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BORDER PATROL, SOCIAL MEDIA, AND TRANSNATIONAL MESSAGING

by

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December 2017

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Since the U.S. Border Patrol was established in 1924, agents have been an integral part of the community and have worked to educate the public on the Border Patrol mission and how they can support it. Outreach campaigns began with such programs as D.A.R.E., Red Ribbon Week, and No Mas Cruces. The campaigns were conducted via schools and traditional media such as radio, television, and print. In 2003, Border Patrol's Public Affairs Office was absorbed into the newly created Department of Homeland Security's Customs and Border Protection (CBP) agency. While Border Patrol conducts public affairs, the messaging is controlled by CBP. The prevalence of social media has provided an inexpensive, high-capacity way for Border Patrol to conduct community engagement. However, CBP retains the authority to approve social media use in an official capacity and only allows Border Patrol to use social media under the CBP umbrella. This thesis argues that Border Patrol should be allowed to use Border Patrol–specific social media accounts for community engagement and to educate the public on the Border Patrol mission. Furthermore, engagement should occur with Canadian and Mexican citizens in their native languages when possible and applicable.

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BORDER PATROL, SOCIAL MEDIA, AND TRANSNATIONAL MESSAGING

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ABSTRACT

Since the U.S. Border Patrol was established in 1924, agents have been an integral part of the community and have worked to educate the public on the Border Patrol mission and how they can support it. Outreach campaigns began with such programs as D.A.R.E., Red Ribbon Week, and No Mas Cruces. The campaigns were conducted via schools and traditional media such as radio, television, and print. In 2003, Border Patrol's Public Affairs Office was absorbed into the newly created Department of Homeland Security's Customs and Border Protection (CBP) agency. While Border Patrol conducts public affairs, the messaging is controlled by CBP. The prevalence of social media has provided an inexpensive, high-capacity way for Border Patrol to conduct community engagement. However, CBP retains the authority to approve social media use in an official capacity and only allows Border Patrol to use social media under the CBP umbrella. This thesis argues that Border Patrol should be allowed to use Border Patrol–specific social media accounts for community engagement and to educate the public on the Border Patrol mission. Furthermore, engagement should occur with Canadian and Mexican citizens in their native languages when possible and applicable.

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LIST OF ACRONYMS AND ABBREVIATIONS

CBP	Customs and Border Protection
CCPD	Cape Coral Police Department (Florida)
CMS	Complaint Management System
DHS	Department of Homeland Security
DOD	Department of Defense
DODI	Department of Defense instruction
DOI	Department of the Interior
DPD	Dallas Police Department
FY	fiscal year
HPD	Honolulu Police Department
IbC	Internet-based capabilities
NAFTA	North American Free Trade Agreement
NYPD	New York Police Department
PAO	Public Affairs Office (CBP)
PII	personally identifiable information
QPS	Queensland Police Service (Australia)
SIM	strategic issue management
SPD	Seattle Police Department
TCO	transnational criminal organization
TAM	technology acceptance model
TRA	theory of reasoned action
UPD	Utica Police Department (New York)
VOA	Voice of America
VPD	Vancouver Police Department (Canada)
WPD	Westland Police Department (Michigan)

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EXECUTIVE SUMMARY

Social media has penetrated every aspect of society and provided people with instant gratification and communication avenues. Social media is also a low-cost, high-capacity vehicle for law enforcement to communicate with the public. However, law enforcement agencies are only beginning to use this tool for community engagement. Police departments have leveraged Facebook to share photographs of officers assisting the public or officers participating in events within the community.

Since 1924, U.S. Border Patrol agents have worked diligently within its communities to educate the public on the Border Patrol mission. In 2003, the Border Patrol became a component of the recently formed Customs and Border Protection (CBP). At this time, all public affairs duties were moved to the CBP Public Affairs Office. The CBP Public Affairs Office controls all messaging to the public. CBP also leverages social media; Border Patrol may use social media as well, but only under the CBP umbrella. In other words, Border Patrol does not have specific social media accounts with the Border Patrol logo or that are used by agents in the field. CBP lacks a specific policy for social media use and relies on users to adhere to a common-sense approach to using social media platforms. Border Patrol should be able to leverage social media to engage with citizens in Canada and Mexico in support of the transnational mission to disrupt and degrade the transnational criminal organizations.

This thesis examines social media use in Canada and Mexico to determine whether there is an adequate audience for Border Patrol engagement via social media. Social media policies of the U.S. Army, State Department, Department of the Interior, New York Police Department, Seattle Police Department, and Honolulu Police Department are analyzed to determine their best practices and policy gaps. The paper then examines police department use of social media to evaluate methods for adoption by the Border Patrol. Police departments utilize social media in various ways, such as for community engagement, conflict resolution, crime solving, and disaster management.

Border Patrol should be able to leverage its own social media accounts for community engagement and not rely solely on CBP social media accounts. Border Patrol will need to develop a social media policy to protect users and the integrity of the organization. Agents using social media will need to be trained on the common dos and don’ts for social media use and how to reach the target audience. CBP must amend its media policies to add social media use in order to protect users and the agency.

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I. INTRODUCTION

A. PROBLEM STATEMENT

The U.S. Border Patrol operates in a unique, dichotomous environment of two borders and two subsets of criminals. Border Patrol encounters low-level criminals, such as those who enter the United States without inspection, and transnational criminal organizations (TCOs), which have developed sophisticated smuggling networks to move their products into the United States. At the same time, Border Patrol also works with the legitimate traveling public and citizens of the border communities it is sworn to serve. Social media has had and will continue to have an impact on society as a whole, permeating all aspects of daily life. The current relationship between law enforcement and the community has deteriorated, and public distrust of law enforcement is at an all-time high.[1] Dynamic and transparent use of social media may help Border Patrol regain public trust.

Social media has become tremendously popular, as evidenced by the number of media platforms and their levels of penetration in today's society. Worldwide, there are approximately 6.8 billion cell phones in use; given the 7.4 billion people in the world, cell phone penetration is approximately 92 percent.[2] In the United States, approximately 75 percent of the public has a smartphone with video capabilities.[3] There are approximately 1.79 billion active Facebook users around the world, which equates to 24 percent of the world having an active Facebook account.[4] Twitter has approximately 313 million users who produce 500 million tweets per day; 79 percent of Twitter users

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[1] Seth Stoughton, "Is the Police-Community Relationship in America Beyond Repair?" *Washington Post*, July 8, 2016, http://www.washingtonpost.com/opinions/is-the-police-community-relationship-in-america-beyond--repair/2016/07/08/595c638c-454b-11e6-bc99-7d269f8719b1_story.html.

[2] Tim Fernholz, "More People around the World Have Cell Phones Than Ever Had Land Lines," Quartz, February 25, 2014, https://.qz.com/179897/more-people-around-the world-have-cell-phones-than-ever-had-land-lines; "Current World Population," Worldometers, accessed November 15, 2016, www.worldometers.info/world-population.

[3] Brooke Edwards and Richard De Atley, "Video of Dallas Police Shooting Make Everyone 'Witnesses,'" TCA Regional News, July 9, 2016, http://libproxy.nps.edu/login?url= http://search.proquest.com/docview/1802590222?accountid12702.

[4] "Stats," Facebook Newsroom, accessed July 27, 2017, http://newsroom.fb.com/company-info/.

are outside the United States. Seventy-one percent of Canadian social media users access Facebook and Twitter to complain about companies.[5] Similarly, 97 percent of social media users in Mexico, an estimated 45.5 million, access Facebook.[6] The scope of social media's influence on society presents a relatively low-cost, high-capacity avenue for the U.S. Border Patrol to engage with citizens from Canada, Mexico, and Central America.

In 2003, Border Patrol was subsumed under the Department of Homeland Security and became a component of Customs and Border Protection (CBP). CBP comprises Border Patrol, the Office of Field Operations, and Air and Marine Operations. In October 2009, all Border Patrol public affairs activities were moved to CBP's Public Affairs Office. Due to CBP oversight, Border Patrol has lost some of its ability to speak to the public in a direct, transparent manner, as messaging must be approved by CBP. Border Patrol utilizes CBP social media accounts but does not have its own accounts; therefore CBP controls the content of the messaging. While Border Patrol's primary stakeholders are U.S. citizens, it encounters citizens and undocumented aliens from countries around the world who also use social media. CBP does not conduct messaging campaigns directed at citizens of Canada or Mexico. All messaging appears primarily in English, appeals to American cultural norms, and focuses on significant seizures, apprehensions, and good deeds performed by agents. CBP never tweets or messages in French and rarely does so in Spanish, the primary languages of many border residents.

The most salient issue causing conflict is the perception that Border Patrol uses excessive force against citizens of Mexico and Central America on a regular basis. Media coverage and a lack of understanding about the CBP Use of Force Policy have contributed to the misperception that agents use excessive force in all arrests. To put the number of use-of-force cases into perspective, in fiscal year 2016 (FY16), the Border Patrol arrested 415,816 individuals but there were only 395 documented use-of-force

[5] Melody McKinnon, "Canadian Social Media Use and Online Brand Interaction Data," Canadian's Internet Business, May 24, 2016, http://canadiansinternet.com/2016-canadian-social-media-use-online-brand-interaction-statistics/.

[6] "Facebook Dominates the Social Media Market in Mexico," eMarketer, April 14, 2016, https://www.emarketer.com/Article/Facebook-Dominates-Social-Media-Market-Mexico/1013828.

incidents.[7] Use-of-force cases accounted for less than one percent of all Border Patrol arrests. In FY16, 190 agents were assaulted, and the number of agent assaults for FY17 has surpassed this number.[8] Border Patrol has not done a good job of being transparent when discussing use-of-force incidents or educating the public on policy; thus, the perception of excessive use of force persists. One reason for this is the investigative process and judicial limits on how much information can be relayed to the public, which gives the appearance that the Border Patrol is not being honest or is attempting to cover up incidents.

Equally, the public does not have a good understanding of the laws and statutes from which Border Patrol derives the authority to conduct vehicle stops, interview persons, make arrests, and operate checkpoints. This lack of understanding causes further conflict between Border Patrol and the public. Information concerning authorities is available via the Internet and CBP webpages. However, most of the information on the Internet has a negative slant toward Border Patrol. For example, there are people who know little about checkpoint authorities but post YouTube videos falsely informing the public that they do not have to stop at Border Patrol checkpoints. These videos may depict people refusing to state their citizenship while filming the encounter with their cellphone or filming their attempt to incite agents to forcibly remove them from their vehicles.[9] Furthermore, people post these videos to encourage others to refuse to comply or state their citizenship. Border Patrol lacks a clear strategy to counter these incorrect narratives through such social media platforms as YouTube or Facebook.

The uncertainty concerning how executive orders are to be implemented and the lack of communication surrounding them has caused trepidation and conflict among Mexican citizens. There has been a sharp increase in people crossing the Canadian border, along with cold weather rescues by the Border Patrol since the executive orders

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[7] "CBP Use of Force Statistics," Customs and Border Protection (CBP), April 10, 2017, www.cbp.gov/newsroom/stats/cbp-use-force.

[8] Ibid.

[9] "Don't Comply at Illegal Internal Checkpoints-Border Checkpoint 60 Miles from Border?" YouTube video, 7:37, posted by "DontComply.com," February 14, 2015, https://www.youtube.com/watch?v=1EaVMY0UnA.

were signed.[10] With the current shift in border enforcement and President Trump's goal of building a wall along the U.S.–Mexican border, conflicts are sure to arise as Mexican citizens feel the policy is disrespectful to them and their country. There is also the likelihood that aliens from Central American countries attempting to illegally enter the United States will become stranded in Mexico and place a strain on the country's resources.

The U.S. State Department uses social media to inform and engage with citizens in other countries but has not used it to address people attempting to enter the United States illegally. State Department messaging tends to revolve around narratives that showcase America and its culture. Some U.S. ambassadors and embassies leverage social media as well, but typically to address current affairs. Social media is viewed by many diplomats to be an effective, zero-cost method for conducting public diplomacy.[11] A majority of social media platforms are free to use and simply require the downloading of an application or software to begin use. Additionally, social media platforms allow for an untold number of people to use and access the media at any given time. Embassies are using social media to encourage citizens in host countries to engage in dialogue with embassy officials about policies and general information about the United States. In an example of active engagement, the U.S. embassy in Cairo engaged in a conversation with an Egyptian citizen (see Figure 1). Although the exchange was external to the United States, it supported the use of social media for public diplomacy and engagement with citizens of foreign countries.

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[10] Jill Schramm, "Border Patrol Responds to Increasing Numbers of Dangerous, Cold-Weather Border Crossing Attempts," *Minot Daily News*, February 15, 2017, http://www.minotdailynews.com/news/local-news/2017/02/border-patrol-responds-to-increasing-numbers-of-dangerous-cold-weather-border-crossing-attempts/.

[11] Michael Coleman, "Statecraft 2.0 and Beyond: Diplomats Plug Into Social Media," *Washington Diplomat*, November 18, 2010, http://www.washdiplomat.com/index.php?option=com_content&view=article&id=6034:statecraft-20-and-beyond-diplomats-plug-into-social-media-&catid=205:april-2010&Itemid=239.

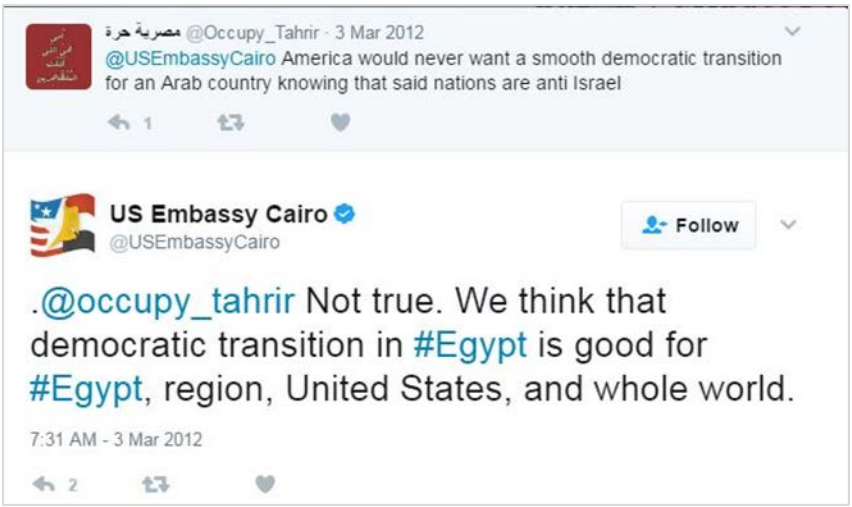

Figure 1. Twitter Exchange between the U.S. Embassy in Cairo and an Egyptian Citizen[12]

Police departments throughout the United States and other countries use social media to make public service announcements and reassure the public during events such as riots or natural disasters.[13] Border Patrol could use the same platforms to speak to the thousands of citizens it encounters daily to keep the communities on both sides of the border informed, and to gain public trust. An examination of how police departments in the United States, as well as internationally, are using social media is crucial in determining what works for police departments and could be adopted by the Border Patrol, as well as why some social media outreach efforts would not work for Border Patrol. The Cape Coral, Florida, Police Department had great success implementing social media into its community engagement program and has conducted virtual ride-alongs for the public, while the Utica, New York, Police Department uses social media to post information about crimes in the area as well as wanted persons.[14]

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[12] Source: U.S. Embassy Cairo, Twitter post, March 3, 2012, https://twitter.com/USEmbassyCairo/status/175966722984132610.

[13] Jeremy Crump, "What Are the Police Doing on Twitter? Social Media, the Police and the Public," *Policy & Internet* 3, no. 4 (2011), doi:10.2202/1944-2866.1130.

