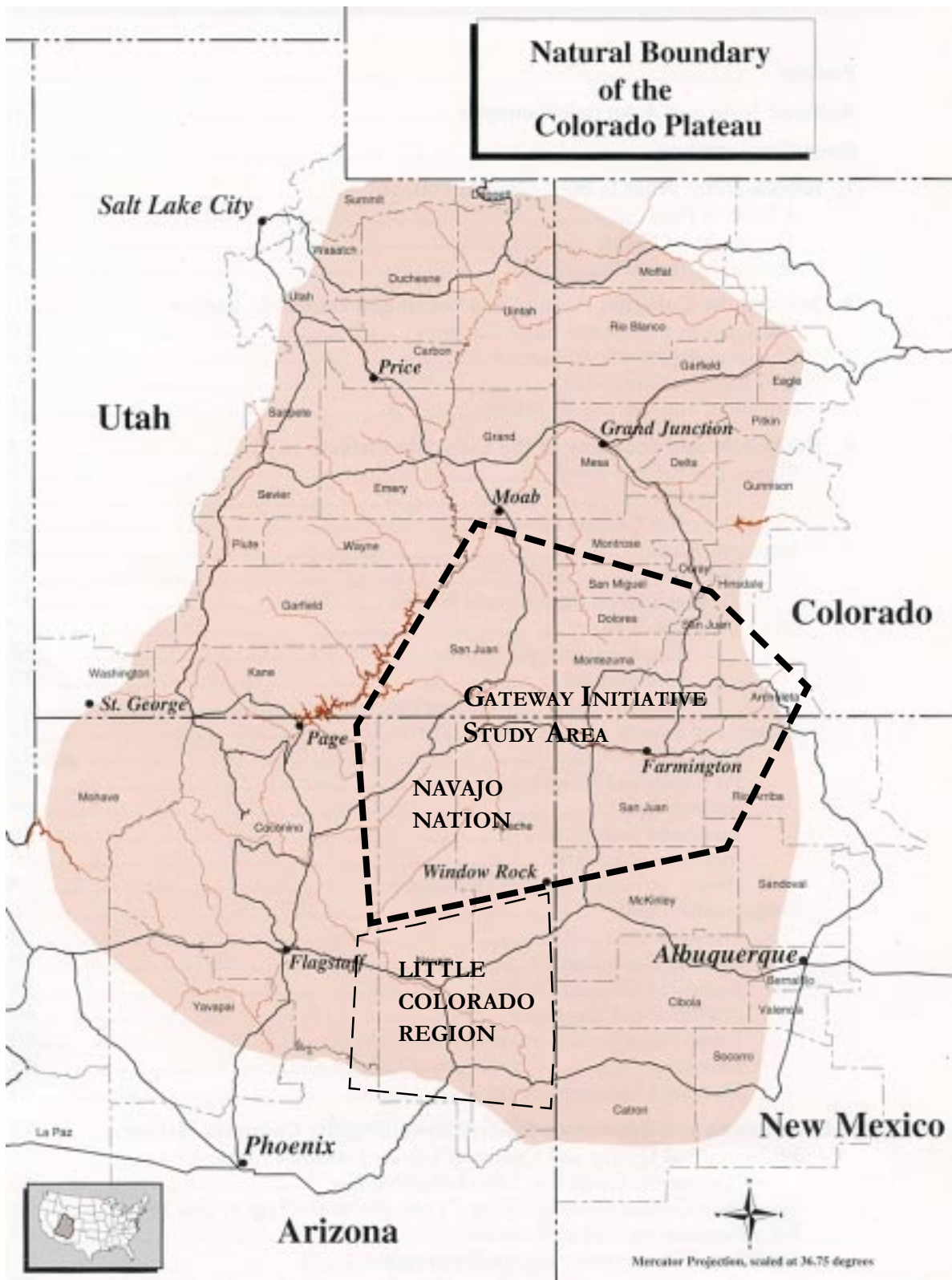


*Four Corners Gateway Initiative*  
**TOURISM ASSESSMENT  
REPORT**

**for Arizona and Utah**

**November 2000**



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This *Arizona-Utah Report* is a compilation of texts prepared by Peggy Humphreys, Susan Taylor, Lyman Grover, and Harold Lyman, then compiled and edited by Tim Richard (Office of Community Services) who also wrote portions of the report.

