations, 1996). Since 1993, tourism has been the only Caribbean industry that has shown steady growth, expanding by a reported 600 per cent between 1970 and 1994 (Gayle & Tewarie, 1997; Wolf, 2002).

However, since 11 September 2001 the islands have had to face the reality of a world economy unsure of travel, and destinations that have depended significantly on American travellers have suffered a disproportionate loss of economy from the tourism industry (World Tourism Organization, 2001). While economic downturn and rising unemployment have been linked to

crime causally, tourists can easily be discouraged from visiting places that raise concern for their safety (Pizam, Tarlow, & Bloom, 1997). This pattern is cyclical because the fewer visitors a town or community receives, the less viable the local economy ('Crime threatening', 2002; Sonmez, Apostolopoulos, & Tarlow, 1999). These factors in turn are, and have been referred to in the literature as, key indicators of increasingly criminogenic communities. Even with increased marketing efforts, it is difficult to change public opinion in the aggregate; much less in specific locales when critical incidents take place. One does not have to look very far to understand this effect. Following the disappearance of Natalee Holloway, tourism in Aruba has reportedly declined as much 6 per cent in 2006, creating an economic depression there as a reaction to the disappearance and subsequent boycott of the travel to the island (Taub, 2006).

Despite random and organised crime, the islands of the Caribbean have struggled to maintain an attractive posture for tourism, knowing that serious or violent crime can greatly inhibit any state effort to attract more visitors to a given region (Smith, 2004). Jamaica is an example of one such tourist destination that has fallen victim to this negative perception; the net crime rates have had a domino effect on that country's tourism economy (de Albuquerque & McElroy, 1999; Harriott, 2000). Through ventures with the Caribbean Regional Programme for Economic Competitiveness (CPEC), Jamaica is attempting to fight this perception, gaining only limited success.

Despite the fact that most other island nations do not have the same scale of problems as that of Jamaica, crime on one island is often linked to the entire Caribbean, 'which in turn discourages tourists from visiting not only the country in question, but the whole region' ('Crime threatening', 2002; see also Pizam et al., 1997). Further

complicating the matter is that many European and American governments regularly issue alerts and advisories which warn against travel to certain countries and regions, including Caribbean nations. While Saint Lucia has very little crime to speak of, the leaders of the nation are very concerned with its reputation. Further, while they do not foresee the same or even similar events occurring in their country as those that have befallen others such as Jamaica and Aruba, they do understand the likely impact on their nation's economy if they do not plan ahead, and take measures to insure the protection of those that vacation within their jurisdictional boundaries (de Albuquerque & McElroy, 1999).

There is no doubt that 'fear of crime', or the fear of becoming a victim of a crime, may cause people to restrict their behaviour to 'safe places or safe times or avoid certain activities they perceive to be dangerous' (Pantazis, 2000, p. 432). While conventional wisdom holds that those most fearful of crime would be past victims, this is not always the case. Meadows (2001) discusses the 'fear-victimization paradox' where those who have never been victims of crime, or have never really been exposed to crime, are often the most fearful. This paradox is especially important for tourism planners and those countries that depend on tourism for their nation's economic vitality. It is often the affluent who travel overseas, or to exotic locations, who typically are untouched by crime at home. Thus it stands to reason that if potential tourists perceive a region to be dangerous, their fear of crime may prevent them from travelling far from home or limit their travel to those locations deemed as safe (Meadows).

While fear of crime is not a new concept, or new to the travel industry, it is a recent development for an entire nation or a given region to focus efforts on improving their reputation of being a safe and stable environment. 'This desire is economically

driven, as market research has shown that a high percentage of travelers factor hotel safety and security in to their choice of lodging and that they would be more likely to stay in a hotel that is safety and security certified' (de Treville & Longmore-Etheridge, 2004, p. 62): the same can be true of a region a traveller chooses for a vacation destination.

