

## SECURITY MANAGEMENT IN GAMBLING INDUSTRY - PENGHU REGION

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*After over 15 years of debate concerning the introduction of the Gambling Industry in Taiwan, the Legislative Yuan of Taiwan ratified a draft amendment, entitled, "The Regulations on the Development of Offshore Islands" on Jan. 12th, 2009, decriminalizing casino gambling in the outlying islands of Taiwan. Penghu, a group of islands of Taiwan, is poised and ready for the gambling industry, having available land, improved infrastructure, and a supportive populace. This paper introduces the region's features and Penghu government's preparations. Despite these preparations, Penghu must be on alert for the negative impacts the casino will bring. While promoting prosperity, city development and economic incentive, we should be prepared for the negative impacts of crime and related social problems. This paper studies the potential impacts from the decriminalization of gambling. The gambling industry's move to Penghu will bring advantages and disadvantages for society, public order, and the economy. Including security management, strategy, treatment, and crime prevention, this paper will suggest a comprehensive security structure best capable of combating these social problems. These strategies will provide assistance to policy-making authorities as Penghu islands adjust to the arrival of the gambling industry.*

In the past decade, the issue of decriminalizing (or legalizing) casino gambling and operating casinos in the offshore islands of Taiwan has been a long controversial issue. After nearly decades of debate on this issue of the propriety of the introduction of the gambling industry into Taiwan, the Legislative Yuan of Taiwan had ratified a draft amendment of "The Regulations on the Development of Offshore Islands" on Jan. 12th, 2009, that decriminalized casino gambling in the outlying islands of Taiwan.

The bill allows building casinos on the offshore archipelagos. Under this bill, two conditions are required:

- a. Referendums should be held on the offshore islands to allow local residents to determine whether casinos should be built there. According to the law, local

residents must approve the concept in a public referendum, and this proposal should be passed through by a favorable majority.

- b. On the bill amendment, it stipulated that casinos must be opened on the premises of an international hotel; have to be set up as part of tourism facilities, such as hotels, theme parks, recreational resorts, shopping malls, art centers or related facilities .

The government has recently decided to offer two licenses for future casinos on offshore islands. In order to evaluate the market effects, the third license will not be issued for ten years.

In response to the bill amendment, many local governments of offshore islands plan to hold a public referendum around the middle of this year. If the vote turns out to be positive, the casino resorts will likely start business within 5 years.

To introduce the gambling industry into outlying islands of Taiwan, the main purpose is to promote the development of the remote islands and help them to increase new sources of revenue. But the new business will surely come of some negative effects such as prostitutes, organized crime, and damage morality.

“Alliance against the Legalization of Gambling” formed by some environmentalist and religious groups of Taiwan, have held “backwards march” in March to show their opposition to the introduction of casino resorts on offshore islands. They argue that the economic benefits of a casino may not be so great as our social costs.

While promoting the prosperity, city development and economic incentive, we should be prepared for the negative impacts of crime and related social problems.

Penghu, a group of islands of Taiwan, is poised and ready for the gambling industry, having available land, improved infrastructure, and a supportive populace.

The gambling industry’s move to Penghu will bring advantages and disadvantages for society, public order, and the economy. Despite these preparations, Penghu must be on alert for the negative impacts the casino will bring.

After exploring the potential impacts from the introduction of the gambling industry, this paper will suggest a comprehensive security structure best capable of combating these social problems.

## GAMBLING IN TAIWAN

Gambling is a behavior in which both parties, under free consciousness; utilize speculative and chance strategies to determine the gain or loss of material objects. Gambling behavior occurs when both parties willingly participate under the conditions agreed upon. When the result is yet an unknown, the parties try to predict the results relying on chance and luck, and then use the results to determine the distribution of money. It is actually the behavior of deciding how to manage one's own wealth (Sun, 1998a).

The Taiwanese society has mostly held a negative attitude towards the subject of gambling. It believes that gambling is the root of all evils and therefore should be banished. But there can often be found in human nature a need to take risks, a need to bet on the unknown. Many people will on one hand conservatively discuss the evils of gambling, but come Chinese New Year's or any other holiday, they would want to join in on the games and more or less try their luck. After time, there surfaced various Chinese sayings that served to excuse their hypocritical behavior, some claiming that: "major gambling is a forbidden sin, but minor gambling is an acceptable game" (Sun, 1996).

