Tourism disaster management in an age of terrorism

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Abstract: The following article differentiates between the concepts of risk management, disaster management, and crisis management. Although a great deal has been written about the need for risk and crisis management, precious little has been written about the intermediate steps between risk and crisis management, disaster management. The article attempts to look at this issue both from the academic and applied perspective, offering both a theoretical vision and an applied aspect. The article is meant to create debate within the tourism professional community and challenge that community to be prepared for continual change in an ever more dangerous world. Special emphasis is given to issues of tourism and terrorism.

Keywords: allocentric tourists; crisis and crisis management; disaster management; narco-terrorism, tourism security.

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1 Introduction

Tourism professionals have long noted that many Europeans hold a different attitude toward the concept of 'disasters' than do North Americans. People in the USA and Canada often refer to natural disasters as 'acts of God', while in Europe the overriding assumption is that all disasters are 'acts of man', either through design or through neglect. While philosophers can debate these different ontological viewpoints, tourism industry professionals whose industry and livelihood is dependent on political, economic, and natural stability, need to plan for disasters well before they occur. From a tourism perspective it is a much less important who is responsible for the tourism disaster than it is essential to develop clear and practical disaster and recovery policies and strategies.

The travel industry, as the London-based 'economist' noted, as far back as 1999, is the sleeping giant of the late twentieth century (1999). The travel and tourism (T&T) industry is a multifaceted composite industry that touches a myriad of interrelated activities: from uniting families separated by thousands of mile, to permitting business to occur around the world and thus acting as one of the bases for the current interconnect global economy T&T plays a major role in the modern world. T&T's leisure component provides pleasure, recreation, and educational opportunities for millions of people around the world. This web of industries also provides either directly or indirectly millions of people with an employment source. For example, Stymes (2012) has written: "Tourism has a variety of economic impacts. Tourists contribute to sales, profits, jobs, tax revenues, and income in an area. The most direct effects occur within the primary tourism sectors – lodging, restaurants, transportation, amusements, and retail trade. Through secondary effects, tourism affects most sectors of the economy. An economic impact analysis of tourism activity normally focuses on changes in sales, income, and employment in a region resulting from tourism activity."

Being a composite industry makes determining tourism's true financial impact almost impossible. The World Travel and Tourism Council, however, estimates that:

> "T&T's direct contribution of T&T in 2011 is expected to be US$1,850.0bn (2.8% of total GDP) in 2011. It also states that Travel & Tourism is expected to support directly 99,048,000 jobs (3.4% of total employment) in 2011, and the total contribution of Travel & Tourism to employment, including jobs indirectly supported by the industry, is forecast is estimated to be 258,592,000".

While the actual numbers can be debated, the essential point is that T&T produce a great amount of wealth and that this economic wealth may be one of the reasons for the interaction of tourism and terrorism. There are few industries that are as vulnerable to man-made disasters as the tourism industry. The 17 June 2011 FBI warning of possible major terrorism attacks against US and European hotels is another such example of the potential for disasters striking a component of the tourism industry (http://www.foxnews.com/politics/2011/06/16/hotels-warned-mumbai-style-terror-threat/).

This paper examines the differences between risk management, or the attempt to eliminate or lessen the impact of a negative event, disaster management, what is done during the event, and crisis management, how recovery occurs after the event. There is a great deal of literature dedicated to both risk and crisis management in tourism. For example, *Event Risk Management and Safety* (Tarlow, 2002) and *Restoring Tourism Destinations in Crisis: A Strategic Marketing Approach* (Beirman, 2003) are two examples of scholarly works dealing with risk and crisis management. This paper seeks to address disaster issues, that is, the events that fall between risk and crisis management. As such the paper is both a research paper and an applied study. Its goal is to provide both theoretical knowledge from the academic perspective and applied value for those who labour in the world of tourism and must face the potential for disaster management on a daily basis. The paper's goal is to both inform and to create discussion on how tourism and travel professionals act and should act during periods of tourism disasters.

2 Theory versus application

This paper is a blending of theory and application. Thus Tarlow (2002, p.139) has written:

> "The notion of theory presents tourism scholars with what at first seems to be a major paradox. Theory is not research nor is it data. Theory is essential, however, for the development and collection of data. Theory determines what scholars decide is to be classified as data, and theorists provide the necessary abstract maps that facilitate research. Theory may be called the 'geography of data'. It defines data's boundaries and provides the assumptions upon which researchers can base analyses."

This paper is neither a theory paper nor a collection of data. Instead it combines theoretical perspectives in order to achieve applicable solutions to a problem that confronts tourism and its practitioners. Its goal is to create useful solutions for tourism practitioners while being true to its academic underpinning.

3 Disaster management as an intermediate step between risk and crisis management

There has been a great deal written on the topic of tourism risk management and tourism crisis management. However there is a middle step that is often overlooked, that step is called tourism disaster management. Tourism risk management is seeking to prevent a problem. It is the understanding of the problem, the seeking to understand a locale's issues and the attempt to head off these issues before they occur.

Crisis management is what happens when risk management fails. Crisis management occurs soon after the crisis has taken place. Crisis management helps to rebuild lives and reputations, economies and despair.