PROBLEM STATEMENT

The Royal Saint Lucian Police Force (RSLPF) and the Saint Lucia Hotel and Tourism Association (SLHTA) approached the University of Central Florida (UCF) to:

1. develop a relationship between police training, the tourism industry and tourists that would successfully implement a new and innovative 'Tourism Oriented Policing Model' in Saint Lucia;
2. encourage the police to protect and be conscious of the tourism community on the island; and
3. develop an understanding of the need for citizens to feel equally protected from crime as the foreign travellers.

LITERATURE REVIEW

This paper examines the partnership created in late 2000 between the University of Central Florida, the Saint Lucia Hotel and Tourism Association, the Government of Saint Lucia and the private tourism corporations of the island of Saint Lucia to provide tourism oriented policing training for the Royal Saint Lucia Police Force. The literature on tourism policing is not as robust as other areas of policing, and is largely found in journals and texts related to the hospitality industry. Despite the fact that this literature is rather obscure to many traditional criminologists and criminal justice academicians, there is a significant amount of published material in mainstream journals that deserves attention.

Types of tourism related crime

The literature reveals four categories of crimes involving tourists: (1) offences committed by tourists; (2) offences directed against tourists; (3) offences that are criminal services for tourists; and (4) criminal offences that relate to the tourist economy of an area (Prideaux, 1996). Similarly, Glensor and Peak (2004) state that tourist crimes generally involve one of four different scenarios: (1) the tourist as accidental victim; (2) the tourist is in a location conducive to crime; (3) tourists are more prone to taking risks while on vacation, increasing the chances they will become victims; and (4) terrorist and other groups may target tourists (see also: Chesney-Lind & Lind, 1986; Cohen, 1987; de Albuquerque & McElroy, 1999; and Holcomb, 2004). This article focuses specifically on crime against tourists because these are the offences that are most likely to have a negative impact on the local economy of an island nation such as St Lucia.

The focus of the problem in Saint Lucia

A problematic social and political factor regarding the implementation of a tourism oriented policing model in Saint Lucia was the need for the citizens to feel equally protected from crime as the tourists. Although the crime rate in Saint Lucia is relatively low in comparison with neighbouring Caribbean islands (de Albuquerque & McElroy, 1999), two theories of crime control are most often used to understand the criminal activity in tourism environments and can also be used in Saint Lucia: 'routine activity theory', and its offshoot 'hot spot theory'. Routine activity theory (Cohen & Felson, 1979; see also Boetig, 2006) assumes three basic elements: a suitable victim or target, a motivated offender, and the absence, or perceived absence, of capable guardians. In this context, capable

guardians may be the police, security guards or even housekeepers who are wary of their surroundings. Hot spot theory (Sherman, Gartin, & Buerger, 1989; Sherman et al., 1998) builds on routine activity theory and assumes that victims converge on locations where crimes are more likely to occur, and that the addition of capable guardians in those locations can prevent crime from occurring.

Tourists who visit the Caribbean may fuel crime by acting in a manner that makes them an easy target. Ryan (1993), states that tourists are often seen by criminals as easy targets with portable wealth ripe for the picking, especially because many of those vacationing in an area appear to live a lifestyle that is incongruent with the local culture of a community. Further, since many tourists may act more care-free while on vacation, they are more likely than local residents to accommodate hustlers and confidence tricksters, opening themselves to additional types of crime (see also Pizam et al., 1997).

Despite the fact that Saint Lucia has such a low reported crime rate and appears to have very little problem with local criminals preying on tourists, government planners acknowledge that the hidden figure of crime is probably higher in these regions than others. They speculate that when victimised, tourists may be less likely to report crime, and unlikely to return as witnesses to testify in the prosecution of a crime if the alleged criminal is arrested. In fact, Chesney-Lind and Lind (1986) reported that while tourists were more likely to become victims of crime than residents, and while an arrest was more likely to be made in a tourist crime, a significantly higher percentage of arrestees were released without being charged in tourist-related crimes than when a resident was the victim.