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## *Preface*

This *Utah-Arizona Report* is the second of two reports produced in conjunction with the Four Corners Gateway Tourism Assessment. It follows one previously prepared for Colorado and New Mexico, published July 2000. It details survey findings and project recommendations for the Utah and Arizona portions of the overall assessment, which includes southwest Colorado, northwest New Mexico, northeast Arizona, and southeast Utah—collectively known as the Four Corners region of the United States. Included also are overviews of surveys conducted on northeast portions of the Navajo Nation in southeast Utah and northeast Arizona, and the Little Colorado Region of east-central Arizona.

The *Utah-Arizona Report* focuses on the findings, community and public survey summaries, and project recommendations for future funding and development assistance that resulted from assessment interviews and analysis on the part of researchers, funding agencies, and key participants in community and economic development in the Four Corners region of Utah and Arizona.

More detail on a Four Corners-wide scope is contained in the first assessment report, which covered Colorado and New Mexico in its descriptions of community and public land interviews with community and public land key informants (Office of Community Services, July 2000). That publication contains information that can help in understanding sustainable tourism development issues, needs, and concerns in the Arizona and Utah portions of the Four Corners. It contains: an Executive Summary; historical backgrounds of the region, of tourism development, and of the Four Corners Tourism Assessment project; an overview of findings for public land agencies and communities; and an overall strategy for funding and assisting in projects, as well as recommendations to consider for making tourism development in rural Four Corners communities a long-term success.

# *Four Corners Gateway Tourism*

## UTAH-ARIZONA REPORT

### Introduction

In 1997, interest was expressed by representatives of the Department of Interior to address tourism development needs of rural communities in the Four Corners, particularly those that had not benefited from increased visitation and recreation at public and tribal land attractions. After several meetings around the Southwest, a working group was assembled, made up of tribal, business, college, and land management representatives. This group proposed doing an assessment of community and public land capacity, attitudes, then identifying tourism-related development projects, both existing and potential. The group also proposed to seek ways for communities, tourism businesses, and public land managers can work better together to answer questions of sustainability in the Four Corners.

The Four Corners Tourism Assessment, conducted from summer through winter of 1999-2000, was comprised of field interviews with community members and leaders, and of representatives of the USDA Forest Service, Bureau of Land Management, four tribes, state parks, and National Park Service. A questionnaire was designed to address the following issues:

- Forming a regional vision, based on the community perspectives.
- Developing communication linkages among all the parties (business, tribes, public lands et al.).

- Clarification of community, tribal, and agency tourism development objectives.
- Determining desired levels of tribal involvement in tourism.
- Identifying cultural and ecological values that would guide development.
- Inventorying stewardship needs of the cultural landscapes, and the historical and ecological resources of the region.

The intent throughout the assessment has been to maintain a balanced perspective about tourism, recreation, and related developments. The inquiry was guided by a principle of sustainability of both communities and ecological resources. The benefits from potential development were viewed as needing to fit within community histories and traditions and constraints of land and management resources. Determining the parameters of these resources, along with the possibility of strengthening sustainability are central tasks of the assessment.

The traditional model of tourism development that focuses almost exclusively on marketing continues to be the norm in most areas within the region with mixed, and often unsatisfactory, results. There is a growing awareness among both tourism and community leaders that the development model needs to be adjusted to address visitor experiences, the host community, and regional product development if the industry is going to be sustainable, both from a community support and resource protection perspective.

## Background and Context

The Four Corners of the United States—northwestern New Mexico, southwestern Colorado, southeastern Utah, and northeastern Arizona—lie at the center of the Colorado Plateau, a visually stunning geologic array of color and formation.

Its arid deserts, river-carved and wind-etched canyons, sagebrush and pine-forest highlands, and alpine peaks are so unique that national parks, such as Arches, Canyonlands, and the Grand Canyon serve as monuments to, and storehouses for safekeeping nature's work.

National forests, such as the San Juan, Uncompahgre, Manti-La Sal, Coconino, Santa Fe and Carson, encompass much of the Four Corners region, from its deserts to its summits. Lands cared for by the Bureau of Land Management are also common in the region's lower, arid elevations that bridge national forests, national parks, and tribal lands.