When many Taiwanese tourists travel abroad, they will almost always schedule a stop at the local casino (no matter what country they're in) for them to test their luck. Often large amounts of money remain at the casinos and become another country's source of foreign investments. Because of this, some people feel that instead of letting valuable capital flow out of Taiwan like this, it's better for Taiwan to decriminalized gambling and try to keep the financial resources within the country (Hsu & Sun, 2008).

In recent decades, fervent discussions center on issues such as the propriety of the introduction of casinos into Taiwan and whether gambling should be decriminalized or legalized in Taiwan. Offshore islands, like Penghu, Jinmen, and Green Island, have been chosen to house the casinos (Sun, 2006).

Around 1960, the Taiwan government considered playing "Mahjong" at home not against the law. Since 1985, the gambling issue has become a social concern. At that time, the fervent discussions focused around a kind of illegal lottery called "Da Jia Ler" and gambling video games. After a long controversy, in 2002, the Taiwan government entrusted Taipei Bank to issue the Charity Lottery, and the Sports Lottery was issued in 2008.

The National Development Conference, held in 1996, focused on the development of tourism and the gambling industry which had been listed as a propositional topic for increase in tax and development of Offshore Isles.

In the following, the “Draft Regulations on the Establishment of Casinos” was often on the agenda of the Legislative Yuan. During a public hearing on “The Regulations on the Development of Offshore Isles”, the Executive Yuan recommended discussion on the introduction of casinos into Taiwan.

In most minds of Taiwan residents, the word “casino” stands for gambling. In Nevada’s State Laws of 1992, “casino” was defined as gambling taking place within one or many rooms. The room must contain a bar, cocktail parlor, or other gambling-related facilities (Sun, 1998a).

In Taiwan, the Ministry of Communications, Travel Management Division defined “casino” as providing various forms of entertainment in a specific location (including shows, restaurants, amusement facilities, etc.), and the location must also have an uniformed arena of gambling industry (Sun, 1998a).

Casinos originated in the seventeenth and eighteenth century in Europe. At the time, it was setup to fulfill the aristocratic society’s entertainment needs. As of now, it has become an important business structure and an industrialized recreational activity in modern society.

However, there were still other parties that strongly voiced opposition to the setting up of casinos in Taiwan, and some citizens also loudly voiced their opposition. The Ministry of the Interior, which is in charge of social order and crime prevention, believing that gambling will jeopardize social public safety and go against social norms, objected to decriminalizing gambling. They disapproved of the idea due to the possible hindrance of public safety and order.

In July 2008, a CEPD (Council for Economic Planning and Development) survey showed that 44 percent of the citizens support the idea of introducing casinos in offshore islands while 36 percent oppose it. The majority of respondents on Taiwan and on the outlying islands agreed that the offshore islets might be an ideal place to open gambling facilities (Liu, 2008).

According to this government survey, Premier Liu (President of the Executive Yuan) supports offshore gambling decriminalization in the so-called 12 “Love Taiwan” infrastructure projects.

The Legislative Yuan ratified a draft amendment, entitled, “The Regulations on the Development of Offshore Islands” on Jan. 12th, 2009, decriminalizing casino gambling in the outlying islands of Taiwan.

After over 15 years of debate concerning allowing or not allowing the development of the gambling industry in Taiwan, the government agreed that gambling facilities will be allowed, but only if two conditions are fulfilled.

First, residents must approve the opening of casinos in their hometowns; consent of a majority of local residents to the idea in a referendum is necessary. Second,

each casino must be a part of a holiday leisure resort or an international hotel. The tourism hotel is required to offer at least 1,000 rooms.

Once the local residents of offshore islands reach a consensus on the casino issue, the central government could grant permits and help to facilitate the plan. But the government will only issue up to two casino licenses within 10 years to avoid competition and reduce possible social negative impacts.

After the bill was amended, many local governments wish to have the opportunity to develop the gambling industry on their island and plan to hold a public referendum around the middle of this year. Within these regions, Penghu is the only one that reached the requirement of a hotel that can offer at least 1,000 rooms.

Penghu, an outlying island of Taiwan, is the most and longest prepared region for the introduction of casinos. Penghu local government plans to hold a referendum in June to allow its residents to determine whether casinos should be built on their small island.