The literature is also quick to point out that the economic underclass in a tourism

community believe themselves to be justified in committing theft because the tourists are viewed as wealthy, and can thus stand to lose some of their belongings or money. This effect has been labelled the 'Robin Hood syndrome' and is present in all parts of the globe (Tarlow & Muehsam, 1996, Glensor & Peak, 2004). While there is no doubt that many residents of tourism communities understand the necessity of tourism to their local economy, this realisation is often at odds with human tendencies and feelings relating to relative deprivation, especially when residents feel that the law and legal system protect and provide services to those that are not native to the country (de Albuquerque & McElroy, 1999).

Research on community policing

Criminal justice and criminology literature is ripe with practices to combat crime. Community policing developed from the urban foot-patrol beat officer, who communicated with all the residents in a given area and developed local solutions to problems that plagued a community to maintain order. Greatly expanded in its use today, community policing relies heavily on the 'broken windows theory' of Wilson and Kelling (1982), which posits that the deterioration of an area and the apathy of its citizens, leads to an increase in criminal offences; community policing attempts to remedy this through increased communication, and cooperation between police and citizens (Purpura, 2001). In a much broader context, however, community policing is a change in the philosophy of the way in which police services are provided (Radlet & Carter, 1999).

Research on the effectiveness of community policing has yielded mixed results. Cordner and Sheehan (1999) reported that while this model of policing may tend to make citizens feel safer, 'it may not have much of an effect on the amount of crime'

(p. 411). Glensor, Correia, and Peak (2000) point out that despite the acceptance of the community policing model throughout the United States by academicians and police practitioners, there have been varying degrees of success when implemented. However, Cordner and Sheehan also reported that community oriented policing can be much more effective if it also incorporates 'a greater utilization of other government agencies and private resources to solve community problems' (p. 413) or the problem-oriented approach to policing. Nolan, Conti, and McDevitt (2005) point out that there is a 'philosophical gap between traditional law enforcement and community policing' (p. 9) that can benefit from situational policing, applying knowledge of group and social processes to neighbourhoods.

Tourism policing in a community and problem oriented context

Sonmez et al. (1999) saw cooperation between the tourism industry and police as critical when proactively addressing tourism safety. They reported that the concept of tourism policing is new in the United States, and police officers are needed to infuse traditional community oriented policing with tourism techniques. This includes: (1) identifying tourist markets; (2) understanding and reacting to tourism cycles and seasons; (3) identifying needed services for tourists; and (4) working closely with and identifying tourist destinations within the community. To accomplish this, police agencies throughout the United States and the world have begun developing and implementing specialised units whose 'sole responsibility is the protection of tourists and have trained selected personnel to deal specifically with tourist matters' (Pizam et al., 1997, p. 23).

Tourism oriented policing also shares some similarities with problem oriented

policing (POP). This model utilises an educated police force in a proactive manner, drawing on the community to assist in solving problems. The concept of POP is often used interchangeably with the concept of community oriented policing, but there are some basic differences (Thibault, Lynch, & McBride, 2001). Sharing a foundation in broken windows theory with community oriented policing and a proactive police style, POP was first introduced in 1979 by Herman Goldstein. Problem oriented policing posits that police officers should be more aware of the causal crime problems in a community, rather than crime incidents in particular. Problems are a collection of related incidents that affect the community and create policing concerns, including order maintenance, reducing fear and protecting people from crime. Where community policing is viewed as collaborative and preventive, problem oriented policing is seen as analytical and creative in solving long-term problems (Cordner & Biebel, 2005).