Tourism disaster management is the intermediate stage. It is how we manage the disaster while it is occurring. Do locale officials panic or do they handle the disaster in a professional manner. Have they rehearsed what to do, or during the disaster are they first figuring out what to do. The flow chart seen below illustrates the role of disaster management within the tourism continuity line.

Figure 1 From risk to crisis management (see online version for colours)

These disasters, often framed in a political context, not only bring misery, grief, economic hardships and/or death to thousands of people, but also in the case of T&T can bring the industry to close to an absolute standstill. A simple review of the events in the first half of 2011 reminds us of how fragile the tourism and travel industry is. From the recent political turmoil in Egypt[1] to cyber theft and cyber terrorism, from narcotics wars (often called 'narco-wars'), and gang warfare such as the wars being waged in Mexico

and much of central USA by groups such as the 'zetas' to issues of food poisoning in Europe, from tsunamis and earthquakes in the Pacific basin to visitors across Latin America being kidnapped, not for ransom but to invade their ATM machines (often called 'sequestro-exprés') from the expert pickpockets in Barcelona to the forest fires in the western USA, even the casual observer will note the interrelationship between the world's crises, acts of evermore creative violence and tourism.

4   Unification of tourism crimes and acts of terrorism against tourism

To complicate matters only a few years ago it was logical to argue that classical tourism crimes and acts of terrorism were totally separate entities. Thus Tarlow (2009, p.467) has written: "Despite the often mistaken notion that terrorism is just another form of crime, at least from the tourism perspective nothing could be farther from the truth… Terrorists and criminals can act in very a very different manner vis-à-vis tourism". While in most cases this statement is still true terrorist organisations have now entered into the field of crime, thus the interrelationship between terrorism groups and the illegal sale of narcotics has blurred what once was a clear division between these two. For example, Boland (2011) has noted that: "The war on drugs has lost prominence in recent years to the war on terror, but the two dangers are not entirely separate. Leaders and other members of the anti-drug, anti-terror battles met in October to discuss the connections between illicit substances and insurgents and to emphasize the continued problem in the Americas posed especially by cocaine. And while terrorism may be high in the general public's mind as people fear another attack, drug use is killing thousands of American citizens, including children, every year." The problem appears to be growing rather than diminishing. Thus, McElroy (2006, p.97) has written: 'Evidence is mounting that the narco-economy (in the tourism areas of the Caribbean) will continue to grow and pose increasing threats to tourism and offshore finance… The crime syndicates that control drug activity represent an almost intractable-mega national threat to local authorities because of their criminal sophistication, adaptability, financial power, and increasing political influence".

5   New forms of crime and terrorism

In a like manner it has become exceedingly difficult to distinguish cyber crime from cyber terrorism, thus the stealing of a hotel's database may be 'merely' for pecuniary purposes or may be a funding mechanism toward a future terrorist attack. Thus, David Beirman has written: "Cyber-crime and cyber-terrorism is now the greatest threat to all business and travel and tourism is squarely in the firing line of the bad guys. Piracy in the cyberworld (sic) can range from faked bookings and scams to identity theft of your customers to downright disruption of all e-communications emanating to and from your business. In some case, cyber-terrorism has involved electronic extortion practiced against businesses with the threat of destroying a company's entire computer system. According to recent research, only 4% of tourism and hospitality businesses have really taken steps to deal with this problem."

This merging of crime and terrorism by the use of crime to fund terrorism means that a criminal may not longer simply be a criminal whose goal is to simply take advantage of the unsuspecting tourist. Instead the criminal may knowingly or unknowingly be an agent

for a terrorism organisation whose real purpose is the destruction of the tourism industry though 'disaster development'. The following table then classifies various types of tourism disasters.

Table 1 Tourism disasters by type, violence, and impact

Type of disaster	Primarily violent: yes, no?	Impact on:	Primary impact mega or micro levels	Long/short term impact
Earthquake, tsunami etc	No	Tourism structure, reputation, potential loss of life	Macro	Long, rebuilding may be necessary
Act of terrorism against a tourism site	Yes	Infrastructure, reputation, peoples' lives	Mezzo to macro	Short range to long, depending on post marketing efforts
Narcotic wars and gang violence	Yes	Reputation,	Micro on a collective level	For duration of the war
Classical tourism crimes such as pick-pocketing	No	Reputation, loss of confidence and of customers	Micro on a collective level	Media dependent
Health and Diseases	No	Loss of life, reputation, business	Micro l macro, such as leading to pandemic	For the duration of the crisis
Intentional food poisoning	No	Potential loss of life, loss of business	Macro	For the duration of the crisis

This list does not even touch on the secondary impacts of terrorism against tourism that create travel hassle nightmares nor does it begin to address those who have ceased to travel due to travel inflation, travel fear, and attacks against travellers.

6 Business and leisure travel issues

Travel scholars often divide their industry into at least two main segments:

1 business travel, defined as travel 'neither for pleasure nor by choice'

2 tourism or pleasure travel.

In the first form of travel the person journeys to a specific location because he or she has no other option, in the second category the traveller has two options:

a a choice of destination

b whether or not to make the journey.