## ABOUT PENGHU

The first administrative establishment of Penghu was begun by the Yuan Dynasty, and constituted an Inspection Division at Penghu. At that time, Penghu was the part of Fujian Province.

In 1661, Zheng Cheng-gong landed in Taiwan, during the 15th year of the reign of Ming Dynasty Emperor Yong-li; Penghu officially became part of Taiwan after a change in the dynasty, foreign colonization, and the harassment of Japanese pirates.

Penghu is the only island county of Taiwan. The archipelago is located in the middle of the Taiwan Strait, between China and Taiwan, 24 nautical miles off the western coast of Taiwan, and 75 nautical miles west of Fujian Province.

Over the last decade, there haven't been major changes in the population of Penghu, which has maintained between 85,000 to 95,000 residents. Although about 94,000 people have their households registered on the offshore county, the number of permanent population totals around 60,000 (Penghu County Government, 2009).

Within the offshore islands of Taiwan, Penghu enjoys the best development in infrastructure and various industries, but still much area hasn't been well developed.

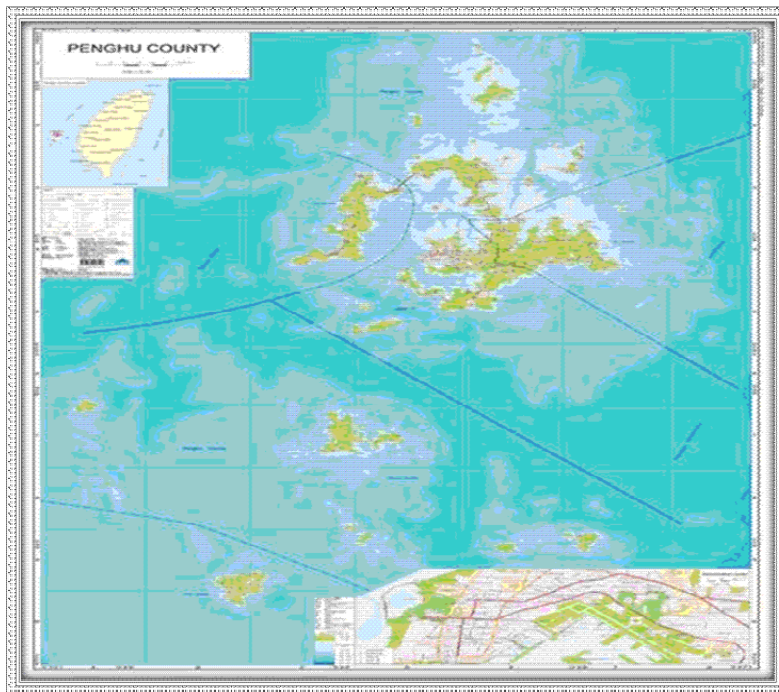
Fishing is the main industry in Penghu, but tourism-related industries have grown year after year. Currently, tourists visit Penghu annually, mainly in the summer. The strong and chilly wind in the winter makes Penghu unable to attract tourists

then.

Penghu has a subtropical maritime climate, receiving little rainfall throughout the year, and it has more sunny days than Taiwan. With an annual average temperature of 23°C, the maximum temperature during July is 28.3°C, and the lowest temperature during February is around 16.2°C.

The Penghu local government strives to boost tourism in recent years, but only has been moderately successful due to the strong northeast winds in winter and relatively remote location.

The transport between Penghu and the Taiwan main island is mostly by flights, and inter-island transport is mostly by boat. There are flights to Magong that depart from Taipei, Kaohsiung, Taichung, Tainan, and Chiayi, and also flights to Kaohsiung that depart from Cimei and Wangan.



Retrieved April 1, 2009, from  
<http://www.penghu.gov.tw/chinese/01intro/map.jpg>



Retrieved April 1, 2009, from [http://tour.penghu.gov.tw/English/E\\_map/E\\_Map.asp](http://tour.penghu.gov.tw/English/E_map/E_Map.asp)

To boost tourism, the government allows duty-free shops to set up in the outlying islands such as Penghu, Kinmen and Matsu. Visitors are allowed to purchase a certain amount of tax-free items that they can leave with tax exempted, including tariffs, business taxes, cigarettes and alcohol.

Some features attract people to visit Penghu; there are beautiful beaches, special geography and special architecture.