While American and English-language literature is slim on the concept of tourism oriented policing as compared with literature in some other countries and other languages, the model can be equated to much of contemporary community oriented policing, but utilised in areas where a large segment of the 'community' are tourists. However, important pieces of the traditional community policing model, including getting to know people who live and work in the area, building trust among the community residents and creating community groups to assist in sharing information, cannot work with a tourist population due to its changing nature. Therefore, in tourism policing, police turn not to the tourists, but to the people who work in the tourism service industry, including hotel owners, managers, taxi drivers, front desk personnel, baggage handlers, shuttle drivers, lifeguards, shop owners and other business

people. While these people do not often live in the tourist locations, they do spend a significant amount of time around the tourist populations, and are able to share information with the police. The tourism policing model is built on the community policing model of creating a partnership between the police and the community they serve (Glensor et al., 2000; Glensor & Peak, 2004; Miller & Hess, 2002; Purpura, 2001; and Sims, Hooper, & Peterson, 2002), but utilising a 'bridge' contact community of the people who work in the area, while still serving a migratory population of tourists.

Saint Lucian history

The West Indies island of Saint Lucia is located near the south-east end of the chain of islands, between Martinique and Saint Vincent. It has a population of approximately 163,300 and a parliamentary form of democratic government. Historically, the British and French have both claimed the island, but Saint Lucia became fully independent in 1979, and still recognises Queen Elizabeth II as the titular head of state. Although nearly 80 per cent of exports in the 1960s were from bananas, the country no longer enjoys preferred trade to the European or American markets, resulting in a devastating economic effect on banana farmers. The island has begun to diversify crops to include vegetables, mangos and avocados (Clegg, 2002; Ellyn, 2001; Gonzalez, 2003; 'Not just bananas', 1994; and Wolf, 2002).

The island boasts over 1 million tourists annually who flock to its beautiful beaches and beach resorts, mountains and waterfalls. However, after the terrorists attacks that shook America occurred on 11 September 2001, the island's visitors began to decline sharply and many of the resorts filed for bankruptcy (St. Lucia Hotel and Tourism Association, 2002; Wolf, 2002). Because of the country's dependence on tourism after

the fall of the banana trade, the Government of Saint Lucia attempted to strengthen the tourism economy by developing programmes to promote the industry. This included developing better partnerships between government and the private tourism entities, including promoting activities to strengthen relationships with the police.

The Royal Saint Lucian Police Force

The police of Saint Lucia serve as both the civilian constables and the military. Due largely to budgetary and customary reasons, but also in keeping with British tradition, most police officers are assigned to foot-patrol beats in densely populated areas, although additional assignments include the airport, motorcycle patrol and other duties. Additional government officers include Customs and Immigration officers. Following in British tradition, patrol constables are not armed with firearms, most only carry a radio, handcuffs and a baton. Throughout the island and in each of the cities are police substations that house temporary holding facilities for arrestees, detective offices and boarding rooms for officers working on shift. Supplementing the police presence are auxiliary officers and special constables with limited arrest powers, Special Response Units (the armed paramilitary emergency response unit), beach patrol rangers with limited arrest powers and police marine patrol units (Wolf, 2002).

The police leadership includes an appointed Commissioner of Police, with several division heads who report directly to him. Organisationally, the agency is similar to a middle-sized police department in the United States or Great Britain, with management for operations, training, specialised units, detectives and material control. However, the police attend to their patrol duties in a different way from that in America or England, largely because of their restricted budget and a need to respond differently to problems in a tropical environment. Instead

of officers being assigned patrol zones in cars, many officers leave the substation in small trucks that drop them off in foot beats. Beach rangers often walk the perimeter of the beaches, under the shade of the trees, rather than out in the sand in the glare of the sun.

Before the introduction of this training, the RSLPF did not subscribe to any particular model of policing for crimes related to tourists. While officers would respond and take reports related to crimes, there was very little representation made by the police or their private security counterparts to promote tourist safety and the corresponding economic welfare of the nation.