[14] "Utica, New York, Police Department—Creating Community Partners," International Association of Chiefs of Police, March 15, 2011, http://www.iacpsocialmedia.org/resources/case-studies/utica-new-york-police-department-creating-community-partners.

Police department use of social media is relevant to the discussion because Border Patrol could be engaging in two-way dialogue with citizens from Canada, Mexico, and Central America about the penalties and dangers of entering the United States illegally. Furthermore, Border Patrol could provide information to citizens of other nations concerning travel documents needed for passing through checkpoints and handling complaints.

Social media interactions can lead to more productive conversation about issues of importance to the public; honest engagement builds trust. Clearly social media pervades all aspects of daily life and it shows no signs abating. In some aspects, the government has been slow to adopt social media and operate more efficiently through its use.

B. RESEARCH QUESTION

This thesis asks the following question: Should the U.S. Border Patrol leverage social media for international conflict resolution, community engagement, and support of the transnational mission?

C. LITERATURE REVIEW

Social media is an instrument used broadly by individuals and government agencies to spread information, connect with others, and achieve communication. Social media has many facets, such as practicing public diplomacy, organizing protests, and connecting with other people. The first category of research for this literature review examines studies that have been conducted to explain why people use social media. If Border Patrol is to leverage social media to resolve conflicts, engage the community, and support the transnational mission, it must determine the right platforms to use and the right messaging tactics to employ in order to reach its target audience; to do so, however, Border Patrol must first understand why people use social media.

The second category of research focuses on the public diplomacy space of social media. Public diplomacy is a recurring theme with social media use, and it is the avenue Border Patrol will need to explore in order to bolster community engagement and transnational messaging.

The third category centers on the conflict resolution and propaganda aspects of media. The United States and Russia spend millions of dollars each year to broadcast news to many countries around the world. Many see this type of public engagement as propaganda, an issue that the Border Patrol will have to consider with international social media messaging.

1. Why People Use Social Media

In examining why individuals use social media, research has focused primarily on the social aspects of the practice. Social media refers to a collection of platforms (e.g., Facebook, Twitter, and YouTube) used by individuals to communicate and interact in an online or web-based environment. Social media has become hugely popular, as evidenced by the number of media platforms and their levels of penetration in today's society. Individuals use social media platforms to connect with others, share news and information, post pictures and videos for others to view, and play music and games.

For many decades, social science has sought to understand why people use media such as television and how mass media maintains its appeal. In the 1940s, scientists created "uses and gratification theory" to demonstrate why media fulfill people's social and emotional demands.[15] Researchers became interested in why individuals used certain media, such as radio and newspapers.[16] The theory fell out of favor quickly; it was deemed soft science, and was discarded until the emergence of social media and related technology revived interest in uses and gratification theory.[17] Whereas individuals once read the newspaper for knowledge, they now use the Internet to seek knowledge. At the

[15] Thomas E. Ruggerio, "Uses and Gratifications Theory in the 21st Century," *Mass Communication & Society* 3, no. 1 (2000): 3–37.

[16] Ibid., 4.

[17] Ibid., 1.

same time, individuals watched television to pass the time, but now they play games or interact with friends on social media. With each new technology, individuals are presented with an increasing number of choices, making motivation and satisfaction vital components of audience analysis.[18] Uses and gratification theory assumes the audience comprises active participants, not simply recipients of information, and proposes five categories of uses and gratifications:

- Cognitive
- Affective
- Personal integrative
- Social integrative
- Tension release[19]

A user's propensity for a particular type of media is related to his or her need to satisfy one or more categories of uses and gratification.[20] A user may have great affinity for television because it relieves tension or provides social integration.

Uses and gratification theory was revitalized in the late 1990s with the advent of new technologies such as the Internet, CD-ROMs, and online forums. Social media platforms provide ample choices for individuals to gratify social and psychological needs. Thus, as social media use satisfies psychological needs, satisfaction becomes a pivotal antecedent for continued use of social media.[21] Social media also provides an avenue for like-minded individuals to construct virtual communities for escapism and entertainment, which compels people to share information with those in their virtual communities.[22]

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[18] Ibid., 14.

[19] Sunanda Sangwan, "Virtual Community Success: A Uses and Gratifications Perspective," *Proceedings of the 38th Hawaii International Conference on System Sciences* (2005), www.researchgate.net/profile/Sunanda_Sangwan/publication/221178168_Virtual_-Community_Success_A_Uses_and_Gratifications_Perspective/links/5743d1d608aea45ee84d1662.pdf.

[20] Ibid.

[21] Meng-Hsiang Hsu et al., "Determinants of Continued Use of Social Media: The perspectives of Uses and Gratifications Theory and Perceived Interactivity," *Information Research* 20, no. 2 (2015): 1–19.

[22] Ibid., 4.

Abraham Maslow believed that uses and gratification theory was an extension of his "hierarchy of needs" theory, which he developed in 1943 to describe human experiences. Maslow believed that all humans have fundamental needs that must be reached and that people work toward achieving those needs.[23] He also believed that a person could not reach a subsequent need without fulfilling the prior needs; individuals cannot achieve safety, for example, without first mastering biological needs. The five stages include:

1. Biological/psychological needs—food, water, sleep.
2. Safety needs—security, order, stability.
3. Love/belongingness needs—friendship, intimacy, belonging to a group.
4. Esteem needs—status, respect, prestige.
5. Self-actualization needs—self-fulfillment, personal growth.[24]

In the 1970s, Maslow expanded the five stages to eight to include cognitive, aesthetic, and transcendent needs. Cognitive needs concentrate on gaining knowledge and understanding, aesthetic needs send people in search of beauty and items that are aesthetically pleasing, and transcendent needs are fulfilled by searching for new ideas and discoveries.[25]

Arguably, Maslow's eight needs apply to current research, which contends that certain social media applications can fulfill an individual's needs at particular levels. For example, Facebook and Twitter can be used to order food from participant restaurants to meet biological needs. For the safety stage, LinkedIn provides assistance in securing employment and resources, which support family and health security.[26] Social media applications such as Twitter, Facebook, and Instagram fulfill love/belongingness needs

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[23] "Uses and Gratifications Theory," Learning-Theories.com, January 26, 2016, https://www.learning-theories.com/uses-and-gratification-theory.html.

[24] Saul McLeod, "Maslow's Hierarchy of Needs," last updated 2016, accessed November 25, 2016, http://www.simplypsychology.org/maslow.html.

[25] Ibid.

[26] Neil Asher, "Dominating Social Media with Abraham Maslow's 'Hierarchy of Needs,'" Roar Local, accessed November 25, 2016, http://roarlocal.com.au/dominating-social-media-abraham-maslows-hierarchy-needs/.

as, they provide avenues for individuals to interact with others, join groups, and connect with family and friends. As for esteem needs, Facebook, Twitter, and YouTube allow users to connect with others in a friendly arena, share relevant information, and encourage others.[27] Users can post pictures and videos of accomplishments, which can be "liked" and shared by other users in the individual's network. Within the cognitive stage, individuals can meet the needs of knowledge and understanding by exploring information posted on Facebook, Twitter, and Instagram. Users are able to explore profiles and information to make connections. Facebook, Twitter, Instagram, YouTube, and other social media platforms apply to the remaining aesthetic, self-actualization and transcendent needs, as well.

In 1975, Fishbein and Ajzen developed the theory of reasoned action (TRA), a social psychology theory that elucidates one's actions through one's intentions. TRA posits that a person's intentions are established through attitude toward a behavior in conjunction with the subjective norms associated with the questioned behavior.[28] Intentions are determined by two paradigms: individual outlooks on the behavior and social norms or the idea that specific individuals or a specific group would approve or disprove of the conduct.[29] In 1985, Fred Davis, relying on TRA, developed the technology acceptance model (TAM) for his doctoral thesis at the Massachusetts Institute of Technology to explain why users adopt new technology.

The goal of TAM was to produce reliable measures for the acceptance or rejection of systems.[30] Davis theorized that users' motivations determine whether they use a system. Combining the tenets of TRA with TAM, Davis proffered that three factors influenced user behavior: "perceived ease of use, perceived usefulness, and attitude toward using the system."[31] Through this research, Davis discovered that a person's view of the accessibility and value of a system correlated to his or her willingness to use or not

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[27] Ibid.

[28] Mohammad Chuttur, "Overview of Technology Acceptance Model: Origins, Developments and Future Directions," *Sprouts: Working Papers on Information Systems* 9, no. 37 (2009).

[29] Ibid., 3.

[30] Ibid., 9.

[31] Ibid., 2.

use a system. If a system or platform is easy to use and the user believes it will be useful, the user is more likely to have a positive view of the system and use it frequently.

The difference between TRA and TAM is that technology adoption focuses on elements of computer acceptance that are wide ranging and capable of describing behavior across an expansive range of end-user computing technologies and the user spectrum.[32] TAM further delineates TRA attitude concepts into perceived usefulness and perceived ease of use to expound computer usage activities.[33] In 2000, Ventakesh and Davis added social influence to TAM in order to predict usage behavior of new technology, thus creating TAM2. TAM2 incorporated the social influences of subjective norms, voluntariness, and image along with cognitive instrumental processes to perceived usefulness and usage intentions.[34]

On a parallel track, Lederer, Maupin, Sena, and Zhuang examined the World Wide Web using the technology adoption model. They used an email survey to determine ease of use and useful characteristics of websites frequented by participants. They studied TAM and the Internet to ascertain why certain websites are used more often than other websites by asking individuals to describe the websites' ease of use and usefulness characteristics. The results supported tenets of TAM, with usefulness having a stronger effect than ease of use.[35] The results further revealed that individuals use websites that are easy to use and deemed useful. In other words, they provide some type of information relevant to the user.

Rauniar, Rawski, Yang, and Johnson followed Lederer et al. by exploring TAM and social media use. Rauniar et al. theorized that understanding user outlook and usage behavior of social media is the key to maturing and implementing new social media

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[32] Fred Davis, "Perceived Usefulness, Perceived Ease of Use, and the User Acceptance of Information Technology," *MIS Quarterly* 13, no. 3 (1989): 319–340.

[33] Rupak Rauniar et al., "Technology Acceptance Model and Social Media Usage: An Empirical Study on Facebook," *Journal of Enterprise Information and Management* 27, no.1 (2014): 6–30.

[34] Viswanath Venkatesh and Fred Davis, "A Theoretical Extension of the Technology Acceptance Model: Four Longitudinal Field Studies," *Management Science* 46, no. 2 (2000): 186–204.

[35] Albert Lederer et al., "The Technology Acceptance Model and the World Wide Web," *Decision Support Systems* 29, no. 3 (2000): 269–282.

technologies.[36] They completed an empirical study on Facebook to explain TAM and user attitudes toward social media. Rauniar et al. found that the increasing use of social media platforms is also congruent to the platform's ability to meet the user's need to connect and share information with other people; social media platforms deliver means and applications that enrich the services to the user as they share and exchange information via the social media site.[37] The research indicates that ease of use and usefulness are related, but they depend on other users in the network as well as the information shared among these users.[38]

Rauniar et al. classified perceived use as the point at which individuals believe that a specific social media site meets their needs and will help them achieve an explicit purpose, such as connecting with others via Facebook.[39] Their research found that the value of social media is bound to other users in the network, as well as to the information shared between members.[40] Rauniar et al. propose that social media provides users with interactive social activities through text, video, and images, which further increases the benefits of social media.[41]

2. Propaganda

An issue that arises with any form of government messaging is propaganda. Pertinent to the discussion on propaganda is the Smith–Mundt Act of 1948. The Act approved the continuance of Voice of America (VOA) and global media outreach after World War II. The three most well-known media outlets that have been deemed propaganda by one or more countries include VOA, Russia Today, and Sputnik (formerly Radio Moscow and Voice of Russia). VOA is the official U.S. representation to the world and is a reflection of the American viewpoint. Russia Today was established in 2005 to

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[36] Rauniar et al., "TAM and Social Media," 6.

[37] Ibid., 12.

[38] Ibid., 11.

[39] Ibid., 10.

[40] Ibid., 11.

[41] Ibid., 13.

improve Russia's global standing. Sputnik is a news conglomerate established by the Russian government–controlled news agency Rossiya Segodnya.

The Smith–Mundt Act authorized the continuance of VOA abroad as an anti-Soviet countermeasure.[42] The Act was controversial at the time because it placed VOA under the purview of the State Department and many believed the Department contained communist sympathizers. There were also concerns that U.S. citizens would draw parallels to the Soviets targeting of their own citizens with propaganda.[43] From the outset, there was discussion about whether or not the Act prohibited the government from disseminating messages inside U.S. borders.[44] Under the Act, only Congress could view VOA and other global programming, a seemingly clear indication that the government could not disseminate information within the United States. However, the debate on the dissemination of information continued until 1965.

In 1965, Congress passed a resolution allowing for the domestic release of a United States Information Agency film on the life of President John F. Kennedy. The fact that Congress had to pass a resolution for the film to be distributed in the United States upheld the tenet that the Act prohibited domestic distribution of government-produced programming.[45] The debate over domestic distribution of government-produced programming continued for several decades. Proponents of repealing the ban believed that allowing U.S. citizens access to government-produced programming would enhance transparency, while those in favor of the ban cited propaganda concerns. By 2010, Congress was primed to consider a repeal of the Act due to the increased use of social media, which limited the government's ability to control the media, and to address the threat of domestic terrorism.[46] Government-produced programming would be integral to pro-American narratives on both the domestic and international levels. In 2013, the Act

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[42] Weston R. Sager, "Apple Pie Propaganda? The Smith-Mundt Act before and after the Repeal of the Domestic Dissemination Ban," *Northwestern University Law Review*, 109, no. 2 (2015): 511–546.

[43] Ibid., 520.

[44] Ibid., 519.

[45] Ibid., 521.

[46] Ibid., 526.

was repealed and the State Department is now allowed to broadcast programming domestically, but the propaganda debate continues.

Harold Laswell, a leading political scientist and communications theorist, defines propaganda as "the management of collective attitudes by the manipulation of significant symbols"[47] In *Theory of Political Propaganda*, Laswell proposes that propagandas are classified by varied criteria, such as civic associations, organizations that rely on propaganda for social control, and organizations that are staffed by individuals who wish to obtain something substantial from the propaganda.[48] Laswell proceeds to discuss why propagandas exist, such as to protest a policy or group. He outlines propaganda strategy as the presentation of an object within a culture in such a way that it draws certain segments to organize around it.[49] Laswell proffers that all cultures have embedded values and, for propaganda to succeed, it must pose a threat to those values. Laswell makes the case that propaganda is largely attributable to social disorganization caused by rapid technological changes.[50]

In 1935, Leonard Doob followed Laswell by suggesting that intentional propaganda is a systemic attempt by interested parties to control the attitude and action of others through suggestion, whereas unintentional propaganda is the control of attitudes and actions of people or groups through the use of suggestion.[51] Doob also developed eight major principles of propaganda, such as intention, perception, and persuasion.[52] In 1966, Choukas advanced the idea that propaganda from external and internal parties is a danger to democracy. Choukas stated unequivocally that propaganda and democracy are incompatible.[53] However, he later made the case that VOA and Radio Free Europe have

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[47] Harold Laswell, "The Theory of Political Propaganda," *The American Political Science Review*, 21 no. 3 (1927): 627–631.

[48] Ibid., 629.

[49] Ibid.

[50] Ibid., 631.

[51] Paul Farnsworth, "Review of Doob, L.W., Propaganda, Its Psychology and Technique," *Psychological Bulletin*, July 1936: 552–555.

[52] Ibid.