In both cases, disasters, be they natural in origin or criminal in origin, share common similarities and often the local tourism industry will suffer similar economic and reputational consequences. In order to be precise in word usage, I employ the word

'disaster' to define any life threatening, reputational threatening or economically threatening situation that is caused by human beings, either intentionally or through neglect. Thus, if we use a terrorist attack at an airport lacking a proper security system we note a two-fold disaster syndrome:

1   some person (or persons) came for the expressed purpose of harming others

2   the airport lacked proper precautions (be these human or mechanical) to prevent the attack.

The result of such a disaster is a crisis. The crisis may be one of confidence, negative publicity, harm caused by destruction of property or life, or any combination of these outcomes. In our hypothetical airport situation, reactions may be demanded of:

1   governmental authorities

2   airport authorities

3   airline officials

4   passengers

5   the media

6   the local tourism industry.

Each of these sub-units will act in a specific manner and at times in ways that may be perceived to be contrary to the good of the other. Thus, the media may wish to publicise the event, splashing it across the front pages of the world's newspapers while the local tourism industry, fearful of the costs of such negative publicity may try to keep the reporting of the incident to a minimum. Sonmez et al. (1999, p.21) define a disaster as "…an event that abruptly causes loss of life, human suffering, public and private property damage, economic and social disruption" and a crisis as "...any event which creates negative publicity and the period of time after a disaster occurrence which lasts until full recovery is achieved and pre-disaster conditions resume." Furthermore, we can define a tourism crisis as: "…any occurrence which can threaten the normal operation and conduct of tourism related businesses; damages a tourist destination's overall reputation for safety, attractiveness, and comfort by negatively affecting visitors' perceptions of that destination; and, in turn, causes a downturn in the local travel and tourism economy, and interrupts the continuity of business operations for the local travel and tourism industry, by the reduction in tourist arrivals and expenditures" (p.2.2).

7   Lack of clear definitions

Despite the fact that T&T is a major part of multiple national economies and acts as an economic artery connecting the global economy there is no internationally accepted protocol for tourism disasters and their ensuing crises. Thus, in an age of mega disasters such as a military or bio-terrorism attacks, natural disasters, or medical disasters the local tourism industries are for the most part on their own. One of the reasons why no global protocols yet exist may be the composite nature of tourism. Citing Likorish and Kershaw, Gee and Makens (1989, p.9) write: "Because tourism means different things to different people, and the world has not yet adopted a universal definition, the term (tourism) is an

inadequate synonym for travel, and its use as such results in inconsistent data when the total travel market is examined". What would such an international plan look like? Is such a manual or handbook feasible in an industry that is both multifaceted and locally oriented while being internationally connected? Is such a manual is necessary, and what ideas that should be included in a tourism disaster/crisis manual?

It is the author's intention to provoke dynamic thought between members of the academic and applied communities. Its goal is not merely to quote others but rather to inspire creative thought under the assumption that the tourism industry will need to deal with both man-made disasters such as terrorism, and bio-terrorism and natural disasters such as radical climate change, and geological challenges for an indefinite period of time. It is hoped that the reader will be inspired to aid in the development of a final publishable disaster manual for tourism.

8 Key questions

In order to accomplish this goal we must begin by asking a number of essential questions for an age of terrorism and crisis. Among the questions that need to be addressed are:

- Is tourism different from other industries and if so does it needs a specific set of guidelines when facing disasters/crises?

- Is the visitor more vulnerable than locals to crises?

- Can we measure the economic impact of a crisis on tourism?

- Is there a specific tourism crisis misery index that needs to be developed?

- How do we measure both the positive and negative roles of the media in tourism crises?

9 Some basic assumptions that tourism professionals need consider about 'tourism disasters and crisis recovery'

Tourism, as stated above, is a unique industry. Whenever its professionals and planners think about tourism disasters and their resulting crises they dare not forget a number of basic tourism principles. Among these are:

- The tourism industry's products are perishable commodities. For example, once the airplane has left the gate, empty seats can never be sold; once a hotel room stands empty the room rental fee for that evening cannot be recovered. What this ephemeral quality to tourism products means from a disaster-crisis perspective is that the economic loss generated by a tourism crisis is non-recoverable.

- Leisure or pleasure tourism is a non-essential commodity that appeals to the classes that have amassed enough wealth to have disposable income. Tourism then will be impacted by a number of events that lie outside of its scope of control. Tourism leaders must take into account not only their own locale's economy but also the economic health of their principle markets. For example, much of the Caribbean depends on tourism from the north-eastern USA. If that area has a major economic

down-turn, then that region's economic problems may produce a ripple affect that can become the equivalent to an economic tsunami racing across the Caribbean Islands.

- Not all tourists are the same or desire the same product. In 1974, Plog (2011) introduced his psychographic model of allocentric and psychocentric tourism. At one end of his typology Plog noted that some tourists seek higher levels of adventure and risk and are willing to forgo certain comforts in order to satisfy their need for adventure. Plog called these tourists, allocentric. On the extreme other end of the spectrum Plog identified some visitors who were risk-adverse and desired a greater level of personal protection and comfort. Plog identified these people as psychocentric. Of course, just as in any normative statistical curve the great majority of visitors are neither totally psychocentric not allocentric but instead somewhere in between the two extreme ends of the spectrum. Plog's model is highly helpful in understanding niche marketing. If we interpret Plog's findings from the perspective of tourism disasters we may hypothesise that most visitors will tend to stay away, but once reassured that recovery is on its way, there will be a large body of visitors prepared to return to the tourism locale.