Penghu has many beautiful beaches, especially Pengpeng Beach. Pengpeng Beach is an area of offshore sand bars between Naioyu and Yuanbeiyu. It connects to become a long stretch of beach during ebb tide. Pengpeng Beach is composed of white corals, and the surrounding water is crystal clear. It is a good place for diving and other water sports.

Penghu has its unique basalt cliffs. The most particular basalt is the result of cooling lava; it forms into pentangle or hexagon columns. These columns form columnar basalt landscapes. The most famous basalt landscape is located on Tungpan Island. Due to the influence of the magnesium iron ratio in the rock, visitors can distinguish between siliceous basalt that has a lighter color and alkaline basalt that has a darker color.

Traditionally, Penghu uses local available materials such as coral reef stone and basalt, and combine Chaozhou, Western and Taiwanese styles to build houses. These make them precious cultural assets. The most famous architecture is the 400 year old Matsu Temple (since 1575), the temple is not only the most antique spot on Penghu, but also is the oldest Matsu temple in Taiwan (Penghu County Government, 2009).

Penghu's local government has been calling for the building of casinos for over 15 years. They are enthusiastic about establishing casinos for the declining economy in Penghu. The Penghu government views casinos as an effective method to attract tourists, and to prosper local economic activities, despite fears about a declining social order (Lin, 2004).

After the bill is enacted, many local governments of the offshore islands have shown an interest in building casino resorts, and Penghu County government is the most active one.

Penghu plans to hold a referendum in June to allow local residents to determine whether casinos should be built on their island. Before that, the Penghu county government has decided to hold 37 "explanation sessions" about the referendum around the county to promote public support for its policy to develop the casino business.

If local residents approve to operate casinos in the referendum, the Penghu county government will invite the best international investment groups to help Penghu develop the gambling industry and to build a more comprehensive casino-tourism resort.

The Penghu county government wishes to transform Penghu into a popular tourism destination, hoping that the gambling industry can create up to 10,000 jobs, approximately 15,000-25,000 indirect employment opportunities, and attract more than 5 million tourist visits each year, generating at least 40 billion Taiwan dollars' worth of revenue annually in tourism and gambling.

## THE POSITIVE AND NEGATIVE EFFECTS OF THE GAMBLING INDUSTRY FOR THE REGION

To plan the Security Management of the gambling industry in the Penghu region, in addition to knowing Penghu's environmental characteristics and Penghu's government efforts, we should understand the potential positive and negative impacts of setting up casinos in the region, and then all the possible negative outcomes that should be prevented.



There are two sides to this booming business. When we think about adopting a subject, we should prepare for it and prevent any negative outcomes. This section will explore the pros and cons of setting up the gambling industry in the Penghu region.

### Social Focus

The existence of “gambling” is an indisputable fact. Gambling exists in all nations including Taiwan. When gambling is decriminalized, it will have the following positive effects on the society:

- a. There can be found in human nature a natural tendency towards gambling. Mankind desires to try things that are unpredictable or risky, in hoping to gain something out of it. The Japanese scholar, Toshihiko Satoo, once said, “Gambling is a form of game, and games are a way of existence we were unconditionally born with.” (Cao, Lee, & Pan, 1996). Gambling becomes a special recreational activity that is irreplaceable. This basic need of man should receive proper guidance instead of obstruction. Decriminalizing gambling and setting up casinos is a way to guide the gambling nature of mankind.
- b. The main reason for the opposition to gambling mostly originates from the view of setting a virtuous example. Most feel that gambling will make people become lazy, giving up productive work to crave overnight wealth. But as time goes by, there is a domino effect created with most countries in the world having already decriminalized gambling, and the citizen’s view towards gambling is changing gradually. For example, before 1981, Mahjong in the Taiwan area was considered illegal behavior. But as for now, playing Mahjong has been allowed in homes, and it has not yet created any dangers towards society or lead to any other crimes mostly (Sun, 1998b).
- c. Analyzing the results from the Legal Affairs Department of Taiwan’s investigation on the cause of citizen gambling, they found that most people who committed gambling crimes play Mahjong as a way to kill time in their leisure (Liu & Zhang, 1982). Simply put, most Taiwanese people approach gambling with a harmless frame of mind. After the decriminalization of gambling, it can be combined with other recreational activities to provide people with another option of recreation and entertainment.
- d. The gambling industry in Penghu region can be combined with local cultural, tourism, and recreational sites, which will attract large populations of tourists

and revitalize the county's tourism and related businesses. Also, because tourism is an all-inclusive business, it also covers other sectors such as hotels, restaurants, amusement parks, and transportation. It can be connected with tourism and recreation, which will lead to many more job opportunities and increase work options for local residents.