DEVELOPING A TOURISM ORIENTED POLICE TRAINING MODEL

Recent developments in Saint Lucia promulgated by the Saint Lucia Hotel and Tourism Association, the Ministry of Tourism, and the Ministry of Justice have focused on developing national tourism policies and creating partnerships throughout the industry. The UCF Criminal Justice Programme was invited to lead training for the police and hotel security on tourism oriented policing. Of significant concern to the leaders of the Saint Lucia tourism community was the role of law enforcement as a partner in the tourism environment.

The relationship of the university with the police and tourist industries in Orlando was key in developing this programme. UCF, located in Orlando, works closely with the Orange County Sheriff's Office and the Orlando Police Department in what is arguably the tourist capital of the world. Orlando is America's 27th largest metropolitan area and is also known as one of the world's top tourism destinations, bringing in an estimated \$28.2 million to the local economy (Orlando/Orange County Convention Visitor's Bureau, 2005).

Walt Disney World, one of the major tourism attractions in Orlando, employs over 58,000 full-time and over 39,000 part-time employees (Shanklin & Barker, 2001; Jobing, 2006).

Orlando acts as host to over 47 million tourists a year, and has developed a cooperative law enforcement tourist oriented policing sector (TOPS) specifically for the tourism area of southwest Orange County. The police officers and sheriff's deputies assigned to the TOPS unit work closely with other law enforcement agencies, retail managers, loss prevention officers, airline officials, victim advocates and the Central Florida Hotel-Motel Security Association to prevent crime and prosecute criminals (Channell, 1994; Chioji, 2004). Due to the local knowledge in this area, UCF has created numerous community partnerships to share information, training and expertise related to tourism. Through these partnerships and the tourism experiences of police agencies in Orlando, UCF was able to develop specific training programmes for the Saint Lucian Police.

Tourism policing in Saint Lucia

In late 2002 members of the RSLPE, the marine patrol, beach patrol, rapid response unit, customs officers, immigration officers, and private hotel security began training in tourist oriented policing (TOP) provided by instructors from Orlando through the University of Central Florida. These participants, although well-trained in their particular areas for law enforcement or security patrol, had never received training on the concepts of TOP and some had never heard of community oriented policing. The instructors were subject-matter experts with experience in law enforcement, crime prevention and TOP. All of the instructors had previous law enforcement and classroom teaching experience. At the forefront of the training was the desire to immerse the students in the definition of tourism

policing; a policing philosophy that emphasises fear reduction of tourists through proactive and friendly law enforcement mixed with crime prevention (Wolf, 2002).

Several important aspects of an effective TOP unit were developed to coordinate training for the RSLPF. Sixty-five students, selected by the RSLPF chain of command and private security companies, were chosen based on attitude, commendable discipline history and ability to take initiative. All students in these classes had a limited education in criminal justice and policing theory. Participants were all from the front line, as both security and police officers were non-supervisory personnel. In total, less than ten squad-level (lower-level) managers participated in the training. Participants had various assignments including beach patrol, customs, port police, and immigration.

While several courses were taught focusing on various specific policing venues, each course was grounded in the theories surrounding TOP, including community oriented policing, problem oriented policing, situational policing, and crime prevention through environmental design (CPTED). Additional areas common to all courses were the importance of strong communication skills for TOP officers and the significance of building ethical and professional working relationships with senior tourism professionals, including but not limited to hotel general managers.

Reacting to the charge of the RSLPF command, a common course objective was for police to investigate thoroughly offences committed by tourists, as well as those against tourists. Additionally, the Saint Lucian Government and the tourism association were concerned with offences that were defined as criminal services for tourists (particularly drug sales along the beaches and in open air markets), and the harassment of tourists. Prostitution, recognised in

the literature as a tourist-related problem (de Albuquerque & McElroy, 1999; Glensor & Peak, 2004), was not identified by the police as a problem issue in Saint Lucia, nor were other crimes that would commonly be known or related to the tourist economy of an area (such as credit-card skimming or cheque fraud). Thus, there was little emphasis placed on these categories for the initial training (M. Charles, Deputy Commissioner of RSLPF, personal communication, March 8, 2002).