- As far back as the early 1920's sociologist such as W.I Thompson had come to understand the importance of perceptions on reality. Thompson wrote "If people define situations as real, they are real in their consequences" (see *The Unadjusted Girl*, 1923). Thompson's insights are essential in understanding a tourism disaster. Thompson teaches us that people to react to what they believe rather than to what is, thus is a locale is deemed to be suffering a particular disaster that will impact the tourist's choice of locales. Claiming that the facts are wrong will do very little in ameliorating the crisis; instead the old perception will need to be changed with a new one.

- Often tourism centres suffer a lag-time or after-shock affect that impacts the local tourism community possibly for years after the disaster has long passed. These economic and reputational problems may continue to affect the tourism industry long after the initial disaster as long receded into history. The result may become a post-disaster disaster that may be as harmful as the original disaster.

- Leisure travel centres tend to open to styles, whims and fears. Tourism loyalties are generally ephemeral and can change almost instantaneously. This means that with the exception of religious centres or places of great motivation (pilgrimage centres be they of a religious or secular nature) loyalties to locations in tourism have an ephemeral quality to them, and it takes very little to turn a temporary disaster into a long term recovery problem.

10 Why leisure tourism needs disaster models

While it is true that all disasters create negative situation, tourism is especially prone to disasters. Tourism is associated with pleasure, safety, positive perceptions, and comfort. With very few exceptions negative perceptions/expectations are usually not associated with tourism. For most people, tourism ceases to be pleasure travel when the negative consequences outdistance the positive ones. Because, most people who travel for pleasure

assume a disaster free experience, few travellers are prepared to handle a disaster while on vacation. Because the travel industry is selling 'magic' and most people do not have the time to replace the nightmare with the dream, when a disaster strikes the travel industry and its related businesses are put in a particularly difficult position. They must manage the disaster for themselves and at the same time continue to be hospitable to visitors.

Locals may stay to defend their home against attacks from nature or other human beings, but tourists come to a locale as a conscious choice. While all people involved in an area in which a disaster occurs have the option of leaving, in most cases, the tourist will be the first to leave and has no reason to return. Tourists come to a location to forget their troubles, to seek the magic of the place. With the exception of a few highly allocentric individuals, most tourists will shy away from danger and seek the banal rather than the dangerous. The tourist then has the option of time and place. Locals, however, differ from their approach to a disaster in several ways. Unlike the tourist, during a disaster's occurrence the local population must deal with a disaster by seeking ways to protect their own lives, those of family and friends, those of customers and their businesses and property. Locals do not choose to be in a disaster location; instead the disaster fosters itself on them. Furthermore, after a disaster, locals must find ways not only to repair the physical and personal sides of their community but also to repair their location's damaged image and engage in recovery marketing as a means of drawing people back to the locale and of assuring them that all is 'back to normal'.

From a sociological tourism perspective tourism sciences scholars need to treat natural and human-caused disasters as two sides of the same phenomenon. In the USA it is common to argue that it is hard to blame anyone for a natural disaster, but that blame can be assigned to human disasters. For example, this line of reasoning holds that it is not a locale's fault if a hurricane, tsunami or earthquake destroy its coastline or cities, but if a person is attacked at a hotel, a resort experiences a series of crime or murders, or food poisoning occurs on a cruise ship then it is proper to place the blame on a specific set of persons. The same line of reasoning holds that if a fire breaks out killing tourists or if an airplane explodes (either due to terrorists or mechanical failure) then the public can begin to assign full or partial blame. The opposing argument states that a locale cannot stop a natural disaster, it can be prepared. In most cases places that are prone to earthquakes, tsunamis or hurricanes are well aware that they lie within the danger zone and thus, should have taken the necessary precautions. From this perspective tourism disasters caused by nature are the results of neglect, poor construction, or poor planning and as such also must be classified as human-caused disasters.

11 A preliminary theory of disasters in tourism

As noted above, tourism is a form of expendable income that marks the leisure classes. Indeed prior to the birth of the 19th century, most travellers considered travel to be a major and arduous task. It is only in the last fin de siècle period that travel and pleasure were joined and only since the 1950s that travel became a vast mass market industry. Any theory that deals with travel must then encompass its newness, its recent mass appeal, its effects on multiple economies and its need for both political and economic stability. Indeed no industry based on surplus income can long survive without both economic and

political stability. A secondary component of travel and disasters is the psychological one. Building on ideas first developed by Mestrovic, Tarlow has called vacations the 'stressful search for fun'. In his book the *Coming Fin de Siècle*, Mestrovic (p.1991. p.250) has written: "Postmodernist vacations are usually stressful; there are few exotic places left in the world; and most vacation products promise to deliver the same product – fun." Nevertheless, the travel industry should not confuse 'safe' or 'recreational' stress (i.e., waiting for an airplane, yelling at children in rear seat of a car) with 'endangering stress' such as an act of deadly force, a flood, or a major fire. In the former case, although most vacationers will complain about it, it is fair to assume that the travelling public has come to factor recreational-stress into the cost of the trip. In the latter case, that of endangering-stress, such stress will result in the cancelation of the trip or its early termination.