But, once the gambling industry moves to Penghu, it will have the following negative effects:

- a. Gambling is mostly criticized for its effect on the social environment, which is the main reason why most religious and virtuous believers oppose the existence of gambling. Gambling relies on chance and opportunity, and when so much money exchanges hands so quickly, it can confuse people's judgment on the value of wealth, and easily make them want to abandon good, honest work for overnight benefits. Utilitarianism will also eventually increase, creating an environment addicted to extravagance and wasteful spending (Sun, 1998b).
- b. Gambling will affect the mind of youth, especially those in junior high and high school who have not yet fully developed proper judgment. They have less self-control and can be easily influenced by their surrounding environment. Young people are curious, but not yet financially independent. They will often become desperation stage compulsive gamblers in the long run. The casino should establish regulations to prevent those who are under the age of 18 to gamble in casinos (Hardoon, Gupta, & Derevensky, 2004).
- c. It can increase pathological and compulsive gambling. Gambling can sometimes become an addictive behavior. Some people gamble uncontrollably, and even though they know that excessive gambling is harmful, they can't withdraw themselves from it. This is what is considered compulsive gambling. Compulsive gambling is a progressive behavior disorder in which an individual has a psychologically uncontrollable preoccupation and urge to gamble (Nancy, 2007). Pathological gambling can be separated into two stages: the "buy high, sell low" stage, and the "blindly taking unnecessary risks" stage. The victims, after experiencing winning money, will crave another round of a lucky shot. If they lose, they will borrow money and sell possessions to get gambling resources in the belief that losses can be won back. Because of that, they often borrow money from friends and relatives, which then causes their interpersonal relationship to go down. This cycle repeats until they find themselves tired, lonely, and desperate, and eventually develop depression and suicidal thoughts. Research in many countries reveals that they experience

severe mood swings and suicide may be considered as a way out (Hardoon et al, 2004; Nancy, 2007).

- d. One of the main reasons why most countries decriminalize gambling is to eliminate illegal gambling. But after its decriminalization, such behavior is regarded as rational, and will bring more people to want learn how to gamble. On the other hand, illegal gambling will still increase, and this phenomenon occurred in the U.S. (Zen, 1994; Rose, 2006)
- e. Gambling will create family problems. Because gambling is a risk-taking form of entertainment that involves money, many people become easily addicted to it. Gamblers must spend large amounts of time and energy at the casino, and therefore, cannot take good care of their families or pay attention to work. Excessive gambling often brings with it bankruptcy, spousal abuse, and can even cause severe psychological and social impairment (Hardoon et al, 2004).
- f. If casino resorts are established in the Penghu region, there will be a huge inflow of population, creating environmental pollution, transportation chaos and other immediate problems. After the establishment of casinos, Cape Cod and Deadwood City in the U.S. experienced such disturbances (Taiwan Tourism Bureau, 1996).

#### Public Order

If gambling is decriminalized in Penghu, it will have the following positive effects on public order:

- a. No gambling industry hopes for the occurrence of crime. Casino managers, in order to meet their business needs, will hire professional security companies, as well as set up their own security facilities. This, together with close cooperation with the police, can help prevent the occurrence of crime. Many casinos in the world all hired large numbers of security personnel and retired police officers to help maintain public order. Other than that, European casinos also donate security equipment yearly to the local police in order to help raise the effectiveness of the police force in handling crimes. This will result in a positive impact on local safety.
- b. Most gang members, criminals, and fugitives in Taiwan usually embark on illegal gambling for a living. They often get into arguments and create problems due to gambling disputes, especially in illegal professional gambling houses, which become hidden places for these members of society. From lookouts to bodyguards or playing as loan sharks, they are mostly being law offenders one way or another and many escaped convicts are financed from

illegal gambling houses. Many members of the different gangs will also appear to socialize their illegal activities for their illicit profits and influences, and illegal gambling houses often serve as a gathering place and shelter for law offenders. If gambling in casinos is decriminalized, and illegal gambling places are strictly shut down, then those places will no longer be under the control of the gangs and provide a source of income for that illegal behavior (Sun, 2007a).