The Four Corners/Colorado Plateau ecology is diverse, in its extremes and unique ecosystems. Many of the earth's life zones are found within relatively small distances. The region is home to what is described as one of the largest living organisms on earth—an aspen forest that grows from a single, continuous root system. It is the headwaters of the Rio Grande and San Juan Rivers. It cradles the great Colorado River and parallels the breadth of the Continental Divide.

The Utah-Arizona portion of the Four Corners bears the marks of cultural histories spanning millenia, including innumerable remnants of early human settlement of Ancestral Puebloans who left the area some 800 years ago. Pueblo, Navajo, Ute, Hopi, and Zuni tribes continue to live and work in traditional ways, but increasingly are seeing educated tribal members and in the investing their knowledge and aspira-

tions into the well-being of their communities. In 1990, about one of every five Colorado Plateau residents was Native American, a number that is gradually increasing.<sup>1</sup>

Many residents descended from Mormon pioneers who built communities out of ranching and farming economies. Community leaders and economic development professionals are struggling with mixed results to address declining traditional economies by exploring the opportunities afforded by tourism. Progress is slow due to a number of factors identified by the assessment survey and this report.

Communities and Chapter Houses in Utah and Arizona are not experiencing the degree of growth and tourism-related demands as are Colorado and New Mexico communities. Many communities have grown substantially during the 1990s. For example, Archuleta County, Colorado, where Pagosa Springs is the seat, set the pace by doubling in population from 1990 to 1997. Durango and surrounding rural areas grew about 4 percent per year during that time.

In contrast, San Juan County, Utah grew one half of one percent. Still, residents there expressed similar concerns expressed by community interviewees in other parts of the Four Corners. One concern was for the perceived loss of community identity in the onslaught of tourism invasions. Similarly, many in Utah and Arizona already worried about retaining community identity, are concerned about being forced to compete with tourism growth once the door has been opened. While economic growth is desired, unmanaged population growth is seen as a threat.

In spite of these perceptions, others still feel that tourism is the answer to the area's lack of economic stability and development. In another twist in the issue, it has been difficult to attract tourism in the area as a whole except for a few



major attractions. Seasonal visitation in some areas shows a close relation between, and a reliance upon, communities and public land attractions. For example, visitation to San Juan County and Monument Valley coincide, yet information drawn from surveys suggests that some communities seem not to be aware of the opportunities to be gained from closer relationships with nearby Gateway attractions.

## **A Brief Description of the Utah-Arizona Survey Area**

Surveys of key community and public officials were conducted in three Utah-Arizona areas:

1. Communities in southeastern Utah, such as Monticello, Blanding, and Bluff;
2. The Navajo Nation in Arizona and overlapping into New Mexico and Utah, including chapter houses and communities of Kayenta, Chinle, and Tuba City;
3. The Little Colorado River region just south of the Navajo Nation, including several towns, state parks, and Petrified Forest National Park and the Painted Desert.

The Four Corners Tourism Assessment survey represents some of the latest information gathered to date on tourism in the Four Corners portions of Utah and Arizona. However, neither it, nor existing data, which dates back to mid-and early-1990s, present detailed, accurate pictures of trends in tourism (Evans, Laura. 1995. *Tourists on the Navajo Nation: A profile of visitors to the nation, with focus on Monument Valley and Canyon de Chelly*. Produced for the Navajo Nation Division of Economic Development through the School of Public Policy Studies, University of Michigan).

Some change in tourism activity has occurred since studies were last done in the region. Overall, tourism revenues have increased slightly in Utah. Monument Valley and Canyon de Chelly continue to be major destination attractions along with the Grand Canyon, Glen Canyon Recreation Area, and Sunset Crater.

There probably is more interest on the part of travelers from Western Europe and Canada than was reported by Evans in 1995, who estimated that those visitors made “upwards of 15 percent of total visitors.”

Although the picture of sustainable tourism on the Navajo Nation is sketchy, the assessment shows efforts to capitalize on its benefits where opportunities exist. Infrastructure either exists or can feasibly be constructed, there is local business interest, the general community accepts the idea of tourism development, and there is potential for partnership relationships among tourism businesses, local leaders, and public land agencies.