The author further argues that even under the theoretical considerations of postmodernism, and post-enchantment theory (Tarlow and Shafer, 1995), de-differentiation (Rojek, 1993) does not occur when questions of endangering-stress come to the forefront. The public believes that the tourism industry will go beyond the call of duty to ensure a danger-free vacation. Should a situation become dangerous or perilous, the trip's magic ceases to be and many travellers may react even more negatively than the local population. Such an understanding is essential in understanding how terrorism attacks the very heart of a tourism industry.

12 Terrorism as a form of tourism disaster

The US Department of State memo (1996, p.4) defines terrorism as "…premeditated, politically motivated violence perpetrated against civilians and unarmed military personnel by sub-national groups...usually intended to influence an audience." In the anonymous memo international terrorism is given the still further definition of: "…involving citizens or the territory of more than one country." Although terrorism, both of the domestic variety and of the international type, has been a political tool since early history, modern-day terrorism began in the latter part of this century. International terrorism increased rapidly during the late 1960s and early 1970s. After a brief lull in activity, the 1980s began and ended with terrorist violence. By the end of the decade, terrorism had become commonplace (D'Amore and Anuza, 1986; Richter and Waugh, 1986).

Terrorism would, however, take a turn for the worse in the twenty-first century. The century dawned with what has become a defining moment, the attacks of September 11, 2001. These attacks, although not perpetrated specifically against the tourism industry, created a climate of fear that changed the face of tourism. Air travel went from elegance: to 'hassle' as travellers now needed to remove either virtually all of their clothing or physically at least their shoes, jackets and computers. Hotels, that were once seen as bastions of peace in places of turmoil now had to wonder when they would be the next target of a major attack. The answer came all too quickly with the 2002 bombing of the Park Hotel in Netanya, Israel, the 2003 Canal Hotel in Bagdad, the bombings of hotels in Amman, Jordan in 2004, the Islamabad Merriott in 2008, soon to be followed by the now infamous Mumbai (Bombay) attacks of 2008 against the iconic Taj Mahal Hotel.

Hotels and airlines have not been the only areas of tourism to suffer. For example, Egypt has known a rash of terrorism attacks against tourist areas. Cairo has suffered from

tourism deaths in 2009, and tourist locations such as Sharm-El-Sheik and Luxor have not been immune from waves of terror. On 22 July 2011 Norway was caught off guard when what may have been a domestic terrorist murdered over 90 young people at a local summer camp. The Associated Press reported that due to lack of police equipment, the terrorist(s) had some 90 minutes of free reign until the Norwegian police arrived [MacDougall and Nordstrom, (2011), p.1].

Terror in tourism not only destroys lives and reputations but also causes tremendous economic damage. For example terrorism not only destroys lives and a locale's reputation, it also causes owners a great deal of economic damage. MacGeogh (2011) has written: "The damage caused by terrorism to the hotel industry are (sic) far more extensive than mere physical property damage. The impact of the recent (2009) bombing outside the JW Marriott Jakarta has had an impact on the hospitality industry in Indonesia, which is still struggling to recover from the aftermath of the Bali Bombing and the more recent problems caused by SARS." MacGeogh (2011) then continues to state: "During the downturn of local, regional and global tourism – with the resulting decreased turnover and revenues – an owner, typically, will be most concerned as to how operating expenses can continue to be funded. Generally, in most hotel-management agreements, there is no limitation on the owner's obligation to fund working capital. In other words, there is an open-ended requirement on the owner to contribute. Very often, an owner is unable to rely on the force-majeure clause to avoid or delay making such contributions. Most force-majeure provisions would not excuse a failure to make any monetary payments, even when unforeseeable and uncontrollable events occur."

Found below is a partial list of nations whose tourism industry has in one way of the other been impacted by terrorism against tourism:

- Brazil
- Colombia
- Denmark
- Egypt
- El Salvador
- France
- Germany
- Indonesia
- Iraq
- Israel
- Mexico
- Norway
- Peru
- Philippines
- Russia

- Spain

- Sweden

- Turkey

- UK

- USA

- Yemen.