Paramount in these discussions was an understanding of the important role that front-line police officers play in these crime reduction strategies. The curriculum centred on methods to make people feel comfortable, yet not overly policed. One key element in tourism policing is the ability of officers to act friendly, yet still 'challenge' individuals as they approach hotel properties and tourism areas. A challenge can be as simple as asking 'May I help you?' to someone who may seem out of place. This challenge is to verify the purpose of an individual and to increase the visibility of the police or security personnel, and was underscored as a 'challenge culture'. This challenge culture became a foundation for much of the curriculum in the courses presented.

Courses were offered in 'Policing Ports of Entry' and 'Tourist Oriented Policing' for immigration, customs, marine patrol officers, and police officers who worked throughout the island. Also invited and encouraged to participate in the classes were hotel security officers. While each of these courses had objectives related to their particular area, the underlying theme was that course participants were expected to challenge the status quo, and create new ways of doing things that would work in Saint Lucia. The participants were also encouraged to raise their own awareness level of how the actions of police, their statements, and their behaviour, might affect each and

every individual (both natives and tourists) with whom they come into contact.

A final class was conducted for hotel and motel security personnel and police officers who work with them to assist them in understanding the role that CPTED and communication between hotels and police play in crime prevention in a tourism environment (Bach, 1996). Students were taught that essential to a successful tourism oriented policing programme were several methods available for communication between share holders: (1) intelligence briefings on criminal activity with hotel representatives, (2) a crime fax system (or email system) that notifies participating properties of criminal activity in the area, and (3) a carefully outlined policy of providing off-duty personnel to properties that desire more individualised attention at pre-determined pricing (see Appendix for outline of all classes).

An additional element of the training was to work with the police administration of the island to underscore the importance of prosecution for tourism crimes. All too often, even in the United States, crimes against tourists often go unreported, or when reported, go unprosecuted (Chesney-Lind & Lind, 1986). This can be for a variety of reasons, but may centre on the fact that the victim may be unwilling or unable to stay to report the crime, or nervous about reporting the crime to the police in an unfamiliar place. Once the crime is reported and a suspect is identified, frequently the crime is not prosecuted because the witness is unable or unwilling to return to the jurisdiction to go to trial (Chesney-Lind & Lind).

Several legislative solutions were discussed within these courses as possibilities for the island to consider when dealing with a transient victim population. While resolutions that may create some additional pitfalls, some tourism jurisdictions have mandated a speedy trial for misdemeanour

crimes, or cooperative programmes with the airlines and hotels to assist crime victims who return to testify in cases on behalf of the government in violent or serious cases (de Albuquerque & McElroy, 1999). Another way to combat this problem, and discussed in the courses, may be to look at private funding sources for tourists who would need to show up in court for prosecution to continue. In Orlando, Florida, a trust fund is established for victims of crimes to assist them in returning to court by paying for airfare and hotel accommodation when necessary. When suspects realise that crime victims can more readily come back to trial, the result may be a plea bargain, or guilty plea; this in fact may act as a deterrent for criminal activity for what was once seen as an easy victim population (de Albuquerque & McElroy).

Finally, all of this training asked law enforcement and security personnel in Saint Lucia to change the way they were doing business in several key ways: (1) locate uninvited guests, and practise a challenge culture; (2) communicate information on crime trends and criminal activity between levels of law enforcement and between government and private sector; and (3) strongly encourage prosecution for tourism-related crimes.

AN ASSESSMENT AND EVALUATION OF THE TRAINING

After the three training courses were concluded, the instructors and course participants were surveyed to get a sense of what could be done better and whether or not the course was successful in getting its message across. In addition to open discussions, students participating in the final day of classes were asked to respond to a survey of several questions. These questions pertaining to the instruction and the course materials were developed with responses on a Likert Scale (with 5 meaning 'strongly

agree' and 1 meaning 'strongly disagree'), and all 65 students participating in the courses completed surveys.