[53] Hadley Cantril and John Whitton, "Review of Propaganda Comes of Age by Michael Choukas," *The Public Opinion Quarterly*, 30 no. 2 (1966): 337–338.

been valuable propaganda tools leveraged against the Soviets. One of the last points Choukas makes is that only government should have a monopoly on propaganda used abroad against the enemy.[54]

J. Michael Sproule presented a paper at the Biennial Meeting of the World Communication Association in Singapore in 1989. In the paper, Sproule proposed that American thinking on propaganda centers on five approaches:

- Progressive propaganda critics
- Media practitioners
- Textual rationalists
- Communication scientists
- Political polemicists.[55]

Sproule uses the paper to explain the how they affect modern-day persuasion and philosophical opposition in the United States. He notes that propaganda considerations slowed in the 1950s era of conformity. Progressives were concerned that, after the war, propaganda would become part of the cultural landscape.[56] Progressives see mass communication as a way for special interest groups to exert influence on the populace, thus shaping their opinion for them. Progressives search government archives in an effort to find anti-progressive propaganda to support their position. Progressives have also come to believe that radio and film are distribution methods for covert propaganda.[57] The progressive position prompts a response from the media practitioners who argue that their function is to be persuaders and to empower people to be more socially responsible.[58] Sproule goes on to state that communication scientists counter that rivalry among propagandas neutralizes mass persuasion.

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[54] Ibid., 338.

[55] J. Michael Sproule, "Propaganda: Five American Schools of Thought," paper presented at the Biennial Meeting of the World Communication Association, Singapore, August 1989.

[56] Ibid., 6.

[57] Ibid., 8.

[58] Ibid., 10.

Hughey took propaganda forward into the modern era by asserting that the public is presented with a ceaseless stream of spin doctors, pundits, talk radio, and news analysts ensuring that the correct information is received and understood, creating what he calls an "age of propaganda."[59] Today's societies are heavily influenced by government entities and others, to the point that democracy and individuality are threatened. Hughey surmised that propaganda is more successful when there are intense emotions to be manipulated, the target audience is not aware of political and economic realities, and there is a lack of solid cultural values and traditions.[60]

Ross examined several definitions of propaganda and began with the premise that the word propaganda was originally associated with "propagating or spreading the Christian faith in line with persuasion or education."[61] As schools of thought on propaganda develop, persuasion becomes a part of the propaganda definition. Ross proffers that a common thread for analyzing propaganda is the sender-message-receiver model, which means there must be a persuader, a target of the persuasion, and method of reaching the target.[62] Through analyzing this model, Ross concludes that "propaganda entails the goal of persuading a socially significant group of people in the interest of a political institution, organization or cause and is often associated with lies and manipulation."[63]

Propaganda scholar Kenneth Osgood attempted to bring the propaganda discussion forward by theorizing that there are three types of propaganda: white, grey, and black. White propaganda is correctly associated to the sponsor, with the source being positively identified; VOA is an example of media that air white propaganda.[64]

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[59] Michael Hughey, "Propaganda in the Modern World," *International Journal of Politics, Culture and Society*, 9 no. 4 (1996): 569–577.

[60] Ibid., 576.

[61] Sheryl Tuttle Ross, "Understanding Propaganda: The Epistemic Merit Model and its Application to Art," *The Journal of Aesthetic Education*, 36 no.1 (2002): 16–30.

[62] Ibid., 18.

[63] Ibid., 20.

[64] Kenneth Osgood, "Propaganda," *Encyclopedia of American Foreign Policy*, 2002, http://www.encyclopedia.com/social-sciences-and-law/political-science-and-government/political-science-terms-and-concepts-62.

Conversely, gray propaganda is not linked to the sponsor and hides the true source of the propaganda with the aim of advancing perspectives in the interest of the originator, but is more acceptable to target audiences than official statements.[65] Gray propaganda is also based on the premise that propaganda from the originator would reach a small audience, but neutral presentation of the material would be convincing to a larger audience. Anonymous print articles are an example of gray propaganda. Finally, similar to gray propaganda, black propaganda conceals the sponsor and is deceitfully attributed.[66] Black propaganda is designed to be seditious and evoke a response with an end goal of causing embarrassment to that source, damaging its prestige, and weakening its credibility.[67] Black propaganda is typically the work of government or intelligence agencies.

3. Social Media and Public Diplomacy

In the literature on social media and transnational messaging, public diplomacy is a common theme. Cowan and Arsenault propose that there are three layers to public diplomacy: monologue, collaboration, and dialogue.[68] The authors assert thoughtful dialogue fosters mutual understanding and meaningful collaboration, which in turn establishes trust and respect.[69] They proffer that communication that attempts to span social and political gaps can build trust and abate the effects of political tension. For example, transnational communications and partnerships occur daily inside and outside government-sponsored public diplomacy.[70]

Martin and Jagla's report, *Integrating Diplomacy and Social Media*, outlines how social media advances national interests.[71] Martin and Jagla discuss the need to expand

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[65] Ibid.

[66] Ibid.

[67] Ibid.

[68] Geoffrey Cowan and Amelia Arsenault, "Moving from Monologue to Dialogue to Collaboration: The Three Layers of Public Diplomacy," *American Academy of Political and Social Science* 616, no. 10 (2008): 10–27, doi:10.1177/0002716207311863.

[69] Ibid., 11.

[70] Ibid., 12.

[71] Clifton Martin and Laura Jagla, *Integrating Diplomacy and Social Media* (Washington, DC: Aspen Institute, 2013), http://csreports.aspeninstitute.fsmdev.com/documents/IntegratingDIPLOMACY.pdf.

the definition of diplomat to include individuals, states, businesses, and citizens groups. They divide modern-day diplomacy into four categories: traditional, public, citizen, and business.[72] Citizen diplomacy is defined as activity between the populations of two countries, be they students, tourists, or humanitarians.[73] Martin and Jagla propose that the prevalence of social media has created new avenues for transnational messaging among citizens and government.

Building on social media use and diplomacy, Zhang advances the idea that assessing an organization's strategic issues, both internal and external, should be a factor in determining whether or not to use social media for public diplomacy. Zhang points out that social media for public diplomacy has already been embraced in many countries around the world.[74] Zhang's strategic issue management (SIM) process has four phases: "an issue ferments and goes viral, proactive response, reaction, and issue recedes and new issue emerges."[75] His work tests the SIM process on two case studies related to diplomatic visits and reveals that social media can become a strategic tool during the proactive and reactive phases, but is a tactical tool in the issue fermenting and receding phases.[76] The research indicates that expanded social media use should be an essential goal for diplomacy.

Solis and Breckenridge examine how social media is helping revive the field of public relations. They compare the art of traditional public relations to the current stance of leveraging social media. Social media and the Internet influence regular people, who share their knowledge and opinions with others; thus, news and information become democratized.[77] Solis and Breckenridge focus heavily on blogs, social media releases, and video news releases. They illustrate how to build public relations around two-way

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[72] Ibid., 8.

[73] Ibid., 9.

[74] Juyan Zhang, "A Strategic Issue Management Approach to Social Media Use in Public Diplomacy," *American Behavioral Scientist* 57, no. 9 (2013): 1312–1331, doi:10-1177/0002764213487734.

[75] Ibid., 1318.

[76] Ibid., 1325.

[77] Brian Solis and Deidre Breckenridge, *Putting the Public Back in Public Relations: How Social Media Is Reinventing the Aging Business of PR* (Upper Saddle River, NJ: Pearson Education, 2009).

communications and how to get the public to be more engaged in the public relations forum. Although their book was written in 2009, many of the practices are still relevant with today's social media platforms. Conversely, social media has been rapidly evolving and some portions of the book are outdated.

Barefoot and Szabo wrote *Friends with Benefits: A Social Media Marketing Handbook* as a how-to guide for businesses using social media. They begin with the basics of social media (types and uses) and blogging (how to find the right blogs and communities). The book is more of a grassroots effort to assist the reader with navigating social media and using it as a successful marketing tool. However, their guidelines for using social media are helpful for businesses or other entities with a foundation for using social media and creating a social media footprint. Whereas Barefoot and Szabo focus on the public relations aspect of social media, Clay Shirky examines social media's capacity to foster social change and revolution in his book *Here Comes Everybody*. Shirky uses stories about groups of friends and families who came together through social media to affect social reform or spread ideas. However, Shirky makes the case that, while technology evolves rapidly and its effects on society are rapid, social effects lag behind technological effects by decades.[78] Shirky makes this argument by referencing the effects of Gutenberg's printing press (invented in 1439) on the Protestant Reformation in the 1500s.[79] He also argues that while social media is good for collaboration, only a relative few provide the connections for the collaboration.

The literature on why people use social media is abundant and points to themes of connecting with others, sharing and gathering information, and entertainment. Social media use for public diplomacy has yet to be leveraged to its full advantage; however, there is a path for social media to assist in the public diplomacy realm. Propaganda is, and always will be, a concern with government-sponsored messaging. Early efforts to curtail government-produced programming were centered on concerns of propagandizing the American public in a similar fashion to the Soviets pushing propaganda to their citizens. However, with the advent and proliferation of social media, those concerns have

[78] Clay Shirky, *Here Comes Everybody* (New York: Penguin, 2008).

[79] Ibid., 153.

abated. Social media provides citizens around the world with virtually unfettered access to information. The United States now sees government-produced programming as a means to challenge anti-American narratives and domestic terrorism.

D. RESEARCH DESIGN

In order to determine if Border Patrol should engage foreign and U.S. citizens via social media, research must be conducted on the paths federal agencies and police departments take to achieve community outreach through these channels. While there are numerous law enforcement agencies in the United States, none are as large or widespread as the Border Patrol. Therefore, this research examines the social media policies of the U.S. Army, State Department, Department of the Interior, and New York City, Seattle, and Honolulu Police Departments for comparison and identification of good and bad social media practices. In addition, case studies were conducted for the Westland, Michigan, Cape Coral, Florida, Utica, New York, Dallas, Texas, Vancouver, Canada, and Queensland, Australia, police departments. These police departments are either considered experts in police use of social media or have successfully used social media as a best-practice example for Border Patrol.

Canada and Mexico differ in culture, language, demographics, and geography. Consequently, this research examines social media use in both countries to ascertain who is using social media, how it is being accessed, and which platforms are most popular. Furthermore, identifying social media actors in Canada and Mexico is important to determine who else is using social media within these respective societies. Canada and Mexico encompass the majority of citizens Border Patrol encounters each day. Because the Department of Homeland Security is a large agency with differing missions, research analysis and relevance are limited to CBP and Border Patrol. CBP analysis is pertinent because Border Patrol is a component of CBP and is therefore subject to CBP guidelines and authority.

First Amendment concerns related to social media are not covered in depth, as the primary focus has been what is and is not considered hate speech on social media. Social media is laden with hate speech, and social media companies have unparalleled power to

control which videos, texts, and images can be posted and accessed via their social media sites; however, this is outside the scope of the thesis.[80] Additionally, social media influence on crowds is not discussed. The debate over whether or not social media influences crowds has been overanalyzed, particularly as it relates to the Arab Spring.[81] Moreover, use of social media to conduct or assist with criminal investigations is not examined in depth, as it does not support the community engagement scope of the thesis. The span of the thesis is concerned with why people use social media, the Smith–Mundt Act, propaganda, and how social media supports public diplomacy. Crucial to the discussion is the history of the Border Patrol and its role in CBP's transnational mission. The Border Patrol has many community engagement programs, and these are briefly examined to add context to the social media aspect of effective community outreach. The CBP social media policies are analyzed to ascertain lapses in guidance and applicability to social media use.

The bulk of the data consists of federal and police social media policies, articles from published scholarly journals and magazines (e.g., *Management Science* and *American Behavioral Science*), industry books on social media and public diplomacy, police department case studies, and the author's knowledge and experience working for the Border Patrol. Statistics from social media platforms regarding the use of social media in Canada and Mexico (e.g., demographics, penetration, and platforms) was collected to establish the proliferation of social media in those countries. Statistics concerning border crossing data and crime rates along the U.S.–Mexico and U.S.–Canada borders is used to support or discredit the argument for targeted messaging.

Surmising that Border Patrol should leverage social media community engagement in support of the transnational mission, robust guidelines and policies need to be developed. Weiner and Vining developed a multi-goal policy analysis approach for crafting policy, which contains five steps:

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[80] Caitlin Ring, "Hate Speech in Social Media: An Exploration of the Problem and its Proposed Solutions," (Ph.D. dissertation, University of Colorado Boulder, 2013).

[81] Taylor Dewey et al., *The Impact of Social Media on Social Unrest in the Arab Spring, Policy* (Palo Alto, CA: Stanford University, 2012).

1. Selecting impact categories for the relevant goals,
2. Generating a clear set of policy alternatives,
3. Predicting the impact of policy modifications,
4. Valuing predicted impacts, and
5. Evaluating suggested modifications.[82]

Using the policy options analysis, alternatives for the current CBP policy can be drafted as relevant. As noted by Weiner and Vining, policy analysis should explore the tradeoffs between the outcomes of

- cost versus benefit,
- optimization under restraint, and
- comparison of mixed outcomes.[83]

E. THESIS OVERVIEW

This chapter has described the creation of the problem statement and accompanying research, and delved into the design of the material to support the research of question. The literature review explored why people use social media, propaganda, and social media for public diplomacy. The next chapter discusses the history of the Border Patrol and its efforts at community outreach during its 93-year history. The chapter concludes with an analysis of CBP's social media policies. Social media use in Canada, Mexico, and the United States, along with social media actors in both countries, follows in Chapter III. The evaluation of federal and state social media policies is followed by case studies of police department social media activities. The recommendations and conclusion chapter close out the thesis.

[82] David L. Weimer and Aiden R. Vining, *Policy Analysis: Concepts and Practice*, fourth ed. (Upper Saddle River, NJ: Pearson-Prentice Hall, 2005).

[83] Ibid.

II. BACKGROUND

A. BORDER PATROL

The United States Border Patrol was founded May 28, 1924, with 450 officers as part of the Labor Appropriations Act of 1924. From 1924 until 2001, the primary mission of the Border Patrol was to secure the borders outside of and between the ports of entry.[84] In 1932, the Border Patrol was overseen by two directorates, one with responsibility for the Mexican border in El Paso, Texas, and the other with oversight of the Canadian border in Detroit, Michigan; this was largely due to liquor smugglers and bootleggers who were smuggling aliens and whiskey into the United States.[85] During this time, the majority of agents were stationed along the Canadian border. Today, the majority of agents are stationed along the U.S.–Mexico border.

In 1933, the Bureaus of Immigration and Naturalization were combined to form the Immigration and Naturalization Service (INS) and Border Patrol became a component of the INS. The Border Patrol's role was expanded during World War II to include guarding detention camps and diplomats, as well as assisting the U.S. Coast Guard with searching for enemy submarines and aircraft.[86] In 1952, agents were first allowed to "board and search conveyances for illegal aliens anywhere in the United States and to patrol all territory within 25 miles of a land border."[87] In the 1960s, Border Patrol agents were placed on domestic aircraft due to the threat of aircraft hijackings. The 1980s and 1990s saw a marked increase in illegal crossings, and the Border Patrol began Operations Hold the Line and Gatekeeper to reduce illegal border crossings in El Paso, Texas, and San Diego, California.[88]

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[84] "Our History," Border Patrol Museum, accessed September 2, 2017, https://borderpatrolmuseum.com/history-of-the-border-patrol/#tab-id-3.

[85] "Border Patrol History," CBP, accessed April 30, 2017, https://www.cbp.gov/border-security/along-us-borders/history.

[86] Ibid.