The above list demonstrates that terrorism against tourism is neither ideological nor is it geographically bound. Terrorism has occurred in both the developed, undeveloped and undeveloped world. In all cases, however, it is the innocent traveller who has suffered during the attack and countless travellers suffer in the afterglow of the attack. Yet despite the rhetoric and high levels of publicity, most tourism centres enjoy a very 'low' probability of attack. Nevertheless, it appears that terrorism does significantly alter tourist demand patterns. Exactly how many tourists have terrorists murdered is not an easy figure to ascertain, especially as there is still not one standard definition for terrorism. For example, the US news outlet MSNBC (2011) reports that: "over 200 US citizens have been killed in Mexico since 2004". Yet it is hard to determine if these collateral victims of gang or narcotic wars or if these were the intended victims. Were these people murdered in order to destroy Mexico's tourism industry or has damage to the tourism industry simply come about due to an unintended consequence? What is clear is that the number of tourists who are murdered due to terrorism attacks is negligible in comparison to the number of people travelling and the number of tourists who are victims of crime. Despite this infrequency, terrorism's extreme consequences provoke serious consumer reaction. Even prior to the great amount of publicity given to terrorism in the post September 11, 2001 world terrorism had a major impact far greater than the numbers might have warranted. Thus, as far back as 1986, 1.8 million US changed their foreign travel plans as a result of the previous year's terrorist activity (about 6.43% of the previous year's overseas travel volume). Terrorism significantly alters tourist demand patterns (D'Amore and Anuza, 1986). In the post-September 11 world there is a need not only for peace and stability for tourism to continue without disruption, but also the issue of travel-hassle. Due to the impact of terrorism, travel simply has become a lot harder and a lot less pleasant.

It is equally clear that strategies need to be developed to help the tourism industry overcome not only the serious challenge of terrorism but also from acts of crime. There are a great many sources that teach travellers how to protect themselves. For example, Garcia and Tarlow maintain a website for students travelling abroad (http://www.studentsafetyabroad.com). Others who provide information on safe travel include: the US Department of Transportation (http://safetravel.dot.gov/) and the US State Department (http://travel.state.gov/travel/tips/tips_1232.html) Kevin Coffrey's *Travel Safety Tips For Women Travelers* at http://www.kevincoffee.com/women_safety/travel_safety_tips_for_women.htm, and Sheila Swan's *Travel Tips: Money and Scams* (http://www.healthnews.com/Categories/Alerts-Updates/Travel-Tips-Money-and-Scams), Even a superficial search on a web browser turns up at least 245 websites dedicated to safe travel.

On a broader level, however, there are few sources that offer terrorism management strategies (Sonmez et al., 1999; Wahab, 1995). Part of the reason for this lack of an overall strategy is the fact that neither tourism scholars nor terrorism experts have an internationally recognised definition of terrorism. In a like manner tourism experts know a tourism disaster when they see one, but have not yet developed one single overarching definition. Thus a tourism disaster may be a single act that becomes a major news item such as the Natalie Holloway case in Aruba (2005), an ongoing set of terrorism acts, such as Israel had to suffer during the Intifada, a medical scare such as the SARS scare that devastated both Hong Kong and Toronto, Canada tourism (2003), and act of nature such as the tsunamis that struck Thailand (2004) or devastating earthquakes such as those that destroyed parts of Northern Japan in 2011 and the city of Port-au-Prince, Haiti in 2010.

It is becoming increasingly evident that tourism scholars need to consider not only the tourism disasters caused by international terrorism, but also the hassle factors that these acts produce. Tourism scholars must also now seek to understand a broad spectrum of tourism and terrorism interactions such as issues of bio-terrorism, food terrorism and cyber terrorism. If predictions hold true, we can expect further acts of terrorism, meaning that either tourism officials develop a pro-active stance or they will be forced to react on a piecemeal basis. It can be inferred then, that crisis situations, be they of a terrorism nature or be they of a well-publicised acts of crimes, threaten tourist activity and these actions result in a tourism disaster. Thus, repeated terrorist attacks or too many well-publicised criminal acts can turn tourism disaster situation into a tourism crisis situation if a destination's image of safety is significantly damaged (i.e., Egypt, Peru, Spain, Florida) (Pizam et al., 1997). To recuperate from a crisis, a tourist destination needs to initiate recovery-marketing efforts that may be synonymous with crisis management. How do communities become prepared for to handle acts of well-publicised crimes and terrorism from a number of different perspectives? What issues need to be examined? What do the police need to know about the nature of tourism? How do civil defence and Convention & Visitor Bureaus work together? Who speaks to the media? How do communities assist tourism crisis managers in organising, financing, and managing a crisis management task force? What responsibilities does such a task force include?

13 Dealing with the media during a crisis

The time to develop a media disaster plan is prior to the disaster. Media love disasters. In the Spanish language the term 'crónica roja' exists in which the media features almost any form of disaster, in the English language the famous aphorism 'If it bleeds it leads' expresses the attitude of many in the media. Tourism professionals are well aware that they live by the media. Furthermore as Tarlow and Shafer (1995, p.181) have written: "In a world in which no one is safe from the threat of terrorism or new illnesses such as SARS, the thrill of tourism has been tempered by the fear of travel." Thus how a tourism industry deals with acts of terrorism during a tourism disaster will impact the way that it will need to manage the post disaster, crisis phase of the media. The need for media disaster management is especially important when one considers the impact of 24-hour news broadcast continuously throughout the world. Furthermore, the tourism industry

during periods of a terrorism crisis will need to be aware of the problem that television and the internet tend to focus on horrific pictures that lead the viewer often to see the situation in an exaggerated format.