In regard to whether 'The information received was relevant to our overall mission' students scored the classes 4.91 ($N = 65$). To the question 'I have a much better understanding of the importance of tourist oriented policing and will strive to implement what I have learned' students scored the class at 4.78 ($N = 65$). This shows that the students overwhelmingly felt that the classes successfully delivered information important to the TOP mission of police on the island. When asked to cite a major problem with the course, however, course participants almost universally cited lack of mid-level supervisor participation. Further qualitative investigation of group participants found that many felt that the absence of mid-level supervisors meant that much of the information learned about potential positive changes would never be implemented.

Although the courses taught were clearly supported by the RSLPF Commissioner and training personnel, instructors also remarked on the lack of mid-level and upper-level management participation in the classrooms. The instructors felt that the material presented was extremely well received, but many felt that implementation might not occur due to this lack of supervisory involvement. The absence of mid-level managers was discussed with command personnel from the RSLPF, and inclusion of these personnel was proposed for follow-up training. Another major shortcoming of the programme noted by the instructors was the current lack of statistics and record keeping on crimes against tourists, making it very difficult to judge the success of training.

Another comment that was made by a large majority of the participants was that the course, although well managed, should have been given over a longer time span to

expand more thoroughly on issues presented. A week-long class, rather than a two-day class for each programme, was suggested most often in regard to the length of future classes on each topic. Consistent with the literature, classes also spoke of the need for better funding of police and security personnel, a need for more officers in tourist locations, and a need for greater community cooperation (Pizam et al., 1997).

This type of training could be extremely useful to other Caribbean nations which are struggling with keeping a positive tourism climate. It could also be beneficial to other countries that recognise the need to improve relationships with tourists travelling to their country. In a world unsure of travel, police officers must ensure that tourists feel comfortable about visiting new places and exploring other cultures, while still maintaining vigilance that there are some among us who would try to spoil any welcome that may be extended. This type of training seeks to involve police and those in the business and tourist sector actively as an effective working partnership to control crime, establish fear reduction and even prepare for disasters.

CONCLUSION AND IMPLICATIONS

The economies of many Caribbean islands are dependent upon tourism dollars. An investment in tourism oriented policing could be an investment in the economic future of the island. If tourists view a location as unsafe, they and their money will go elsewhere. This training is a proactive attempt to ensure the economic vitality of Saint Lucia.

Although difficult to measure, the intended outcome of this initiative is a friendlier, more crime conscious police force in tourism areas of Saint Lucia. Blessed with a significantly smaller crime problem than many of its neighbouring

Table 1: Crime trends in Saint Lucia years 2000–2004

<i>Offences</i>	<i>2000 Reported</i>	<i>2001 Reported</i>	<i>2002 Reported</i>	<i>2003 Reported</i>	<i>2004 Reported</i>
Against lawful authority	822	1,020	859	889	864
Against public morality	169	187	168	196	202
Against the person	4,875	5,229	5,020	5,119	5,089
Against property	6,828	6,949	6,646	6,332	6,473
Firearms	129	143	160	214	200
Drugs	663	768	644	523	424
Total	26,309	27,824	26,350	26,023	26,080

Source: St. Lucia Ministry of Justice (<http://www.stats.gov.lc/main.htm>)

countries, the island of Saint Lucia is certainly not crime free. While this initiative was not designed to impact specifically a change in the number of crimes that occur among the residents of the country, an increase in the level of police legitimacy within the residents and tourists to the island may impact on crime statistics. The police must create a sense of fairness, intelligence and justice to all stakeholders in order to be most effective (Pizam et al., 1997).

As shown in Table 1, crime statistics utilised by the Government of Saint Lucia show a general downward trend of some types of crime reported by the Ministry of Justice; however, these cannot be specifically contributed to this police training programme. Important for future research in this area would be the construction of a specific survey of the police of the island to determine perceptions of the training and whether there is a change in the way the police are doing business in Saint Lucia. Paramount in tourism oriented policing, like community oriented policing, is an understanding of the importance of communication between levels of government, between the police officers and those policed. If the officers do not feel that changes are being made, or are not in the process of being made, then the training and partnerships are not working to the extent that they appear to be at first glance.