But, if gambling is allowed in the Penghu region, then it will have the following negative influences on public order:

- a. Crime rates will increase. Gambling is often interrelated with some crimes such as fraud and blackmail, which involves other crimes such as drugs, prostitution, robbery and bribery, etc. While allowing legal gambling, we should be worried about its relationship with the occurrence of other crimes. If certain crimes caused by gambling already exist before the casino is opened, afterwards those crimes will reach higher rates. Investigations in the U.S. indicate that in those cities that house casinos, their local crime rates will increase. Global researchers found that except for Korea and Malaysia, which do not allow their citizens to enter their casinos, each region after establishing casinos, crime rates also had a tendency to rise (Griswold & Nichols, 2006).
- b. It will encourage the entrance of organized crime. Because gambling often involves the exchange of large amounts of cash, criminal organizations will utilize the legal presence of casinos to perform illegal activities. Those include money laundering, conspiracy, sexual misconduct, loan sharks, or sales of illegal substances (Serio, 2006; Koo, Rosentraub, & Horn, 2007).
- c. Illegal gambling is an underground activity. It involves unique members and groups, which were formed for particular reasons and have their own special characteristics. It is hard for them to enter normal social organizations and function as a regular member of society (Sun, 2006). Once Penghu introduces the gambling industry, not only will it still be impossible to get rid of illegal gambling, it might even cause illegal gambling to prosper more.

### Economic Incentive

Many countries feel that economic incentive should be an important consideration in this issue. The Penghu region has also been hoping for the introduction of the gambling industry due to its economic reality. If the gambling industry is

introduced into the Penghu region, it will have these positive effects:

- a. It will help to increase tax income. Many governments in the world have been leaning towards becoming welfare governments, even Penghu too. To provide additional attention towards social welfare, the government treasury expenditure should be increasing. But if tax rates are to be raised, citizens will oppose it, which will lead to public discontent. A gambling tax is a painless, harmless, and voluntary tax. Many states in the U.S. have increased their gross revenues due to the allowance of public gambling. That helped to support funding for public works and solved financial difficulties for the state government.
- b. It can reduce monetary outflow and increase foreign exchange. When Taiwanese tourists travel abroad, they will always schedule a stop at a “gaming town,” and some people even travel for the sole purpose of visiting foreign casinos. Taiwanese tourists are avid gamblers around the world. If Penghu sets up casino, many residents will not have to travel thousands of miles away to go through their money into other countries, and much of the cash flow can then remain within the nation. If gambling can be combined with tourism, both will prosper and will attract many foreign travelers into Penghu, which can help increase the local business and gross revenues.

Although the gambling industry can have positive influences, such as help increase tax income, reduce monetary outflow, and increase foreign exchange reserve, it still retains some negative influences on the region. If there is a hike in speculative investments, price of homes, land, and rent, then it will affect price fluctuation and lead to inflation, etc.

## SECURITY MANAGEMENT STRATEGIES FOR THE GAMBLING INDUSTRY

According to the amendment of "The Regulations of the Development of Offshore Islands" in 2009, special permission will be granted to set up casinos which decriminalize gambling in penal law. We will approach security management on the offshore archipelagos while the big change is of the introduction of the gambling industry.

A responsible government is dedicated to promoting favorable policy for the people and should have an advisable way to tell the public how to deal with the major impact while the new industry is being introduced into the region. Furthermore, after the new policy is issued, all the corresponding efforts should be

implemented and evaluated appropriately.

Gaming policy is open to the offshore islands which has a great benefit for city development along with the unpredictable negative effects. The government should take the responsibility to prevent the spreading of the negative impact from an early stage. We can't only emphasize the brightness of the introduction of casino, but we should pay more attention to the importance of security management prior to introducing it.

It's a point of no return after bring in the gambling industry. Only by detailed planning and suitable corresponding prevention in the beginning can we prevail in the long-lasting gaming business. It is worthless if the only goal is to boost the economy while social order and morality is endangered.

Security management is composed of security and management. There are differences in concepts between security and safety. Safety means no accident, whereas security always refers to no incident. In our security concept, this paper prefers no incidents in our security management which emphasizes the stable status, expected condition, and no interference. While setting up for our goal, our management will plan, organize and coordinate our efforts and reliable resources to fulfill our default purpose efficiently. (Chang, 2007; Wang, 2007)

Security management will focus on precautionary measures to the offenses against public security in the future and actively regulate public and private sector taking all necessary steps to comply with its obligations in social security including crime prevention and social problems.