14 Some of the items to include in a disaster manual

We recommend that a disaster/crisis manual should include at least all of the following topics:

- understanding why tourism disasters/crises are different from that of disasters/crises in other industries
- crisis management for local persons serving the tourist industry
- how to organise a tourism disaster/crisis taskforce
- proper use of terminology
- division of labour and responsibilities for tourism disasters/crises
- how to deal with the economic and marketing aftershocks
- funding of such a taskforce
- directory of contacts
- pre-disaster/crisis training in tourism for police, fire fighters etc.
- a tourism disaster/crisis checklist.

Any tourism disaster manual must take into account that tourism is a multi-faceted industry, in which the component pieces do not always work together in harmony nor do they necessarily have a single unified objective. Indeed no one has yet come up with a single all encompassing and agreed upon definition of what are the industry's specific components. These de-differentiations mean that tourism practitioners must be cognisant that in an interconnected world every local crisis is now global news, and global news means global problems. This bifurcation of goals and objectives means that a director of a convention and visitors bureau or of a chamber of commerce may at times have a very different view of what a disaster and how to handle a 'crisis' than does a hotelier, a restaurateur or an attraction owner. Often crises may be precipitated by

1 lack of clear definitions of roles and objectives
2 internal bickering
3 short shortsightedness
4 and too much emphasis placed on special interest needs.

Tourism is a 'perception-based industry'. Thus, Zukav's (2011) famous statement describes tourism all too well:

> "Reality is what we take to be true.
> What we take to be true is what we believe.
> What we believe is based upon our perceptions.
> What we perceive depends upon what we look for.

> What we look for depends upon what we think.
> What we think depends upon what we perceive.
> What we perceive determines what we believe.
> What we believe determines what we take to be true.
> What we take to be true is our reality."

This statement is especially true in the leisure aspect of travel. The tourist does not need to go to a place where he/she does not feel wanted, safe, or in any way intimidated. Yet the media, if it is to sell, must create and often exaggerate those items that specifically hurt tourism. Such role-conflict means that to be a tourism spot a place must be well publicised, but the better publicised a place is the more likely it is to attract the media's attention when some form of disaster strikes. Because tourists expect safety and tourism centres are by definition places with high visibility, tourism disasters receive wider publicity than other disasters. Choices of location in the tourist decision-making process are easily associated with negative occurrences over a period of time, and affect people's perceptions. For example, the Middle East, despite its rich tourist attractions has developed such a negative image, and thus many of its potential travellers have included the Middle East in their 'awareness sets' causing them to seek destination alternatives.

Tourism officials must keep in mind that the actual disaster (hurricane, tornado, hijacking, fire, bombing) has a beginning and end point. The crisis, however, lingers and includes the negative publicity, unrelenting media coverage, lingering negative image (lack of safety, ugliness, etc.). Thus, officials must have a bifurcated management plan, one dealing with the disaster period and one dealing with the crisis that the disaster has produced. Throughout the management of the crisis, the community/tourism industry must get back on track, the damaged reputation must be repaired, and business operations have to restart. Another factor that tourism crises managers must consider is that during a disaster people are likely to experience higher than normal states of anomie. These feelings of displacement/disorientation while ubiquitous, tend to grow the farther we are from our homes and home-society. A good tourism disaster/crisis manual should make those on the disaster/crisis team well aware that visitors may panic more than locals.

Finally, the manual should take into consideration cultural differences. Simply stated different ethnic and cultural groups have developed different coping mechanism to handle disasters and crises. In the case of tourism, which by definition will have to deal with multiple cultures and an unstable population, being aware of these cultural differences is essential part of any plan. For example, there are differences between Polish, Norwegian, Russian, and US individuals regarding their perceptions of crises. If we consider international tourism and specific countries of origin for visitors to destination countries, and if those originating countries are viewed as target markets, then the population's perceptions of disasters is relevant in destination marketing and recovery marketing/promotion efforts.

15 Police and tourism disasters and crises

As the 22 July, Norwegian tragedy demonstrates, police departments are an essential part of a tourism community's safety and protection plan. The local police department should not have to learn where things are in a resort after an incident has taken place. Regular visits and meetings can save both time and lives and reduce what might have been a major incident into a minor one. If police are used correctly they can become an

economic development tool for your tourism community. Police officers who work in tourism areas should be highly trained professionals who are paid the same wages of any other well trained professional.

Although police departments struggle with the financial, economic, and moral issues of tourism policing, several nations and US cities have started to create specific tourism policing divisions. Recently police departments have begun to face the issue of tourism, crime, and security. Books such as *Tourism, Crime, and International Security*, edited by Pizam and Mansfield have brought the issue to the forefront.

In the USA, Dr. Peter Tarlow has developed a course for citywide training in tourism. Tourism policing is often known by the international acronym, TOPPs which stands for Tourism Oriented Policing and Protection Services. TOPPs courses stress a different type of policing (Tarlow, 2000). Productivity is measured not by the number of crimes solved, but by the number of crimes prevented, not by the number of traffic tickets given, but by the number of traffic tickets prevented. TOPPS units understand that there is nothing that can destroy a tourism centre's reputation more effectively than a lack of security or safety. Officers and tourism security professionals understand that although there is no such thing as total travel (tourism) security or safety, nor can all tourism disasters and crises be prevented there is much that tourism centres can do to promote a safe and secure visit for their guests and to encourage them to return. Thus, good tourism risk management leads to a plan allowing for tourism disaster management that helps to lessen the severity of a tourism crisis. Tourism and government officials dare not forget that it is much more expensive to fix a problem after it has occurred than it is to prevent the problem from occurring or managing it well during the time of its occurrence. In fact, it is not unfair to state that crisis management is in most cases nothing more than poor risk management made even worse by poor disaster management. This principle even holds true be the tourism crisis a manmade or natural disaster.