[87] "Our History," Border Patrol Museum.

[88] Ibid.

The events of September 11, 2001, caused a concern about homeland security, and the Department of Homeland Security (DHS) was established on March 1, 2003, in response. The Border Patrol was one of three founding agencies within Customs and Border Protection, a component of DHS. The primary mission then became "preventing the entry of terrorists and their weapons of terrorist and to enforce the laws that protect the Nation through the detection, interdiction and apprehension of those who attempt to illegally enter or smuggle any person or contraband into the United States."[89]

Today there are approximately 21,000 agents who patrol 6,000 miles of the U.S.–Mexico and U.S.–Canada borders, and 2,000 miles of coastal waters around Florida and Puerto Rico.[90] Border Patrol agents perform several duties, from sign cutting to transportation checks to the controversial traffic checkpoints operational in many sectors across the southwest border. Agents often perform these duties in extreme weather conditions (heat and cold) in isolated communities near the border. Agents primarily encounter three types of criminals: those making an illegal entry for economic reasons, illegal entrants working for the TCOs, and U.S. citizens who are smuggling aliens and/or narcotics for the TCOs. Conversely, agents also encounter the legitimate traveling public at Border Patrol checkpoints and in the course of their regular duties. As many locations are isolated along the southwest border, agents are typically the first to respond to calls for assistance from citizens and local sheriff and police departments. Agents are responsible for protecting the nation from terrorism by securing America's borders with vigilance, integrity, and pride.[91] Border Patrol agents are stewards of the communities they serve and have become involved in many awareness campaigns at schools and community events.

Modern awareness campaigns began in earnest with the Border Patrol participating in Red Ribbon Week at local schools.[92] Agents went to local schools to talk

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[89] United States Border Patrol, "Border Patrol Mission Statement" (internal document, 2002).

[90] "Border Patrol Overview," DHS, January 27, 2015, https://www.cbp.gov/border-security/along-us-borders/overview.

[91] United States Border Patrol, "Border Patrol Mission Statement."

[92] The author has not been able to verify a start date for Border Patrol's participation in Red Ribbon Week. However, the author participated in Red Ribbon Week as early as 2000.

to the students about the dangers of drug use and enhance awareness of drugs and drug paraphernalia. Border Patrol agents also participated in D.A.R.E. programs across the nation. Agents currently attend career days at local schools and participate in various community events, such as local Police Week ceremonies and Independence Day parades. Schools in the Del Rio, Texas, area invite agents and command staff to come to local schools and read to the children.

More recently, the Border Patrol began the "Dangers Awareness" and "Know the Facts" campaigns, targeted at those contemplating entering the United States illegally. The Dangers Awareness Campaign started in July 2014 to alert the numerous women and children who were traveling to the United States in masses of the dangers of making the journey. "Dangers awareness" was communicated via print, radio, and television to primarily Central American countries; the campaign sought to warn that the journey was too dangerous and that children would not be given legal immigration papers or status upon entering the United States.[93]

The "Know the Facts" campaign began in July 2015 in Mexico, El Salvador, Guatemala, and Honduras to dissuade those contemplating entering the United States from doing so and to spread the message that illegal border crossers would be returned to their countries.[94] "Know the Facts" was created to make individuals aware of immigration policies and the dangers of illegal immigrants traveling north, only to be returned to their country of origin. The campaign was also implemented in response to the mass migration of unaccompanied minors and family units entering the United States in 2014, which the Dangers Awareness Campaign failed to deter. The campaigns were created by CBP and pushed out via traditional media such as radio, print, and public service announcements. Social media, which has the potential to reach larger audiences at a reduced cost, was not leveraged during these campaigns despite its growing dominance as a platform for individuals to read and receive news and to communicate with others.

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[93] "CBP Addresses Challenges of Unaccompanied Child Migrants," CBP, November 3, 2016, www.cbp.gov/border-security/humanitarian-challenges.

[94] "CBP Launches 'Know the Facts' Awareness Campaign," CBP, August 7, 2015, www.cbp.gov/newsroom/national-media-release/cbp-launches-know-facts-awareness-campaign.

B. TRANSNATIONAL MISSION

With the events of September 11, 2001, the Border Patrol's mission changed overnight to a focus on preventing the entry of terrorists and their weapons of terrorism into the United States; meeting the new mission requirements also meant transitioning to a resource-based strategy. The Border Patrol continued with the resource-based strategy until President Barack Obama was elected and the risk-based strategy was implemented.

In 2010, President Obama signed the *Joint Declaration of Principles for Twenty-first Century Border Management*, which called upon the United States and Mexico to recognize that TCOs negatively impact the safety of both countries and that both countries are responsible for the environment that allows the TCOs to successfully operate.[95] The Joint Declaration also calls on the two countries to use unity of effort to disrupt and degrade the TCOs. In 2011, President Obama issued another declaration, *Beyond the Border*, with Canadian Prime Minister Harper. One of the key areas of cooperation of *Beyond the Border* was integrated cross-border law enforcement to jointly identify, assess, and interdict TCO members and associates.[96]

In 2011, the Obama administration issued the *Strategy to Combat Transnational Organized Crime*, which identified that TCOs had taken advantage of globalization to expand their enterprises. There are five overarching policy objectives in the strategy, two of which are germane to this thesis:

- Protect Americans and our partners from the harm, violence and exploitation of transnational criminal networks.
- Defeat transnational criminal networks that pose the greatest threat to national security by targeting their infrastructures, depriving them of their enabling means and preventing the criminal facilitation of terrorist activities.[97]

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[95] "Declaration by the Government of the United States of America and the Government of the United Mexican States Concerning Twenty-First Century Border Management," White House, May 19, 2010, https://obamawhitehouse.archives.gov/the-press-office/declaration-government-united-states-america-and-government-united-mexican-states-c.

[96] "Declaration by President Obama and Prime Minister Harper of Canada—Beyond the Border," White House, February 4, 2011, https://obamawhitehouse.archives.gov/the-press-office/2011/02/04/declaration-president-obama-and-prime-minister-harper-canada-beyond-bord.

[97] Barack Obama, *Strategy To Combat Transnational Organized Crime*: *Addressing Converging Threats to National Security* (Washington, DC: White House, 2011), 1.

The focus has shifted to threats that cross borders with a global impact. In 2012, the Border Patrol implemented a risk-based strategy and the emphasis turned to the TCOs, as outlined in the *Strategy to Combat Transnational Organized Crime.*

The first goal of the *2012–2016 Border Patrol Strategic Plan* is to secure America's borders.[98] Three of the objectives of this goal outlined in the plan are:

- Disrupt and degrade TCOs.
- Expand situational awareness between the ports of entry using a whole-of-government approach.
- "Increase community engagement by participating in community programs and engaging the public to assist the Border Patrol."[99]

These objectives tie in with the overarching *Strategy to Combat Transnational Organized Crime* and set the tone for the Border Patrol's transnational mission with Canada and Mexico.

In order to perform the transnational mission and disrupt and degrade the TCOs, the Border Patrol must collaborate with CBP partners; federal, state, local, and tribal partners; and the community under a unity-of-effort approach. This entails leveraging social media to push messaging to citizens, stakeholders, and individuals who may come into contact with TCO members and activities. Social media platforms are an inexpensive and anonymous way for individuals to share information about TCO activities in Canada and Mexico as well as suspicious activity along the southern and northern borders.

The Border Patrol has a storied history of community engagement and awareness campaigns. However, CBP assumed control over messaging when DHS was created. This chapter examined why individuals use social media and to what extent. After September 11, 2001, the focus became terrorism and terrorist activities in conjunction with the transnational criminal organizations. The DHS and Border Patrol missions became transnational in scope as borders in Europe were erased and globalization became more

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[98] United States Border Patrol, *2012–2016 Border Patrol Strategic Plan* (Washington, DC: DHS, 2012), https://www.cbp.gov/sites/default/files/documents/bp_strategic_plan.pdf.

[99] Ibid., 8.

prevalent. Issues in Mexico and Canada have a more direct impact on U.S. policies related to immigration, human trafficking, and drug smuggling.

C. COMMUNITY ENGAGEMENT

Community engagement is a key objective of the *2012–2016 Border Patrol Strategic Plan*. Through community engagement, Border Patrol seeks to engage and educate the public about activity related to cross-border crime and alien and/or narcotic smuggling activity to leverage their assistance in disrupting and degrading TCOs operating on the border. Community engagement also cultivates relationships and trust-building in the community. Currently, Border Patrol has civilian personnel who perform public affairs duties for their respective sectors. These individuals draft press releases for the chief, answer inquiries from the media, and produce newsletters for the sector. Agents are detailed to public affairs to assist civilian personnel as Border Patrol subject-matter experts. The traditional ways of conducting community outreach, such as through the Border Community Liaison (BCL) Program, ranch liaison officers (RLOs), and town hall meetings are still integral to the community engagement space. RLOs are vital for providing one-on-one interaction with ranch owners and foremen. BCL agents work in the community to improve overall community relations.

However, social media provides additional avenues to expand community engagement activities. Town hall meetings conducted via Facebook Live, Twitter, or Periscope have the capacity to reach citizens in virtually any location in the world and provide a mechanism for two-way dialogue between the speaker and audience. Social media also provides an opportunity for law enforcement to put a human touch on policing by posting photographs, videos, and interactive content.[100] Once followers enjoy the social media posts and see that the information is trustworthy, trust levels increase and citizens are more likely to come forward with information.[101]

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[100] Police Foundation, *The Briefing: Police Use of Social Media* (London: Police Foundation, 2014), http://www.police-foundation.org.uk/uploads/catalogerfiles/police-use-of-social-media/Social_media_briefing_FINAL.pdf.

[101] Ibid., 3.

Similarly, Border Patrol currently uses the Complaint Management System (CMS) to answer and resolve complaints. CMS requires the individual to file a complaint with the CBP Information Center (CIC) via phone, email, CBP website, or a Border Patrol sector. Once the complaint has been filed, it is entered into CMS and sent to the appropriate sector or station. The response is entered into the CMS by the sector or station and relayed to CIC. Twitter and Facebook would allow for the complaint and response to happen in near-real time, as social media is rapid and readily available. Facebook and Twitter are social media platforms that provide permanent records of conversations. Border Patrol has not leveraged the two-way communication abilities of social media to respond to complaints in near-real time and have an open dialogue with the complainant.

D. CUSTOMS AND BORDER PROTECTION SOCIAL MEDIA POLICY

The CBP Public Affairs Office (PAO) directive titled *Roles, Functions and Responsibilities* was written in 2009, well before the explosion of social media use, and has not been updated since implementation. CBP states that PAO will be the primary point of contact for the media and ensures that messaging is compliant with appropriate agency branding regulations.[102] Press interviews, journal articles, and telephonic and in-person interviews must be scheduled in advance through PAO. The organization holds that all CBP personnel performing public affairs duties must receive PAO-approved training; however, "PAO-approved training" is not clearly defined. CBP proceeds to establish what information can and cannot be released to the media in regard to criminal proceedings, CBP enforcement actions, and civil actions. All media requests for ride-alongs on CBP vessels or aircraft must be scheduled through PAO and approved by the appropriate agency's leadership.[103] Crisis communication with the media is handled by PAO personnel in coordination with CBP headquarters. Personnel within the Office of International Affairs and other CBP offices abroad may provide information about international training programs to the media with the approval of the appropriate U.S.

[102] CBP, "U.S. Customs and Border Protection Office of Public Affairs Roles, Functions and Responsibilities, Policy," (CBP Directive No. 5410-001B, March 18, 2009).

[103] Ibid.

embassy. The policy is outdated and does not include guidance for social media, though the personnel are referred to the policy for questions regarding the use of social media.

CBP issued a social media policy in January 2015 for the operational use of social media in executing the CBP mission and not for use of social media for community engagement. Under the policy, users may only use government-issued equipment, Internet connections, and government-approved accounts when using social media for operational use.[104] Operational use under the policy means:

> Use of social media to collect [personally identifiable information (PII)] for the purpose of enhancing general operational awareness, investigating an individual in a criminal, civil or administrative context, assist in making a benefit determination about a person … or for any other official CBP purpose that has the potential to affect the rights, privileges or benefits of an individual or CBP employee or contractor.[105]

Operational use also includes research, engagement, and monitoring, to include masked monitoring. CBP users wishing to engage in operational use of social media must obtain permission from a supervisor, complete training, and sign CBP's "Operational Use of Social Media Rules of Behavior" annually.[106] Masked monitoring requests must be re-approved every 180 days. CBP employees may use social media for undercover engagement. However, they must demonstrate a clear nexus to their duties, adhere to undercover operations guidance, and seek re-approval every ninety days.[107] Any unauthorized use of social media is a violation and forwarded to the DHS Security Operations Center and/or CBP Computer Security Incident and Response Center for investigation; disciplinary action may follow.

The Border Patrol has a long history of community engagement throughout its 93-year history. The Border Patrol has served, and continues to serve, remote communities along the southwest border. While the primary mission has changed to preventing the entry of terrorists and their weapons from entering the United States and disrupting and

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[104] CBP, *Operational Use of Social Media* (Washington, DC: DHS, 2015).

[105] Ibid., 3.

[106] Ibid., 5.

[107] Ibid., 11.

degrading TCOs, agents are also heavily engaged with their communities to bring awareness to how members of the community can assist the Border Patrol in protecting the nation. Although the Border Patrol invests in community engagement, it has been slow to adopt new technology or participate in social media, which could improve community outreach and impact larger segments of the population. This is evidenced by the lack of a concrete social media policy that establishes guidelines for social media use for community engagement.

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III. SOCIAL MEDIA USE IN CANADA, MEXICO, AND THE UNITED STATES

The amount of pedestrian and vehicle activity along the U.S.–Canada and U.S.–Mexico borders provides a large audience for social media outreach to achieve community engagement goals. Alec Ross, the social media expert with the U.S. State Department, has stated on numerous occasions that social media is a tool for advancing policy interests.[108] Though Zaharna proposes social media and diplomacy conflict because social media is rapid while people often think of diplomacy as unhurried, Coleman believes that social media should make it easier for individuals to engage in two-way dialogue with embassies.[109] In order to effectively reach the target audience, it is important to understand the demographics of social media users in Canada and Mexico, as well as the depth of social media use in the public diplomacy space of both countries. U.S. citizens are avid users of social media; in fact, Facebook was created in the United States. The United States has also implemented an aggressive social media campaign in support of a more robust diplomatic strategy through the State Department.

A. CANADIAN SOCIAL MEDIA USE

Canadians like social media and the ability to travel into the United States with relative freedom. A piece of evidence that supports this idea is, of the approximately 35.9 million Canadian citizens, 75 percent live within 100 miles of the United States border.[110] An estimated 7.9 million vehicles have crossed the U.S.–Canada border since January 2017.[111] Based on the population and amount of cross-border traffic, there is ample opportunity for community engagement via social media. The number one social media platform in Canada is Facebook, with an estimated 18.2 million users in 2016,

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[108] R.S. Zaharna, "The Ironies of Social Media in Public Diplomacy," USC Center for Public Diplomacy, November 4, 2016, https://uscpublicdiplomacy.org/printpdf/22766.

[109] Zaharna, "Ironies of Social Media"; Michael Coleman, "Statecraft 2.0 and Beyond."

[110] "Freedom on the Net 2016: Canada," Freedom House, accessed September 3, 2017, https://freedomhouse.org/report/freedom-net/2016/canada.