## **The Survey Process**

In order to get a comprehensive picture of tourism desires, capacities, projects, and relationships in small towns in the Four Corners, the Office of Community Services staff conducted interviews in Colorado and New Mexico. The Four Corners Heritage Council coordinated interviews in Utah and Arizona in conjunction with San Juan County, Utah Community Development, the Little Colorado Resource, Conservation & Development Office (RC&D), and the Navajo Nation Tourism Department.

Two questionnaires were developed; one for communities and another for public land agency staff. Personal interviews were conducted with key informants and opinion leaders, individually and occasionally with groups of two to five

individuals. Our choice of face-to-face interaction was based on the assumption that the interview venue allowed interviewers to explain contexts and meanings of questions and to obtain incidental information about the towns and issues indirectly related to tourism.

The survey and questionnaire was intended to be a qualitative assessment of people's thoughts on their towns in general and on tourism specifically. As such, the information has been provided by key opinion leaders within the communities, and staff members of public land agencies. The assessment realistically reflects a current picture of community, industry and public land capacity, willingness and readiness to work with each other on potential projects to develop for tourism sustainability.

The qualitative approach has two advantages:

- 1) its ease of building narratives over the long-term that register changes over time in community perspectives, needs, capacities, and resources; and
- 2) it creates an immediate relationship with individuals, which begins to build a foundation for implementing projects.

Questions were grouped by categories with the intention of obtaining correlating information. Community and public land capacity for increased tourism activities was identified in social, cultural, economic, and physical infrastructure terms from community views and, from the view of agencies, in ecological, social, and managerial, and administrative terms.

Both the community and the public lands survey questionnaires contained a section in which interviewees were asked to list projects and programs that they would like to see developed. In some cases, projects were underway already and respondents wanted them to gain more momentum. In other cases, interviewees

brainstormed projects that could mutually benefit the community and the nearby public land attraction.

We also asked community and public land interviewees for thoughts on relationships with the tourism industry and to state what they could contribute to help each other to accommodate tourism, while protecting public lands.

In all four states, we interviewed city, county, and tribal government leaders and departmental staff, such as mayors, chairmen, planners and Chapter House presidents. Occasionally, we talked to local business owners who are active in community development. We also talked with chamber of commerce directors and presidents.

For the public land survey, we interviewed staffs from national forest ranger districts and the supervisor's office, national park and monument staffs and superintendents, and managers from BLM resource areas.

## Utah-Arizona Study Area Attractions

- Monument Valley Tribal Park (Navajo)
- Four Corners Monument Tribal Park (Navajo, Ute Mt. Ute)
- Canyon de Chelly National Monument
- Navajo National Monument
- Shiprock & surrounding scenic area
- Rainbow Bridge National Monument
- Navajo Nation Tribal Museum
- Window Rock Tribal Park (Navajo)
- Wupatki National Monument
- Grand Canyon Tribal Recreation Area
- Kinlichee Ruins Tribal Park
- Manti-La Sal National Forest
- Canyonlands National Park
- Arches National Park
- Natural Bridges National Monument
- Grand Staircase-Escalante National Monument
- Lake Powell
- Glen Canyon National Recreation Area
- Grand Canyon National Park
- Little Colorado River Gorge Tribal Park
- The Painted Desert
- Petrified Forest National Park
- Walnut Canyon National Monument
- El Morro National Monument
- Several small state parks



# Overview of Findings

## UTAH

### Introduction

The Utah portion of the Four Corners Tourism Assessment was conducted in San Juan County in southeast Utah. This county includes the northern-most part of the Navajo Reservation.

Tourism in San Juan County, Utah has traditionally not been a strong influence in the economy, but its location near Canyonlands National Park, Manti-La Sal National Forest, Lake Powell, and other natural attractions puts it at the crossroads of tourism activity.

Statewide, Utah experienced banner years in tourism during 1995-96, due to it being the statehood centennial year and to several large conventions. By 1998, downturns occurred similar to those that Colorado and New Mexico experienced during the mid-1990s. However, there is optimism for the future. Recently, interest in capturing tourism dollars has been generated by the anticipation of the 2002 Winter Olympics in Salt Lake City. It may help to generate international tourism and aid the expected increase in international tourism and interest in Utah national parks, western heritage and other recreation opportunities.