Tourism officials working with professional security agents need to create overall security plans. These plans include knowing which are the major threats against local establishment and what needs to be feared. Do they need to fear terrorism, acts of crime or, in the case of much of Latin America, kidnappings? Do their guests need protection from other visitor/guests, from locals who might seek to do the visitor harm, or even from less than tourism staff members? How often do resort guests place themselves in dangerous situations and as such need protection from themselves? To help in this process we offer the following suggestions for the development of a crisis management plan.

- Never forget that tourism security begins with a sense of hospitality and caring. Tourism centres that provide poor customer service send out a message that they do not care about the well being of their guests. On the other hand, tourism centres in which employees tend to care about their guests tend to have taken the time to consider the total protection of their guests and the need to avoid tourism disasters. Creating an environment of caring is the first step toward good guest safety and security procedures.

- Never forget that a tourism community is an ecological system in and of itself. What happens outside of a community impacts what occurs within it. For example, tourism managers and government officials need to be keenly aware of the crime issues that are found tourism communities. If the location is suffering from a high level of

crime, it is unrealistic to believe that this crime wave will not impact its tourism areas.

TOPPs officers must be trained in both tourism and security. Often it is believed that tourism security is simply security for tourists. Nothing could be further from the truth. Tourism security professionals must be trained in not only protecting a nation's tourism assets but also its reputation. Visitors may judge a place with very little data. It does not matter what the reality is, tourism decisions are made on the perception of reality and not on the facts.

Tourism disaster management begins with a formal policy manuals and good training in the rules and regulations of industry. These manuals should stress such things as the need for guests to show an ID when registering for a room and develop a shredding system to dispose of photocopied identity cards or personal information left behind.

- Develop a plan to be able to evacuate visitors in case of an emergency and know how you will provide for your guests' communication and evacuation needs. Make sure that guests are provided emergency contact lists with the telephone numbers of medical personnel, police, resort security and even translation services.

- Never forget that both safety issues such as food hygiene and security issues such as pick-pocketing can both impact the reputation of a tourism community and its bottom line. From the visitors' perspective, a ruined vacation is a ruined vacation. If a restaurant is serving food that makes tourists sick and this information enters into the media, the location's reputation may be ruined. Tourism security and safety are as much about perceptions and what is reported as they are about the facts that the media report. Food safety means making sure that food preparation areas are secure, and that there is a close working relationship between a security department and a food preparation service. Food safety in today's world also means that background checks need to be performed on all employees who handle food and to train these employees in pertinent aspects of resort security.

- Obtain the best equipment for guest protection possible, but in the end tourism disaster management is about human beings helping their fellow men and women. Review tourism areas to decide what security equipment is best for a specific tourism locale, and know the limitations of each piece of equipment. Review equipment on at least a yearly level to decide what changes may be necessary. In an age of terrorism and high crime, tourism centres need to protect not only the areas that are out of the public's view.

- Develop a media management plan. The plan should include who is to address the media, how information is to be given out during the disaster event, how unknowns are to be handled, where reporters are to go in order to send out their reports or new items, and how reporters will be cared for while covering the story.

A good tourism disaster management plan then needs to take into account a myriad of needs, from food safety to rising sea levels, from terrorism to criminal acts, from a media disaster to a natural disaster. While tourism disaster management plans do not promise total safety and security, they do lessen the risk of negative events, and prepare a la location to minimise negative effects should an incident occur, and produce the political will to permit for community recovery and business continuity.

16 Conclusions

As long as there is tourism and travel there will be the potential for tourism disasters. Few locales afflicted with tourism disasters can afford to give up their tourism earnings. Instead, these locales need to search for strategies in order to cope with negative occurrences. Understanding the relationship between well-publicised acts of crime, terrorism, and tourism may be among the first steps in developing those strategies. It may be difficult to control terrorism and it may be impossible to control natural disasters but no tourism industry or locale where tourism is a major contributor to the economic well being can afford to ignore the problem either. In fact, both governments and members of their tourism industries need to focus on the topic to assess risks to travellers and strategies for effective tourism disaster marketing. Most disasters are difficult to prevent, due to their unpredictable nature, especially those resulting from terrorism, natural events, or political problems. Destinations need to prepare a plan of action specific to their needs. Having such a blueprint saves valuable time, energy, and other resources when a destination is faced with a disaster and may in the end save lives. In light of societal and global complexities, no destination is immune to negative occurrences. Adhering to an 'it can't happen to us' philosophy can only be described as naive, if not reckless.

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Notes

1　The term 'disaster' does not describe a political point of view, but merely describes the economic impact of an event on the tourism industry. It is not meant to pass

> **Comment [t1]:** Author: Please reconstruct the sentence to make the intended meaning clear to the readers.