[111] "Statistics Canada: Number of Vehicles Travelling between Canada and the United States," Government of Canada, July 20, 2017, http://www5.statcan.gc.ca/cansim/a26?lang=eng&retrLang=eng&id=4270002&&pattern=&stByVal=1&p1=1&p2=31&tabMode=dataTable&csid=.

more than half of whom were female; YouTube was second, with 49 percent of the population accessing the video-sharing application.[112] Internet penetration in Canada is 88 percent, with usage spread equally across all age groups.[113] Over 50 percent of Canadians use a desktop computer to access the Internet, but 49 percent of Canadians also access the Internet via smartphones, an almost equal distribution for access points.[114] The Canadian poverty rate is approximately 14 percent, and wealthier citizens have more access to the Internet than lower-income citizens (by a ratio of 95 percent to 63 percent); however, Canada has a robust network of free Internet connectivity in such public places as cafes and libraries.[115] Internet access is sparse in the northern areas of Canada due to remoteness and a lack of infrastructure. As for the news media, Canadian journalists and bloggers enjoy the freedom to report on crime and cartel and TCO activity via social media without fear of retribution, but TCO-related activity is low in comparison to Mexico.

Canada has twelve consulate offices in the United States and has begun to use social media to engage with people throughout the world.[116] The Canadian government created Connect2Canada as an online network for Canadian expatriates, and it has pages on Facebook, Twitter, and YouTube with 5,500 views per day, making it the popular online site for Canadian news.[117]

The Canadian Embassy in the United States has been able to leverage its location and technological savviness to garner followers on Twitter using the hashtag #viewfrom501. The location of the embassy, 501 Pennsylvania Avenue in Washington,

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[112] "Number of Facebook Users in Canada from 2012 to 2020 (in Millions)," Statista, accessed May 20, 2017, https://www.statista.com/statistics/282364/number-of-facebook-users-in-canada/; McKinnon, "Canadian Social Media Use."

[113] "Freedom on the Net 2016: Canada," Freedom House.

[114] "Desktop Internet Use by Canadians Highest in the World, comScore says," CBC News, March 27, 2015, http://www.cbc.ca/news/business/desktop-Internet-use-by-canadians-highest-in-world-comscore-says-1.3012666.

[115] "Just the Facts," Canada without Poverty, accessed October 29, 2016, www.cwp-csp.ca/poverty/just-the-facts/#done; "Number of Facebook users in Canada," Statista.

[116] Susan Munroe, "Canadian Embassy and Consulates in the United States," ThoughtCo, July 12, 2017, https://www.thoughtco.com/canadian-embassy-and-consulates-united-states-511234.

[117] Coleman, "Statecraft 2.0 and Beyond."

DC, provided an outstanding view of inauguration activities and became one of the embassy's most successful campaigns in conjunction with Connect2Canada.[118]

Former Canadian Ambassador David Mulroney used social media as a diplomatic tool. He posted a photo of his Toyota Camry on the Chinese social media site Weibo, and a debate ensued about government spending and privileges of apparatchiks.[119] Shortly after the post went live, the Chinese government required civil servants to drive modest domestic cars in lieu of expensive import automobiles, and the Canadians believe they influenced the policy change through their social media discussion.[120]

The key to Canada's social media success in the public diplomacy realm is its ability to respond to viewer comments on its feeds in a timely and engaging manner.[121] Two-way dialogue is the fundamental key to the success for social media use in the community outreach space. Prime Minister Justin Trudeau and Foreign Minister Stephane Dion have encouraged Canadian diplomats to speak on Canada's behalf via social media platforms, which has resulted in an increase of diplomats and missions on social media.[122] The current Canadian ambassador, David MacNaughton, is not very active on Twitter, having only 548 tweets since joining Twitter in February 2016. Ambassador MacNaughton has engaged with Twitter followers on such topics as renegotiating North American Free Trade Agreement (NAFTA) and Canadian passport holder's problems during the Trump administration's initial travel ban (see Figure 2).

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[118] Molly McCluskey, "Social Media Helps Diplomats Engage-Online and Off," *Washington Diplomat*, January 28, 2014, http://washdiplomat.com/index.php?option=com_content&view=article&id=9963:social-media-helps-diplomats-engage--online-and-off&catid=1514&Itemid=428.

[119] The term apparatchik is used in a derogatory way to refer to members of the Communist Party or workers who are devoted to and follow the party narrative without question.

[120] Rick Westhead, "Social Media a Powerful diplomatic Tool, Canadian Diplomatic Papers Reveal," *Toronto Star*, March 22, 2013, https://www.testar.com/news/world/2013/03/22/social_media_a_powerful_diplomatic_tool_canadian_diplomatic_papers_reveal.html.

[121] Ibid.

[122] Julian Dierkes et al., "Digital Diplomacy: How Is the Canadian Government Faring on Social Media," Open Canada, February 11, 2016, https://www.opencanada.org/features/digital-diplomacy-how-canadian-government-faring-social-media/.

Figure 2. Twitter Post from Canadian Ambassador David MacNaughton[123]

B. MEXICAN SOCIAL MEDIA USE

Fourteen million people live within the U.S.–Mexico border region and there are approximately 500,000 legal border crossings per day.[124] The population of Mexico is approximately 127 million, with the majority of the population living in the five states of Quintana Roo, Sonora, Nuevo Leon, Distrito Federal, and Baja, California; the economic and geographic disparity between northern and southern Mexico is vast.[125] Northern Mexico is more densely populated and urban, with infrastructure and telecommunications assets. TCOs also operate more frequently in the northern Mexico region as they attempt to push their products into the United States. Infrastructure and telecommunications equipment are lacking in most of southern Mexico and the region is less populated and more agrarian than northern Mexico.

Mexico has a large population that likes to use social media, but access to the Internet is limited. Internet penetration in Mexico is 57 percent.[126] Mexico was estimated to have 50.3 million Facebook users in 2016, with men and women having an equal share

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[123] Source: David MacNaughton, Twitter post, January 28, 2017, https://twitter.com/AmbMacNaughton/status/825548672498806784.

[124] "Our Common Border," Estados Unidos Mexicanos Secretaria de Relaciones Exteriores, accessed July 23, 2017, https://mex-eua.sre.gob.mx/images/stories/PDF/commonborder.pdf; Miriam Valverde, "Trump Says 1 Million Legal Crossings along U.S.–Mexico Border," Politifact, September 14, 2016, http://www.politifact.com/truth-o-meter/statements/2016/sep/14/donald-trump/trump-says-1-million-legal-crossings-along-us-mexi/.

[125] "Freedom on the Net 2016: Mexico," Freedom House, accessed September 3, 2017, https://freedomhouse.org/report/freedom-net/2016/mexico.

[126] Ibid.

in using the application.[127] The second most popular application in Mexico is WhatsApp, with 47 percent of the population leveraging its direct messaging capabilities.[128] As of 2015, only 39 percent of homes in Mexico had an Internet connection, but Internet cafes as well as work and school connections make up for some of the inequality of Internet access.[129] Seventy-seven percent of Mexicans access the Internet via smartphone compared to the 23 percent who access it via desktop computer.[130] Mexico has a high poverty rate of approximately 46 percent, which may explain the limited access to Internet services.[131] It is unknown whether the disparity in desktop versus smartphone use is related to the costs associated with desktop computers and in-home Internet service or the prevalence of more affordable smartphones.

Although Mexican citizens enjoy access to the Internet, use of the Internet by online journalists, activists, and bloggers in Mexico has proven dangerous. Online activists and journalists in Mexico have been subject to harassment and physical violence, which has caused a degree of self-censorship.[132] Drug cartels and organized crime units have used violence against journalists and online activist bloggers to discourage the reporting of stories about drug trafficking and cartel-related violence. *Periodistas en Riesgo* (Journalists at Risk) reported that between June 2015 and May 2016, there were at least ten journalists murdered in Mexico; two were crime reporters, and one used Twitter to report on violence.[133] Despite the threat of violence, physical

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[127] "Number of Facebook Users in Mexico from 2015 to 2021 (in Millions)," Statista, accessed May 20, 2017, https://www.statista.com/statistics/282326/number-of-facebook-users-in-mexico/.

[128] Deborah Weinswig, "Deep Dive Social Media in Latin America," FBIC Group, May 20, 2016, https://www.fbicgroup.com/sites/default/files/Social%20Media%20in%20Latam%20by%20Fung%20Global%20May%2020%202016.pdf; "Selecting Emerging Mobile Markets with the Highest WhatsApp Penetration Rate as of 4th Quarter 2016," Statista, accessed May 20, 2017, https://www.statista.com/statistics/289/492/whatsapp-popularity-in-emerging-markets/.

[129] "Number of Facebook Users in Mexico," Statista.

[130] "Internet Users in Mexico Will Spend More Time Online in 2016," eMarketer, June 23, 2016, https://www.emarketer.com/Article/Internet-Users-Mexico-Will-Spend-More-Time-Online-2016/1014125.

[131] Isabella Rolz, "Mexico Poverty Rate Increases," Borgen Project, March 8, 2016, https://borgenproject.org/mexico-poverty-rate/.

[132] Ibid.

[133] "Jorge Luis Sierra," Periodistas en Riesgo, accessed May 20, 2017, https://www.periodistasenriesgo.com.

harm, and death, journalists, online activists, and bloggers continue to report on corruption, organized crime, and cartel activity in Mexico.

Mexico has fifty consulates throughout the United States, which use social media along with traditional media to push messaging to other countries.[134] Former Mexican Ambassador to the United States Arturo Sarukhan was the first one stationed in Washington, DC, to open a personal Twitter account, and his initial following was approximately 3,000 followers.[135] Sarukhan tweeted in both English and Spanish about meetings and offered condolences to families of Americans killed in drug violence in Mexico.[136] However, most of his tweets were related to immigration and the United States government, with little two-way dialogue. In speaking about the relevance of social media to diplomacy, Ambassador Sarukhan tweeted, "If you don't tweet you are not in the photograph."[137] Zaharna posited that Sarukhan meant if you are not using social media you are irrelevant diplomatically.[138] Based on his comments, one may surmise that Sarukhan believed social media was an integral tool for his diplomatic duties.[139]

In January 2017, Mexico named Geronimo Gutierrez Fernandez the new ambassador to the United States. Ambassador Gutierrez has not been very active on Twitter, but he has tweeted about renegotiating NAFTA and the importance of U.S.–Mexican relations (see Figure 3).

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[134] Aisha Chowdry, "Embassies Tap Social Media, Traditional Media to Get Their Messages out," National Press Club, April 9, 2015, http://www.press.org/news-multimedia/news/embassies-tap-social-media-traditional-media-get-their-messages-out.

[135] Ibid.

[136] Ibid.

[137] Zaharna, "Ironies."

[138] Ibid.

[139] Ibid.

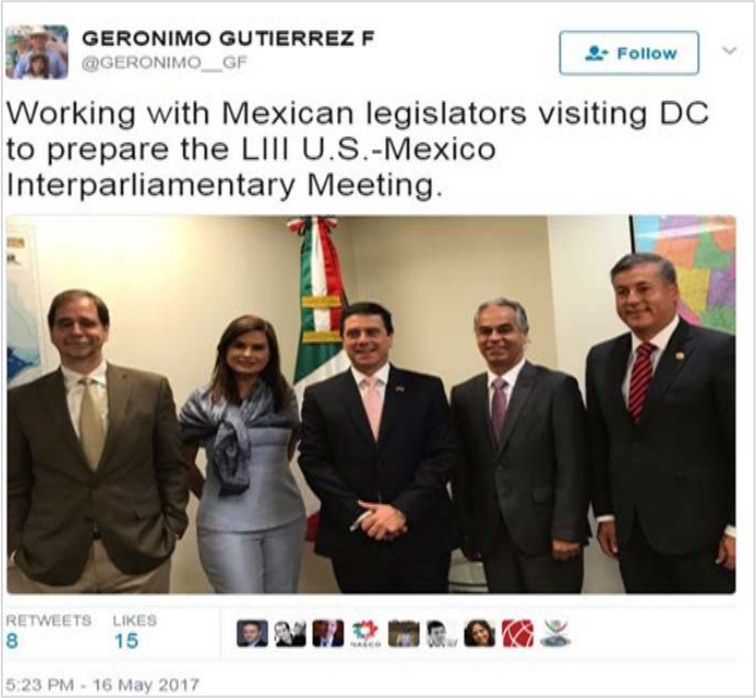

Figure 3. Twitter Post from Mexican Ambassador Geronimo Gutierrez.[140]

C. CANADIAN AND MEXICAN PARALLELS

Comparing Canadian and Mexican social media users and actors demonstrates differences in how the two countries use social media and the Internet. Canadian and Mexican citizens use social media for connecting with others and information gathering. The core of the Canadian population lives close to the U.S. border and is well educated, whereas the Mexican population is clustered in five of thirty-one Mexican states and is less educated. Mexico has a larger population than Canada but less Internet penetration, which presents a challenge for engagement through social media platforms. However, this challenge can be mitigated by access to social media sites via smartphone with cellular network access, as the data shows that Mexican citizens prefer to access social media via smartphone. Although Canadian journalists have relative freedom to report on all aspects of crime, journalists in Mexico frequently report on crime under the threat of retaliation by the cartels.

[140] Source: Geronimo Gutierrez, Twitter post, May 16, 2017, https://twitter.com/GERONIMO__GF/status/864592239514845186.

Canadians of all ages access the Internet with no appreciable difference. However, younger Mexican citizens aged 18–34 access the Internet at a greater rate than other age groups in Mexico (see Figure 4). Additionally, Canadians prefer to access the Internet via desktop computer by a higher percentage than Mexicans, who prefer to access the Internet via smartphone (see Figure 5).

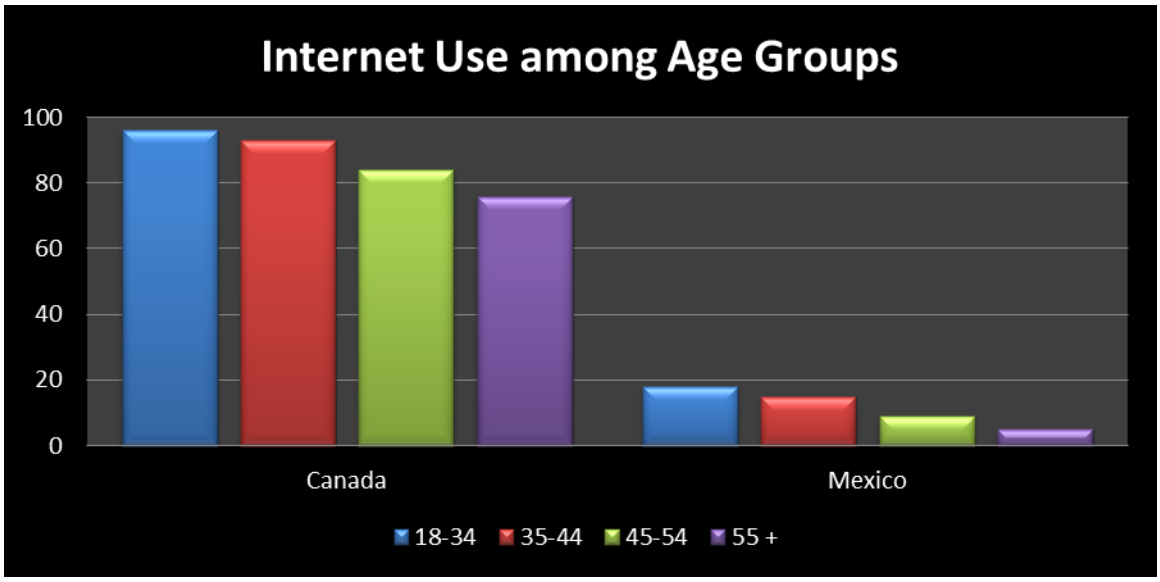

Figure 4. Percentage of Internet Users in Canada and Mexico by Age Group[141]

[141] Adapted from "Age Distribution of Internet Users in Mexico as of April 2017, by Age," Statista, accessed May 20, 2017, www.statista.com/statistics/278044/age-age-distribution-Internet-users-in-mexico/; "Daily Internet Usage Rate in Canada in 2015, by Age Group," Statista, accessed May 20, 2017, www.statista.com/statistics/347933/daily-Internet-usage-age-group-canada/.