Additional future recommendations would also include the government collection of, and a crime analysis of, data related to tourism crime, tourism police practices, and a victim survey of tourists and of citizens of the island to determine perceptions of police. These findings may also help to determine whether the partnership is succeeding in efforts to reduce crime, fear of crime, both, or neither in Saint Lucia.

NOTES

- (1) For this paper the 'Caribbean' includes: the member countries and islands of the Organisation of Eastern Caribbean States (OECS), including the islands of Antigua and Barbuda, the Commonwealth of Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines; and the Caribbean island members of the Organisation of American States (OAS), including but not limited to Antigua and Barbuda, The Bahamas, Barbados, Grenada, Haiti, Jamaica, and Trinidad and Tobago).

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Appendix: Outline of tourism policing training classes

Class	<u>Course Objectives.</u> Students who complete each course should be able successfully to:	Participants
Policing Ports of Entry with a TOP Foundation	<ul style="list-style-type: none"> • Explain the role of Tourism Oriented Policing in customs and port patrol, particularly in airport, and seaport security. • Explain the benefits of Tourism Oriented Policing in customs and immigrations inspections. 	Police Patrol Customs Immigration Marine Patrol Beach Patrol

Class	<i>Course Objectives. Students who complete each course should be able successfully to:</i>	Participants
Tourist Oriented Policing	<ul style="list-style-type: none"> • Predict differences in success using technology-assisted search techniques when compared with hands-on searching for various types of contraband and cargo vs. personnel carriers. • Interpret and react to targeted distraction attempts. • Recognise that effective communication involves problem solving and decision making. • Practise the behaviours of effective, active listening, interpreting visual information critically. • Interpret barriers to effective communication pertaining to culture and language barriers. • Interpret non-verbal and verbal clues of stress. • Explain how to achieve a welcoming environment while maintaining law enforcement vigilance. <ul style="list-style-type: none"> • Summarise the historical and theoretical perspectives of Tourism Oriented Policing. • Discuss and describe ethical considerations when creating cooperation between police and the business community; develop methods to maintain the public confidence in police. • Explain the importance of developing intelligence briefings with hoteliers; conduct a practice session. • Construct sample policies classifying acceptable practices for off-duty or 'moonlighting' work of police officers with the tourism industry. • Practise the behaviours of effective, active listening, interpreting visual information critically; interpret barriers to effective communication pertaining to culture and language barriers. • Develop a method of sharing information that needs to be dispersed quickly; consider fax crime circles, email lists. • Construct local tips for tourists, incorporate information on opportunity crimes; promote reporting of crimes. • Develop an action plan for tourists as offenders. 	Police Patrol Customs Immigration Marine Patrol Beach Patrol Hotel Security Auxiliary Police
Hotel Security with a TOP Foundation	<ul style="list-style-type: none"> • Interpret Crime Prevention Through Environmental Design (CPTED) and its potentials for target hardening. • Conduct on-site internal and external risk assessments. 	Police Patrol Hotel Security Beach Patrol

Class *Course Objectives. Students who complete each course should* *Participants*
be able successfully to:

- Develop emergency plans for terrorism and natural disaster events.
 - Interpret local legal issues; develop alternative legislation ideas that may assist in the prosecution of crimes against tourists.
 - Summarise differences between local Hotel/Tourism policies and procedure; construct sample memorandums of understanding between public and private entities.
 - Practise the behaviours of effective, active listening, interpreting visual information critically; practise a 'challenge' culture.
 - Interpret barriers to effective communication pertaining to culture and language barriers.
 - Explain the importance of 'Acting as Ambassador' and how to be effective against crime, yet friendly.
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