While huge trams and hot money converge into a place, the crime rates and social issues are always on a rise. Therefore, setting up the gambling industry will lead to an increase in crime rates and social problems. Many researches indicated that there are some relevant issues such as fraud, usury, prostitution, drugs, embezzlement, corruption, money laundering, and organized crime (Moffett & Peck, 2001; Griswold & Nichols, 2006). As a result, the related social problems will give us more gambling addictions, family violence, high divorce rates, and suicide as well (Koo et al., 2007). The relevant issues can't be waved aside. Only by previous well-planning can we diminish the negative impacts in the near future.

As to security management for offshore archipelagos introducing the gambling industry, this study will propose three dimensions of management strategies in light of a no incident security proposal.

### Situational Security Management Strategy

The situational security management strategy is mainly specific for the general

public. It prevents crime or social problems through environmental design, and furthermore, reduces crime opportunity as well. The Situational Security Management Strategy is a borrowed point of view from the Routine Activity Theory.

Routine activity theory states that for crime to occur, three elements must converge at the same time and in the same space: (1) likely and motivated offender is present, (2) suitable target is available, and (3) there is the lack of a capable guardian to prevent the crime from happening (Gennaro & Ronald, 2007).

We also can say that the routine activity theory considers the deviation behavior is compounded by a motivated offender and the opportunity. The deviation behavior would be diminished because opportunity factors were reduced simultaneously (Hensworth, 2008). Therefore, we can organize, manage, or manipulate the situational environment to prevent any deviation from its intended behavior. The Situational Security Management Strategy is as follows:

1. No entry for those under 18.
2. The location of the casino should be distant from school areas.
3. Confine the advertising campaign of casinos.
4. Increase police patrol and the public visibility of patrol vehicles.
5. No loan or credit expansion service from the casino and peripheral organization.
6. Using the Community and Closed Circuit Television System (CCTV) to deter crime and vandalism.

### Specific Security Management Strategy

Specific security management strategy focuses on the security management of high tendency offenders, whose intentions are prone to commit a crime or break the law.

This strategy is based on situational security management and management by exception to the offenders who have crime motivation and deviant behavior in their past background. The potential offenders have special modes of living or activities which will appear in some specific time or space (Fattah, 1999; Lynn, 2006). We can take action in the early stages to guard against crimes or misconduct by specific security management strategy. The specific security management strategy should be assisted and equipped with the following facilities:

1. Help Center Live: Help Center Live is a live support center which gives tips and counsel on the psychological issues stemming from gambling, as well as information about referrals. This service will provide online resource support and a 24 hour instant helpline for people.

2. Duty Command Center: According to the crime spot diagram analysis, county police should make good use of advanced technology to proactively reduce crime by patrolling hotspots associated with the public security surveillance system to effectively safeguard against potential incidents.
3. Gambling Control Bureau: Gambling Control Bureau is responsible for working permits for regular employees, which will survey the employment status and any concerns in the workplace. Ex-convicts or personnel with rap sheets should not be in the working list.
4. Visit Permit Authentication: All who were paid unemployment benefits, or insolvent debtors, faulty creditors, and drug addicts would not be allowed entry into casino.
5. Auto Surveillance System: Installing the all-digital surveillance system will enable the casino to quickly recognize a known cheater, petty thieves, or dishonest employees.

### Treatment Options and Coping Strategies

The treatment options and coping strategies are to enforce the administrative power to eliminate the ongoing or happening events arising from gambling related crimes, lest it should bring about social problems. This strategy is based on the viewpoint of special deterrence and social self-defense. The potential deviant offenders should be counseled, treated, or deterred in their early stage according to special prevention.

Otherwise, the offenders must be quarantined from society activities from the viewpoint of social self-defense. The Treatment Options and Coping Strategies should act accordingly to the following:

1. Problem Gamblers should accept compulsory treatment.
2. Loan sharks and money laundering should be clamped down by the police and law enforcement.
3. A special unit of county police should be trained and organized to investigate all kinds of fraud, misconduct, and organized crime.

All the proposed security management strategies are mainly applied to potential social order and crime issues after the introduction of the gambling industry. Within these security management strategies, the most useful policing strategy is Problem-oriented policing.