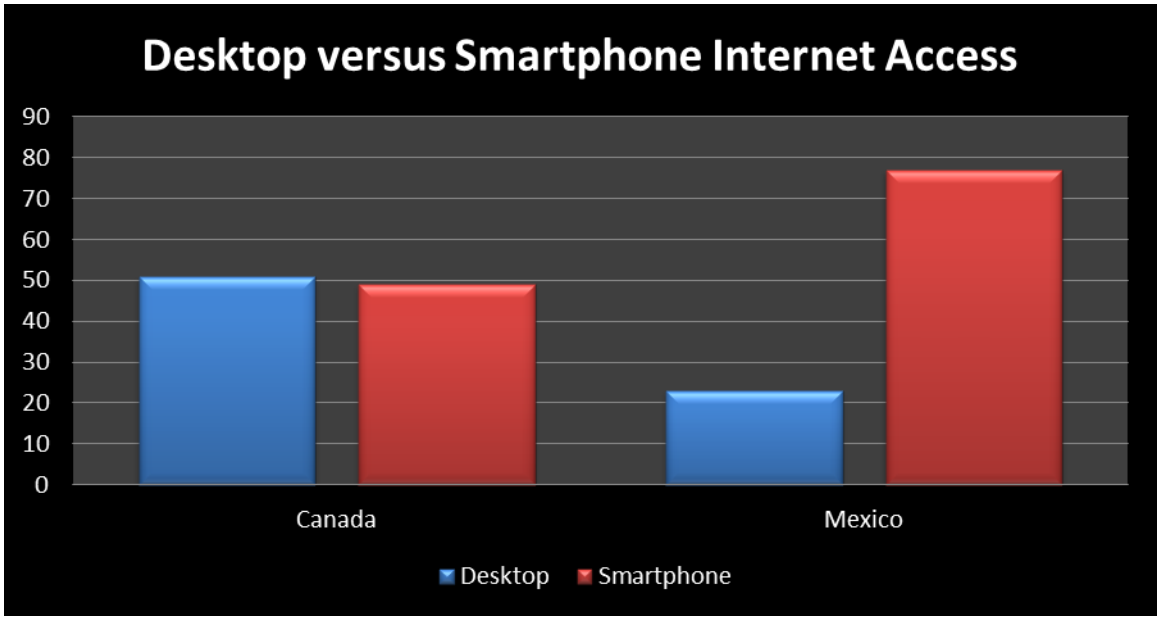

Figure 5. Desktop versus Smartphone Internet Access[142]

D. U.S. SOCIAL MEDIA USE

The U.S. population is approximately 325 million, and nearly 70 percent of Americans use some form of social media.[143] Internet penetration in the United States has reached an astounding 88 percent.[144] Statista purports there are 214 million Facebook users in the United States, with the 25–34 age group encompassing approximately 53 million users.[145] Social media access is equal between men and women. Instagram, a platform now owned by Facebook, is the second most widely used social media application among Americans.[146] Fifty-eight percent of Americans access the Internet via

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[142] Adapted from "Desktop Internet Use by Canadians," CBC News; "Internet Users in Mexico," eMarketer.

[143] "U.S. and World Population Clock," United States Census Bureau, accessed August 11, 2017, https://www.census.gov/popclock/; "Social Media Fact Sheet," Pew Research Center, January 12, 2017, http://www.pewinternet.org/fact-sheet/social-media/.

[144] "Internet Users and 2016 Population in North America," Internet World Stats, June 30, 2016, http://www.internetworldstats.com/stats14.htm.

[145] "Number of Facebook Users by Age in the U.S. as of January 2017," Statista, accessed August 11, 2017, https://www.statista.com/statistics/398136/us-facebook-user-age-groups/.

[146] "Social Media Fact Sheet," Pew Research Center.

desktop, but the number of people who use a smartphone only to access the Internet is steadily rising.[147]

Americans routinely exercise their Constitutional right to free speech on social media. The line between free speech and hate speech is blurry at best; what some consider hate speech is merely an expression of an opinion to someone else. Videos of police officers in the performance of their duties are routinely uploaded to YouTube, Facebook, and Twitter. Unfortunately, some citizens also upload videos showing themselves and others during the commission of a crime, such as murder.[148] Journalists, social media activists, and news outlets benefit from freedom of the press and can report on crime with virtual impunity.

The U.S. State Department has been active on Twitter since 2007 and Facebook since 2009. The State Department's mission is to expand the interests of the United States and its citizens while upholding a peaceful, flourishing democratic world.[149] To support this mission, the State Department leverages social media platforms such as Facebook, Twitter, YouTube, Flickr, and blogs to connect with citizens through embassies and consulates around the world for community engagement and dialogue. The State Department implemented the 21st Century Statecraft initiative to encourage personnel to use social media for diplomacy, but diplomats are required to attend training prior to using social media platforms.[150] The majority of U.S. embassies attempt to communicate in the languages of their patrons, such as Chinese and Greek.[151]

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[147] Samuel Gibbs, "Mobile Web Browsing Overtakes Desktop for the First Time," *Guardian*, November 2, 2016, http://www.theguardian.com/technology/2016/nov/02/mobile-web-browsing-desktop-smartphones-tablets.

[148] "Easter Day Slaughter: Cleveland Cops Searching for Alleged Killer Who Broadcast Murder on Facebook," Fox News, April 16, 2017, http://www.foxnews.com/us/2017/04/16/easter-day-slaughter-cleveland-cops-searching-for-alleged-killer-who-broadcast-murder-on-facebook.html.

[149] "Mission Statement," U.S. Department of State, accessed May 20, 2017, www.state.gov/s/d/rm/index.htm#mission.

[150] Daniel Schuman, "Should Ambassadors Tweet? U.S. Embassies and Social Media," Sunlight Foundations, May 8, 2012, https://sunlightfoundation.com/2012/05/08/should-ambassadors-tweet-u-s-embassies-and-social-media/.

[151] Ibid.

U.S. diplomats have been able to use social media with some effectiveness. The U.S. Embassy in Beijing was able to use Twitter to bring change and awareness to Beijing's air quality by tweeting out the air quality every hour.[152] The pollution exceeded Environmental Protection Agency (EPA) standards, and Chinese citizens put pressure on the government to improve the air quality. Former U.S. Ambassador to Russia Michael McFaul was an avid social media user and was known for his willingness to answer questions and engage in lively discussions on Twitter. McFaul stated that he liked social media because it gave him the ability to tweet or make a Facebook post about U.S. policy for unfiltered communication, as opposed to navigating the hostile news media in Russia.[153] McFaul also posted personal interest tweets and pictures, but the policy questions and answers were most popular with Russian citizens. He was not fluent in Russian but learned enough of the language to use it on Twitter and Facebook. A Twitter user asked him whether there would ever be war between Russia and the United States, and he responded with the word "never" in Russian, garnering a new audience.[154]

However, not all social media engagement by the State Department has been positive. In 2012, the U.S. Embassy in Cairo engaged in a "Twitter feud" with the Muslim Brotherhood. The exchange occurred after an assault on the embassy by protesters upset about an anti-Islam film. Protesters accessed the embassy compound, took down the American flag, and replaced it with a black Islamist banner.[155] The tweet by the U.S. Embassy in Cairo suggested that the Muslim Brotherhood incited public outrage and did little to stop protesters from accessing the embassy compound. The Muslim Brotherhood countered with a sarcastic remark about the embassy being under stress, suggesting it would be helpful if they pointed out the Arabic feed to which they were referring (see Figure 6). Eventually, Egyptian President Morsi, a Muslim

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[152] David Roberts, "Opinion: How the U.S. Embassy Tweeted to Clean Beijing's Air," Wired, March 6, 2015, https://www.wired.com/2015/03/opinion-us-embassy-beijing-tweeted-clear-air/.

[153] Kathy Lally, "U.S. Ambassador in Moscow Uses Social Media to Bypass Official Line," *Washington Post*, January 11, 2014, www.washingtonpost.com/world/moscow-ambassador-tweets-us-policy/2014/01/11/ac1fefea-7568-11e3-8b3f_b1666705ca3b_story.html.

[154] Ibid.

[155] "U.S. Embassy in Cairo Gets in Twitter Spat with Muslim Brotherhood," CBS News, September 13, 2012, http://www.cbsnews.com/news/us-embassy-in-cairo-gets-in-twitter-spat-with-muslim-brotherhood/.

Brotherhood member, issued a statement condemning violence against the embassy. The U.S. Embassy deleted the tweets, but they were still recorded by the Muslim Brotherhood's account.

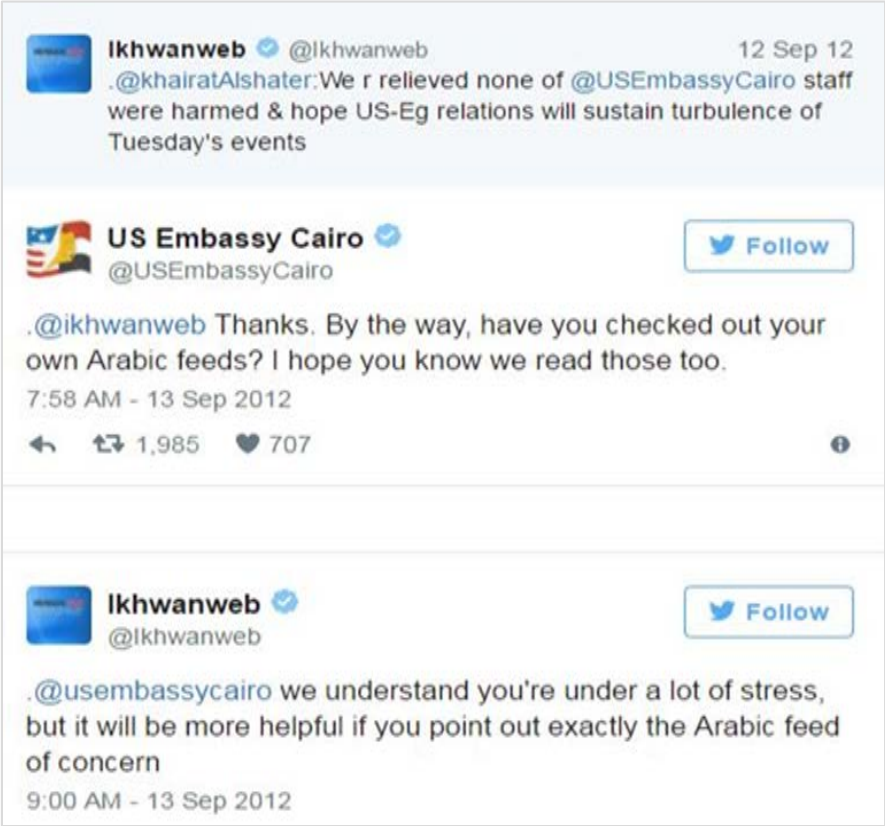

Figure 6. Twitter Posts between U.S. Embassy Cairo and the Muslim Brotherhood[156]

[156] Source: Ikhwanweb, Twitter post, September 12, 2012, https://twitter.com/Ikhwanweb/status/246088588842917888?ref_src=twsrc%5Etfw&ref_url=http%3A%2F%2Fstorify.com%2Folgakhazan%2Fexchange-between-muslim-brotherhood-and-u-s-embass.

E. CONCLUSION

While social media is immensely popular, embassies have entered the social media realm with mixed results. Embassies and diplomats have reported that social media can be an effective, low-cost way to conduct public diplomacy, but have struggled to gain large audiences. The Canadian and Mexican embassies have struggled to use social media as an effective outreach tool, as evidenced by their low numbers of followers on Twitter and Facebook. Canadian and Mexican ambassadors have active Twitter and Facebook accounts, but they are not used as frequently as they could be to advance public diplomacy via social media. Although embassies and ambassadors want to use social media and understand its capabilities, it seems that there are no real strategies for effectively leveraging social media platforms.

The State Department has worked to improve its social media outreach by developing a strategy and implementing policies for social media use. The State Department is active on Twitter and Facebook, interacting with citizens around the world. However, the Department has not always used social media in a positive way, as evidenced by the exchanges with the Muslim Brotherhood in Egypt. An inherent danger with social media is the immediacy with which tweets, posts, videos, and pictures can be posted; in the public diplomacy realm, sometimes slower is better. The public diplomacy space surrounding social media is still being developed, and there is room for the Border Patrol to leverage social media for public diplomacy with Canadian and Mexican citizens in the border regions.

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IV. FEDERAL AND POLICE SOCIAL MEDIA POLICIES

CBP has taken a top-down approach to social media use by allowing Border Patrol to use social media under the CBP umbrella. This approach opens a capability gap that limits the target audience and type of messaging Border Patrol can use for community engagement. Tweets sent out under the CBP moniker are primarily concerned with significant seizures and arrests or good deeds performed by agents, as opposed to public diplomacy, community engagement, or the agency's mission—similar to the Army, and the Department of Interior (see Figure 7).

Figure 7. Twitter Post from CBP South Texas[157]

Research indicates that Canadian and Mexican citizens are active social media users, and this aspect of community engagement is not being leveraged by Border Patrol. Canadian and Mexican citizens are concerned with current border enforcement policies and the Border Patrol mission. This chapter examines the social media policies of the U.S. Army, State Department, Department of the Interior, and New York, Seattle, and

[157] Source: CBP South Texas, Twitter post, July 28, 2017, https://twitter.com/CBPSouthTexas/media.

Honolulu Police Departments to ascertain how their policies drive their social media use, and what can be applied to Border Patrol.

A. U.S. ARMY SOCIAL MEDIA POLICY

The U.S. Army has an active online and social media presence for recruiting and information dissemination. In 2016, the Army's chief of public affairs issued the *Social Media Handbook*, outlining social media etiquette and steps to establish a social media account. The Army encourages social media use within the confines of policies and directives. All accounts must be used within Department of Defense (DOD) and U.S. Army guidelines under DOD Instruction (DODI) 8550.01.[158] DODI 8550.01 establishes policies, roles, and responsibilities for creating and utilizing DOD Internet service on unclassified networks for collecting and processing unclassified DOD information and the use of Internet-based capabilities (IbCs).[159] The Army's policy advises DOD members not to disclose PII and to consider personal and personnel information security. The Privacy and Security Notice Annex of DODI 8550.01 institutes guidance for personal communication ethics and handling of DOD information for IbCs as well. Personnel are allowed to establish IbC accounts, but the following parameters apply:

- Personal accounts cannot be used for conducting official DOD business.
- Sensitive and/or classified information will not be revealed.
- Personnel may leverage IbC accounts for recruiting.
- Exercise of sound judgment.
- Use of IbC will be monitored for hacking and disclosure of PII.[160]

The Army advises social media account users to review all posts and comments and remove posts that violate policy.[161] As social media should be used for engagement

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[158] U.S. Army, "The United States Army Social Media Handbook," U.S. Army Slideshare, accessed October 30, 2016, https://www.slideshare.net/USArmySocialMedia/social-media-handbook-april-2016.

[159] U.S. Army, "Army Social Media Overview—Policies and Guidelines," DTIC, accessed May 20, 2017, http://www.dtic.mil/whs/directives/corres/pdf/855001p.pdf.

[160] Ibid., 31–35.

[161] U.S. Army, "Social Media Handbook," 5.

with the audience, users need to interact with viewers regularly and monitor feeds during peak hours. The Army advises social media managers to ensure that posts and comments strike the appropriate tone; being a trusted interactive source builds stronger relationships than directed, one-way communication.[162] The Army provides examples of good and bad social media postings to prevent information that should not be posted via social media from going live. Furthermore, a quick reference card that outlines roles and responsibilities for the organization, leaders, and all users is included in the social media policy. For example, users are reminded not to use military jargon or acronyms when posting on behalf of the Army.[163] The Army contends that social media interactions will be driven by the commander's intent, the Army's core mission, and the demographics of the audience.[164]

B. STATE DEPARTMENT SOCIAL MEDIA POLICY

The State Department provided initial guidance on social media use by way of the Office of International Information Programs guidelines in 2008, followed by Department Notice 2009,03041 *Social Media and the Conduct of Diplomacy*.[165] However, as social media became more widespread, there was a need for formal rules and guidance, which led to the creation of a subchapter of the *Foreign Affairs Manual* (FAM)—5 FAM 790—"Using Social Media." Under the new policy, the Department intends to utilize social media to achieve its part in directing foreign policy.[166] The agency approves social media sites for use on both classified and unclassified government interagency networks, but classified information cannot be posted on unclassified networks, or vice versa.[167] The Department also supports the use of social

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[162] Ibid.

[163] Ibid., 24.

[164] Ibid., 9.

[165] U.S. Department of State and Broadcasting Board of Governors, *Review of the Use of Social Media by the Department of State* (OIG Report No. ISP-1-11-10) (Arlington, VA: Office of the Inspector General, 2011, https://oig.state.gov/system/files/157926.pdf.

[166] U.S. Department of State, "5 FAM 790: Using Social Media," Foreign Affairs Manual, December 22, 2016, https://fam.state.gov/fam/05fam/05fam0790.html.

[167] Ibid., 5.

media within the confines of existing State Department policies, directives, and U.S. government laws surrounding the Internet and social media use. As with most government policies related to personal use of social media, personnel may not "represent the Government, use seals and/or logos associated with the Government, violate ethics rules (e.g., use public office for private gain), or disclose nonpublic information."[168] Although the guidelines for personal use of social media are restrictive, the rules for official use of social media are more lenient.

Department personnel are allowed to access and respond to postings on social media sites in their official capacity. However, personnel must have the approval of a supervisor before adding content or participating in discourse with the public on social media platforms; personnel must also have an account for official capacity use.[169] The policy is vague as to what type of content may be posted on social media platforms in an official capacity. The State Department maintains that content can be posted by Department personnel in an official capacity after consulting with Department stakeholders, and must be germane to the public diplomacy mission.[170] However, the policy does not provide clarification as to what "is relevant" means, nor does it identify the Department's stakeholders.[171] Furthermore, personnel are prohibited from espousing political views and must abide by the rule of law in their host country. Under the policy, all public diplomacy content must be reviewed so as not to violate the Smith–Mundt Act.[172] While pieces of the policy are easily interpreted, others are complex and missions will need updated guidance and direction.[173]

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[168] Ibid., 4.

[169] Ibid., 5.

[170] Ibid.

[171] Ibid., 7.

[172] The Smith–Mundt Act was passed in 1948 and is the legislative authorization for public diplomacy activities carried out by the State Department outside of U.S. borders via print media, broadcasting, face-to face meetings, and other forms of communication. Initially, the State Department was not allowed to conduct these activities inside the United States, but the Act was amended in 2013 to allow the use of these materials and broadcasts inside U.S. borders.

[173] U.S. Department of State and Broadcasting Board of Governors, *Review of the Use of Social Media*, 1.

C. DEPARTMENT OF THE INTERIOR SOCIAL MEDIA POLICY

The Department of the Interior (DOI) encompasses several agencies, with the most well-known being Fish and Wildlife, National Park Service, U.S. Geological Survey, and Bureau of Indian Affairs. In 2010, the Department instituted a social media and social networking policy. The policy describes the use of social media and networking tools for official use to engage and communicate with the public. The Department restricted social media use to Facebook, Twitter, Flickr, and YouTube.[174] DOI acted on former President Obama's memorandum on open and transparent government to establish a social media footprint. Department policy writers asserted the criticality of social media tools being used responsibly by agency personnel.[175]

DOI stresses the need for social media to be used for communicating an agency's mission and engaging with the public, if there is a legitimate need to conduct outreach in this manner.[176] Agency employees wishing to use social media in an official capacity must first have approval. The approval ensures that messaging is consistent across the enterprise, agencies are not replicating outreach goals, and users are adhering to terms of service and privacy impact assessments.[177]

Where the DOI policy succeeds is in establishing principles for social media use in an official capacity[178]:

- Personnel will not disclose agency or bureau-level information that is not considered public information; sensitive, proprietary, and classified information are prohibited.
- Social media sites should not be the only place where the public can view DOI or agency information.

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[174] "Social Media Policy," Department of the Interior, September 15, 2015, https://www.doi.gov/notices/Social-Media-Policy.

[175] Ibid.

[176] Ibid.

[177] Ibid., 3.

[178] Ibid., 4.

- DOI is responsible for content published in an official capacity; therefore it is assumed that posted content will be deemed public domain content and can be published or discussed in the media.
- Posts must stay focused on the mission.
- Posts must protect the privacy of citizens who comment on social media sites.
- Personnel must be knowledgeable about and follow DOI and executive branch conduct guidelines, such:
  - Do not engage in vulgar or abusive language, personal attacks, or offensive terms targeting groups or individuals.
  - Do not endorse commercial products, services, or entities.
  - Do not endorse political parties, candidates, or groups.

The DOI policy is similar to the U.S. Army and State Department policies, but seems to encourage social media participation and transparency within the established department guidelines. DOI also includes guidelines for personal use of social media in the Department's social media policy, which makes the policy appear overly broad and far reaching.

D. NEW YORK POLICE DEPARTMENT SOCIAL MEDIA POLICY

The New York City Police Department (NYPD) had few restrictions on social media use until 2013. In 2013, the New York City Fire Department came under scrutiny for racially insensitive social media posts by two firemen, which prompted the NYPD to formalize a social media policy. NYPD's position restricts official capacity social media use to individuals assigned to positions within the Office of the Deputy Commissioner, Public Information, with postings branded as official department communication.[179] NYPD further asserts that the Office of the Deputy Commissioner, Public Information, will continue its role in posting official content on the Department's official social media sites, attune to the New York City Social Media Policy.

[179] "Operations Order—Use of Social Media by Members of the Service," NYPD, July 25, 2013, https://cdn.muckrock.com/foia_files/6-13-14_MR11570_RES.pdf.

The NYPD policy proceeds to go in-depth on personal social media use by department members and issues restrictions as to what can and cannot be posted on social media platforms:

- Members are urged not to disclose that they are members of the department.
- Members are prohibited from disclosing department affiliations of other persons, such as co-workers and supervisors, without their consent.
- Members are prohibited from posting pictures of themselves in uniform or displaying NYPD patches and/or badges or marked and/or unmarked vehicles without department authorization.
- Members are prohibited from posting crime scene photographs, videos, etc., on social media sites.
- Members cannot use any department email in conjunction with social media, unless authorized by the Police Commissioner.[180]

The NYPD policy severely curtails officer social media activity in both an official and personal capacity. Through the social media policy, NYPD seeks to place the onus on what is and is not appropriate for posting on social media with the public information office, in lieu of police officers using social media in an official capacity. NYPD ensures that the Department maintains control of the narrative and public messaging.

E. SEATTLE POLICE DEPARTMENT SOCIAL MEDIA POLICY

The Seattle Police Department (SPD) has been active on social media for several years but recently came under scrutiny when two Seattle police officers posted inflammatory statements on Facebook and Twitter. In 2015, SPD issued a new social media policy to restore public trust. SPD defines social media as "digital communication platforms that integrate user-generated content with user participation."[181] The Department further states that the SPD chief is the sole approver of social media accounts and the public affairs sector has oversight of official social media accounts. SPD accounts

[180] Ibid., 2.

[181] "Seattle Police Department Manual: 5.125—Social Media," City of Seattle, March 10, 2015, https://www.seattle.gov/police-manual/title-5---employee-conduct/5125---social-media.

must be clearly identified and contain the following, all maintained by the Department[182]:

- SPD contact information, with links to the department website.
- A statement addressing the purpose and scope of the site.
- A disclaimer that visitor opinions expressed on the website are not the department's opinions.
- A disclaimer that comments are monitored and may be removed if deemed to be obscene, if they are personal attacks, or if they impair the Department's ability to serve the community.
- A disclaimer that posted content is subject to disclosure.

Under the personal use section, personnel are prohibited from posting speech that negatively impacts SPD's ability to serve the public (e.g., harassment or threats of violence). Personnel are prohibited from posting or supporting posts that ridicule, malign, disparage, or disrespect race, religion, sex, gender, sexual orientation, nationality, or other protected class.[183] The Department avers that engaging in any of these prohibited practices will result in discipline and can be used to impeach an officer's testimony in court proceedings.[184] The SPD policy is specific in stating who can engage in social media use in an official capacity, but remains broad in scope when discussing social media use on a personal level. In order to maintain social media integrity, the chief retains the sole responsibility over who can use social media in an official capacity.

F. HONOLULU POLICE DEPARTMENT SOCIAL MEDIA POLICY

The Honolulu Police Department (HPD) uses social media to communicate with the public, as well as for crime investigation, crime prevention, and other Department objectives.[185] Under the policy, the chief of police has the power to authorize personnel to use social media for the promotion of the Department's mission. HPD's social media

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[182] Ibid.

[183] Ibid.

[184] Ibid.

[185] "Social Media," Honolulu Police Department, October 28, 2014, http://www.honolulupd.org/information/pdfs/272.pdf.

policy mirrors other police department policies by outlining desired conduct when using social media in an official capacity:

- Personnel must conduct themselves as department representatives at all times.
- Personnel must adhere to all departmental policies and rules concerning conduct when using social media.
- Personnel shall not post speech that could compromise the department or other individuals.
- Personnel shall not engage in prohibited speech as it may impeach their testimony in criminal proceedings.
- Personnel may use social media to conduct investigations but officers must adhere to the guidelines of their respective departments.[186]

HPD's policy briefly addresses personal use of social media by reminding employees that their postings are permanent and they must not violate laws, statutes, ordinances, or department policies. The Department attempts to balance its officers' personal use of social media with preserving the integrity of the agency and official-use social media postings.

G. CONCLUSION

Agencies and police departments have drafted social media policies to set guidelines for prudent official use of social media to support the community engagement mission. The U.S. Army recognized the importance of social media as an outreach tool and developed a policy that ensures its use supports the commanders' intent and service mission. On the same level, the Department of the Interior states that social media use must communicate the mission to the public. The State Department uses social media in support of its diplomatic mission and makes it relatively easy for personnel to use social media in an official capacity. As noted in the analysis, most police departments wait until a seminal event occurs that requires them to implement a social media policy, as was the case with the Seattle Police Department.

[186] Ibid.

Reviewing these policies revealed that agencies at all levels attempt to address personal use of social media in the same policy that outlines official use of social media. While this may seem like the appropriate avenue for addressing personal use of social media, separate policies ensure that both aspects of use are given proper weight. The NYPD has very strict personal use guidelines for its officers and, while this may seem like good policy, it inhibits personnel from using and enjoying social media on their own time. Agencies have a duty to protect the integrity of their departments and their workers by drafting and implementing solid social media policies.

V. POLICE DEPARTMENT USE OF SOCIAL MEDIA

There are approximately 15,000 law enforcement agencies in the United States, but a survey by the International Association of Chiefs of Police indicates that only 552 of them use some form of social media; those that do report that social media has improved their community relations.[187] In order to gauge which social media programs may work for Border Patrol, case studies were conducted of several police departments in the United States, Australia, and Canada. Case studies provide an avenue to examine the success or failure of an idea, program, or policy. The social media uses examined in the case studies range from community engagement, to public assistance with solving crimes, to riot and disaster management.

A. COMMUNITY ENGAGEMENT: WESTLAND, MICHIGAN; CAPE CORAL, FLORIDA; AND UTICA, NEW YORK, POLICE DEPARTMENTS

Community engagement is one of the easiest and most cost-effective aspects of social media use by police departments. The Westland, Michigan, Police Department (WPD) has experienced an increase in public scrutiny, like many police departments in the United States. WPD needed to be more transparent and make a real effort to establish a dialogue with the public while improving community relations via social media.[188] When the Department began a social media campaign, it had few followers and its Facebook page used only one-way communication; the Department posted information, and the page was not open to feedback from the public. The appointment of a public information officer was the key to improving the Department's social media capacity and outreach. WPD allowed the officer to have direct access to appropriate personnel to address concerns raised by the community, making the Department more responsive to

[187] Kim KiDeik, Ashlin Oglesby, and Edward Mohr, *2016 Law Enforcement Use of Social Media Survey* (Washington, DC: Urban Institute, 2017), http://www.theiacp.org/Portals/0/documents/pdfs/2016-law-enforcement-use-of-social-media-survey.pdf.

[188] Jeffrey Jedrusik, "A Case Study in Building Trust and Legitimacy through Social Media in Westland," United States Conference of Mayors 2015, accessed October 30, 2016, http://legacy.usmayors.org/communitypolicing/media/Westland.pdf.

the public.[189] One of the more crucial aspects of WPD's community engagement has been the process for handling complaints that are critical of WPD. In these cases, WPD asks citizens to contact the Department directly to address their concerns; this type of interaction lets the public know that the department takes all complaints seriously.[190] WPD also receives crime tips via private messages from citizens who are more comfortable using social media this way.

Police departments also use social media to engage with the community and counter negative community narratives about law enforcement. The Cape Coral, Florida, Police Department (CCPD) is the largest police department between Tampa and Miami and has been using social media as a community engagement tool since 2011. CCPD decided to use social media to bolster its public image and counter negative press. One of the ways Cape Coral counters the narrative and connects with the community is "Tweet from the Beat," an idea adopted from law enforcement agencies in the United Kingdom.[191] The concept calls for officers to take pictures, answer questions, and provide information via Twitter during their shifts, giving the public the perception of riding along with the officers. CCPD was able to generate more followers as a result of Tweet from the Beat.

The Utica, New York, Police Department (UPD) took a different approach to community engagement and sought the public's assistance in solving crimes and combating misinformation with social media. UPD serves a community of 60,000 and is located between Syracuse and Albany, with 180 sworn officers; the Department began using Facebook in 2010 and Twitter in 2011. UPD began posting information about unsolved crimes in the community, similar to WPD's program (see Figure 8). In as little as four months, the Department made eleven arrests from information posted on the

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[189] Ibid.

[190] Ibid.

[191] "Cape Coral, Florida, Police Department—Driving the Content in the New Town Square," International Association of Chiefs of Police, April 30, 2012, http://www.iacpsocialmedia.org/resources/case-studies/cape-coral-florida-police-department-driving-the-content-in-the-new-town-square/.

Department's social media sites; some wanted persons and suspects turned themselves in, and alert citizens provided information to the Department about other wanted suspects.[192]

Figure 8. Twitter Post from Utica Police[193]

UPD has also used social media to push out messaging about Department accomplishments or to counter incorrect information. The increase in transparency and engagement has helped the Department increase its credibility with the public and enhanced relationships with stakeholders and local media.[194] UPD faced some backlash in 2013 when certain city council members forced the Department to take down its Facebook page. They believed the reporting of crime statistics showed the city in a negative light, and people supportive of the police were being threatened. In response, the Department used Google+ to launch a new page that blocked threats while continuing to support community outreach efforts.[195]

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192 "Utica, New York, Police Department," International Association of Chiefs of Police.