Problem-oriented policing (POP) is regarded as the most intellectual and analytical



strategy in the police today. It was first introduced by Herman Goldstein in an article in 1979.

Problem-oriented policing emphasizes that police should focus more attention on problems, as opposed to incidents. POP demands officers must address that underlying condition, identifying the underlying condition that caused the problem, and then through a problem-solving process develop their strategy (Goldstein, 1990; Sun, 2007b).

POP recommends a rational and analytical approach using a process to solve problems. The analytical and creatively demanding mode of SARA (scanning, analysis, response, and assessment) is the core of POP. It can be applied in a variety of settings with any number of problems, including the casino caused social and crime problems.

According to SARA mode, first, police should continually scan their responsible areas, utilizing a variety of information sources to identify apparent problems. Secondly, they should carefully analyze them, in order to explain, describe, and verify those problems. Third, they should consider a wide range of responses, then narrow down their focus to the most promising alternatives. After implementing responses, at last, they should carefully assess the impact to determine whether they need to try something else; this will be beneficial for future problem-solving efforts (Goldstein, 1990; Sun, 2007b).

Penghu is likely to be the first one to introduce the gambling industry in the offshore island in Taiwan and will be forced to deal with the effect of social order or crime events as well. The entire security management should be well planned in advance to ensure the entire organized proposal can safeguard the new rising business.

Penghu is a tiny island, of which main industries are agriculture, fishing, and tourism, lacking social resource and suffering financially, but it is a safe region with high social control and good public order.

The ratio of policemen to population is about 1 to 123 in Penghu; the crime rate is 0.8% (80 crimes per 10,000 inhabitants) which is lower than the average of Taiwan area (220 crimes per 10,000 inhabitants), but is slow to respond to public security or natural disaster due to poor finance, lack resource, and non-sufficient basis equipment.

Surrounded by sea, this natural barrier isolated Penghu Island as a safe protective screen to outside crime activities. By the proposed three dimensions security management strategies as described above, the crime and social problem can be reduced to a lower limit.

For the policing, the Problem-oriented policing can be the main strategy to cope

with social order problems, establishing a special casino detective team, setting up a hot spots database, and utilizing modern technology like CCTV and GPS. Besides that, it is necessary to provide enough resources, manpower, and substantial equipment for Penghu police. Then, the task of security management of Penghu for police after setting up the gambling industry will be achieved.

## CONCLUSION

The disputes on the issues of introducing the gambling industry on Taiwan or offshore islands never ended since the first draft resolution about gambling terms when the Offshore Islands Development Law was ratified by the Legislative Yuan in 1998. The related crimes and social morality are the main controversial issues among the opponents.

Even the amendment of “The Regulation of the Development of Offshore Islands” was granted to decriminalized casinos in 2009, the misgivings are still continuing. Therefore, the planning of security management to safeguard disputes is quite significant in the gaming area.

Due to the ratified bills, the first step to introducing the gambling industry is open to offshore islands and should be voted by referendum and approved by half of the residents in the local county. All the gaming facilities will be combined with tourism proposals and attach itself to the international hotel as well. This paper approaches the main topic according to the following procedure:

1. Introduce the history of gaming and the gambling industry in Taiwan.
2. Introduce the history and the geographical environment on offshore islands -- Penghu, the most prepared for the gambling industry.
3. Introduce the influence of decriminalized gambling and how we organize security management as a cornerstone of safeguard policies.

Security management is vital to our gambling industry. Only by discreet planning and proper management can we provide benefit from the new rising business and reduce the side effect of social disputes. Hence, we propose the three dimensional strategies of situational security management strategy, specific security management strategy, and treatment options and coping strategies as precautionary measures to secure our gaming business.

The entire security management strategy proposal is brought forward by the philosophy of Problem-oriented policing, which is an adaptive strategy for the rising gambling business. Besides the special casino detective team in Duty

Command Center, we propose to construct the crime spot diagram analysis database for hot spots (hot days of the week, hot times of the day) along with hi-tech management including CCTV (Closed Circuit Television), E-Information Patrol and GPS, etc. in setting up the gambling industry region.

The tiny isolated island of Penghu may become the first region to set up casinos. This paper suggests the local government adopt the three dimension security management strategies in addition to Problem-oriented policing to keep the region's security after the gambling industry is set up.

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