193 Source: Utica Police, Twitter post, July 7, 2012, https://twitter.com/UticaPolice/media?lang=en.

194 "Utica, New York, Police Department," International Association of Chiefs of Police.

195 Jim Kenyon, "Utica Police Department Has New Social Media Site in Response to Facebook Controversy," CNYCentral, July 21, 2015, http://cnycentral.com/news/local/utica-police-department-has-new-social-media-site-in-response-to-facebook-controversy.

B. CONFLICT RESOLUTION: DALLAS POLICE DEPARTMENT

Conflict resolution is a relatively new aspect of social media use by law enforcement agencies. Agencies are leveraging social media to speak to those disrupting the peace, causing violence, or encouraging violence against others. On July 8, 2016, a lone gunman opened fire on Dallas police officers who were assisting with a peaceful protest of recent unjustified police shootings; five officers were killed and nine others were wounded. Within hours of the shootings, and during the standoff with the suspect, Dallas Police Officer Major Geron used Facebook to let his family know he was okay and Twitter to ask the media to stop live broadcasting police positions, as officers were still in danger but working to keep the public safe.[196] The Dallas Police Department (DPD) also used Twitter to warn the public that police were still looking for explosives and it would be an exhaustive process. In the days following the shootings, there was a report of a suspect breaking into police headquarters and hiding in a parking garage. DPD used its Twitter account to ask the media to stop live feeds and to stop reporting misinformation (see Figure 9).

[196] Caleb Downs, "How Social Media Helped, Hurt Police during Dallas Ambush, Other Crises," Dallas News, July 21, 2016, https://www.dallasnews.com/news/dallas-ambush/2016/07/21/social-media-helped-hurt-police-dallas-ambush-crises.

Figure 9. Twitter Post from Dallas Police[197]

The use of social media during the protest, shootings, and subsequent events allowed the police to keep the citizens informed and ensure transparency with the public. The DPD also used Periscope to broadcast updates on the shootings. Periscope is a live-streaming smartphone application purchased by Twitter in 2015. The application allows users to broadcast from their mobile phones at any time, essentially becoming their own broadcasting network.[198]

During the police shootings, Dallas police tweeted a picture of a person holding a rifle and indicated he was a person of interest in the shootings. The photo of Mark Hughes circulated on social media and national television, but Hughes turned out to be innocent.[199] The Department failed to remove the picture from its Twitter account once

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[197] Source: Dallas Police Department, Twitter post, July 9, 2016, https://twitter.com/DallasPD/status/751925786580365312?ref_src=twsrc%5Etfw&ref.

[198] Matt Mansfield, "What Is Periscope and How Do I Use it," Small Business Trends, August 5, 2015, https://smallbiztrends.com/2015/08/what-is-periscope-how-do-i-use-it.html.

[199] Evyn Taylor, "Dallas Police Slammed on Social Media for Tweeting Picture of Innocent Suspect," WREG News, July 8, 2016, http://wreg.com/2016/07/08/dallas-police-slammed-on-social-media-for-tweeting-picture-of-innocent-suspect/.

Hughes was no longer a suspect, which caused some in the public to claim racism on the part of the Department. This event highlights a negative aspect of social media for some people by demonstrating the immense and immediate impact of social media information and the consequences of not disseminating accurate information.

C. HELPING THE POLICE SOLVE CRIMES: VANCOUVER, BRITISH COLUMBIA, POLICE DEPARTMENT

The Vancouver, British Columbia, Police Department (VPD) in Canada is widely regarded as one of the pioneers of police social media use. Vancouver is the eighth largest city in Canada and has approximately 1,300 police officers for a population of nearly 580,000 inhabitants. VPD has a sizable social media footprint through Facebook, Twitter, YouTube, Flickr, two blogs, and live streams of news conferences.[200] The Stanley Cup Playoffs in 2011 was the first time the Department used social media for public information during a large-scale event. Initially, the posts from VPD were congenial yet informational; for example, they relayed the fine for drinking and urinating in public. VPD enjoyed a tremendously positive response.[201]

The Canucks lost the final playoff game and fans rioted in the downtown Vancouver area, burning police cars and looting stores. VPD resisted using the hashtag #riot or #Canucks, believing it would encourage more rioting. Interestingly, the public began to flood VPD's Twitter account with requests to send videos and photos of the rioters and looters. VPD's Twitter following increased to 16,000, and they received a 2,000 percent increase in Facebook likes overnight.[202] Citizen journalism assisted the Department in identifying rioters and looters. A negative event caused a positive social media reaction from the citizens of Vancouver. VPD cited four surprises about social media use during the Stanley Cup riots:

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[200] "Vancouver, British Columbia, Police Department–Expect the Unexpected: Social Media during the Vancouver Stanley Cup Riot," International Association of Chiefs of Police, November 15, 2011, http://www.iacpsocialmedia.org/resources/case-studies/vancouver-british-columbia-police-department-expect-the-unexpected-social-media-during-the-vancouver-stanley-cup-riot/.

[201] Ibid.

[202] Ibid.

- Immediacy and volume of photos and videos from the public seeking to identify rioters,
- Public shaming after the riots (social justice),
- Enormous support for VPD, and
- Exponential growth in social media followers after the riots.[203]

VPD also emphasized the importance of balancing personal and official tones for social media interactions and always thanking the community for its assistance, which helps to foster relationships with the community and stakeholders.[204] VPD was able to solve crimes related to the riots and looting due to the community's help, which had been fostered over time through social media engagement.

D. DISASTER MANAGEMENT: QUEENSLAND, AUSTRALIA, POLICE DEPARTMENT

The Queensland, Australia, Police Service (QPS) has been recognized for its public engagement social media efforts as well as its use of social media for emergency disaster response. QPS serves a population of approximately 4.6 million residents. The Service began its social media campaign in 2010 using Facebook, Twitter, and YouTube to establish a social media presence, engage in two-way dialogue with the public, and develop an online following within the community. QPS recently became the lead agency for the response phase of national disasters.[205] In December 2010, heavy rain and Tropical Cyclone Tasha struck Queensland, causing considerable flooding. QPS issued public safety information via traditional media avenues such as television and the QPS website. The Service also added press releases to its social media platforms, which resulted in the first spike in followers.[206] In 2011, Queensland experienced significant floods and two tropical cyclones, resulting in damage and flood-related deaths. During this disaster, QPS used social media to reach residents in real-time with factual

[203] Ibid.

[204] Ibid.

[205] Queensland Police Service, *Disaster Management and Social Media—A Case Study* (Queensland, Australia: Queensland Police Service, 2011), https://www.police.qld.gov.au/corporatedocs/reports Publications/other/Documents/QPSSocialMediaCaseStudy.pdf.

[206] Ibid., iii.

information that was released without vetting to further public safety.[207] The QPS provided the following important services during the disaster:[208]

- Centralized location for disaster information via Facebook and Twitter,
- Live-streaming of news conferences and live-tweeting of updates,
- Daily audio updates from local disaster coordinators,
- Debunking of misinformation and rumors, and
- Twenty-four/seven monitoring of social media platforms.

QPS assessed that using social media for disaster management was beneficial due to the short turnaround time between the receipt of information and the dissemination of information to the public. QPS was a trusted authority, feedback was instantaneous, and social media was available when other media platforms were offline. The public knew where to go to receive information about the floods and flood response.

[207] Ibid., iv.

[208] Ibid., v.

VI. RECOMMENDATIONS AND CONCLUSION

This thesis has explored why the Border Patrol should use social media for conflict resolution and community engagement to support its transnational mission. Border Patrol does use CBP social media accounts, but the social media messaging seems to be targeted toward agents and recognizing their accomplishments. This thesis examined the ways in which the federal government and various police departments around the globe leverage social media to actively engage citizens, build public trust, and support their respective missions.

A. POLICY RECOMMENDATIONS

At the organizational level, it is important to have a strategy for inculcating social media practices into the organization, such as assimilation of technology use.[209] Mergel et al. explain there are two ways organizations implement social media policies: "before the organization implements the use of social media platforms and after the organization has been experimenting with social media, generating mistakes and best practices."[210] As more organizations utilize social media, it is imperative that strong social media policies are developed to protect personnel and to provide privacy and security strategies.[211] A social media policy is fundamental for an organization as it promotes social media participation within the organization and with its online followers. Policies also help to encourage ethical behavior and use, thus helping to protect the agency.[212]

One policy to govern the use of social media for business and personal use would not encompass all scenarios that may arise; therefore, separate social media policies for personal and business use are needed. Personnel need to know that social media use is

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[209] Ines Mergel, Gabriel Mugar, and Mohammad Jarrahi, "Forming and Norming Social Media Adoption in the Corporate Sector," *Proceedings of the 2012 iConference*: 152–159.

[210] Ibid., 155.

[211] Keren Lehavot, Jeffrey Barnett, and David Powers, "Psychotherapy, Professional Relationships and Ethical Considerations in the MySpace Generation," *Professional Psychology, Research and Practice* 41, no. 2 (2010): 160–166.

[212] Patricia Kelley and Pepe Lee Chang, "A Typology of University Ethical Lapses: Types, Levels of Seriousness and Originating Location," *Journal of Higher Education* 78, no. 4 (2007): 402–429.

acceptable when sanctioned by the organization, and it is equally important to emphasize appropriate behaviors for personal use of social media.[213]

1. Recommendation One: Border Patrol Social Media Accounts and Social Media Policy

The U.S. Army and federal agencies, such as the State Department and the Department of the Interior, allow personnel to have social media accounts for official use. Police departments also allow officers to use social media in their official capacity. None of these agencies require personnel to use social media under the parent agency, like CBP requires for Border Patrol. Border Patrol can use social media for community engagement in an official capacity, but posts must coincide with a sound social media policy. The policy would guide social media use in a similar fashion was the Department of the Interior or the U.S. Army.

Border Patrol does not have a policy for using social media; therefore, before embarking further into the realm of social media use, a policy should be developed. Stevens contends that all social media policies related to law enforcement should include the following:[214]

- An emphasis on integrity,
- Distinguishing between department-sanctioned use and personal use of social media platforms,
- An assumption of personal responsibility for published content,
- Identification of oneself during all social media interactions,
- Use of disclaimers,
- Respect for the audience,
- Dissemination of only factual information at all times.

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[213] Lauri Stevens, "Making the Case for Using Social Media Tools in Policing," Policeone.com, September 1, 2009, accessed October 30, 2016, https://www.policeone.com/communications/articles/1959130-Making-the-case-for-using-social-media-tools-in-policing/.

[214] Lauri Stevens, "Ingredients of a solid social media policy for police agencies," PoliceOne, November 17, 2009, https://www.policeone.com/police-products/communications/articles/1966672-Ingredients-of-a-social-media-policy-for-police-agencies.

A law enforcement agency is nothing without integrity. Integrity must also carry over to use of social media; respect for the public and its interests helps build trust. Department employees must use their true identities when engaging in department-sanctioned social media, as this maintains the integrity of the department and builds trust and confidence with the community. Personnel using social media must demonstrate aptitude with the medium—not just technological competency, but proficiency in sound judgment with social media use. Personnel who do not understand how social media platforms work or the dangers of "friending" the wrong people should not be allowed to use department-sanctioned social media accounts.[215] The public expects law enforcement agencies on social media to be factual and timely, and the onus is on the department to fact-check information before it is posted.

When crafting a social media policy for Border Patrol, it will be important to state the purpose (i.e., goals for social media use) and scope of the policy (i.e., to whom the policy applies and under what circumstances). The policy must clearly identify applicable authorities and guidelines that allow personnel to use social media and govern use. A section for definitions will be essential for users to understand the meaning of the language used in the policy and will allow personnel to correctly interpret the policy. The key to the policy is specific delineation of the roles and responsibilities for all social media users and those who oversee the users and programs, from the chief of the Border Patrol to the agents using social media. Responsibilities, such as only using government-issued equipment and government-approved accounts, should be outlined and unambiguous.

Procedures for using social media in the conflict resolution and community engagement realm must be demarcated for compliance. Each area of social media use should have its own section under procedures, as social media platforms are similar in design but unique in their application. For example, Facebook and Twitter are both large-audience platforms, but Twitter posts are limited to 140 characters. Blogs are considered social media, but they are more analogous to diaries, allowing lengthier posts than

[215] Ibid.

Facebook or Twitter, and more personal in nature. Lastly, a section on privacy is vital to protecting the organization, the user, and the public. Personnel must know the procedures for reporting unauthorized use of social media and privacy violations along with associated disciplinary actions.

2. Recommendation Two: Training for Social Media Users

Personnel utilizing social media, and their supervisors, should be provided with appropriate training on the use and consequences of social media. Adequate training reduces the risk that personnel will use social media in a manner that places the organization in a bad situation. With the proliferation of social media and increased use by law enforcement agencies, a number of trainings are offered around the United States. Since 2005, LAWS Communications has been providing social media training for the law enforcement community. LAWS also works with law enforcement agencies to develop a social media strategy. The most well-known training conference LAWS sponsors is called "Social Media, the Internet, and Law Enforcement" (SMILE). SMILE is recognized by law enforcement agencies in the United States and internationally for its training. The conference focuses on how social media has been used to build new relationships and foster trust within the community.[216]

3. Recommendation Three: Modification of CBP's Social Media Policy

The CBP Office of Public Affairs' *Roles, Functions and Responsibilities* directive was written in 2009, before the popularity of social media, and does not encompass social media use. The directive defines guidelines related to the disclosure of CBP information to news organizations, mass media, and other groups. The directive should be updated to include official social media use while maintaining the intent of the document. For example, the directive has a purpose section that defines guidelines for disclosure of official use information; social media could be added to a list that includes news organizations and mass media. A definition of what CBP deems to be social media and approved platforms could be added to the section on definitions. The delegated authority

[216] For more information about the SMILE conference, s http://smileconference.com/.

section could be expanded to include personnel who are authorized to use social media in an official capacity. The procedures section of the policy contains subsections for specific types of information, such as criminal proceedings and ride-along requests; this section can be expanded to include a subsection on social media use.

B. CONCLUSION

The crux of the thesis is that Border Patrol needs more robust and effective community outreach measures. Arguably, one could say that Border Patrol use of social media under the CBP umbrella is sufficient. CBP wants to maintain control of the messaging and content of social media posts. However, border residents do not typically associate Border Patrol with CBP or DHS; they seem as separate agencies. The distinction is important, as the public may not view information from CBP or consider it credible but would listen to and subscribe to Border Patrol messaging. Social media in the CBP community outreach space is underutilized and Border Patrol needs to leverage its capacity and ability to reach large numbers of people. National security and community outreach are vital to the mission.

Allowing Border Patrol to have specific social media accounts partially removes CBP control of content, messaging, and community engagement. Social media is rapidly evolving and expanding in scope. Digital surveillance and what to do with the data collected by social media are emerging trends. Big data could be used to shape the way law enforcement targets their social media audience and which platforms to use. Messaging applications are becoming more prevalent; the millennial generation prefers to conduct business via web or social media. Live video is becoming a more effective way to engage with audiences due to its direct engagement capabilities. Studies indicate that people are increasingly influenced by “influencers” and social media; smartphone applications are moving toward more one-to-one communication. Areas of further research include First and Fourth Amendment impacts of law enforcement social media use. Border Patrol receives many tips from the public; how will this impact prosecutions and court cases when information is received via social media? Another avenue of future research is posting videos or pictures online for the public to assist with solving crimes.

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