Also, the Grand Staircase-Escalante National Monument in south-central Utah is expected to

become an important attraction in the future. Plus, tourism-related growth is expected to increase substantially beginning in 2002. Eco-tourism and heritage tourism are other areas of potential for Utah.<sup>1</sup>

How statewide developments filter down to San Juan County is unclear, but being at the crossroads should put it in an advantageous position. "Tourism may be the single largest factor affecting the future of rural Utah. This is especially true of the areas within the Colorado Plateau in the eastern and southeastern parts of the state, and southwestern Utah where the Mojave Desert stretches in," says one report entitled *Tourism Potential in Garfield and Emery Counties, Utah: An Economic Adjustment Strategy*<sup>2</sup>

### References

- 1 State of Utah Governor's Office of Planning and Budget. (1999). Demographic and Economic Analysis: Tourism Economic Report to the Governor. Available at the Internet website <http://www.governor.state.ut.us/dea/publication/erg99/tourism.pdf>.
- 2 State of Utah Governor's Office of Planning and Budget (1999). [http://www.governor.state.ut.us/dea/publications/sustainable\\_tourism/title\\_pg.htm](http://www.governor.state.ut.us/dea/publications/sustainable_tourism/title_pg.htm)

## *Overview of Findings*

# UTAH PUBLIC LANDS

Federal lands comprise 61 percent of San Juan County. The Forest Service and Bureau of Land Management manage about 50 percent of these lands. This acreage includes vast rangeland, riparian, and mountain environments; hundreds of miles of hiking trails and roads; several campgrounds; and a few picnic sites.

The Forest Service manages the Dark Canyon Wilderness, while the BLM manages many wilderness study areas, Grand Gulch Primitive Area, Dark Canyon Primitive Area and Canyon Rims Recreation Area. The primary focus of both agencies is the multiple use of public lands and resources. These two agencies thereby influence local economies through regulations affecting timber, grazing, recreation, archaeology and history, minerals, and water shed.

The National Park Service administers 11 percent of the federal lands in San Juan County, including Hovenweep National Monument, Natural Bridges National Monument, Glen Canyon National Recreation Area (Lake Powell), Rainbow Bridge National Monument and Canyonlands National Park. Visitors to these attractions affect local economies. There are no accommodations or few services offered at the attractions, so visitors utilize the towns nearby. The National Park Service spends an estimated \$733,000 annually in San Juan County to maintain park and monument facilities.

Eight percent of the lands in San Juan

County are managed by the state of Utah. Of these lands 1,333 acres are included within the boundaries of the Goosenecks of the San Juan and Edge of the Cedars state parks. The remaining state lands are in scattered parcels, many of which are trust lands, managed to produce revenue for education. Most of these trust lands are leased for livestock grazing.

### Capacity

There is concern in some areas about the overuse of the public lands. More abuse is being documented with the increased use of off-road vehicles. Between August 1998 and August 1999 in Utah alone, over 5,000 new ATV licenses were issued. Some areas of the public lands are overused and understaffed and some are very lightly visited.

Cedar Mesa and Grand Gulch are among the best known and have the potential to become one of the most important archaeological areas in the United States. There are over 10,000 documented archaeological sites used by the Anasazi, who lived in the area prior to 1200 AD. Some better-known sites include Edge of the Cedars, Hovenweep National Monument (scheduled to have a new visitor center in 2001), Westwater Ruin, and Cave Towers. Many visitors are unaware of the resources outside of the parks. With limited rangers and staff available visitation is not encouraged.

Many remaining sites have development

potential. Unfortunately, the high prices paid for prehistoric artifacts continues to entice illegal excavation and sale of these precious resources.

## Projects

In the spring of 1991, government and education representatives developed a vision for heritage resources, all of which are completed projects or nearly completed:

- Signing the Hole-in-the-Rock-Trail
- Consolidating management at Newspaper Rock
- Archaeology technician training program at the San Juan Campus of the College of Eastern Utah
- Expanding the Edge of the Cedars Museum
- Consolidating ownership of an archaeological site in Bluff
- Revamping and enlarging of Sand Island Campground on the San Juan.

New restroom facilities at all BLM sites are a major concern and some will be in place by the end of this year. Development of businesses which make legal use of sites (for example interpretive visits and participation in professionally-guided excavations), is viewed as contributing to tourist-based income, as well as safeguarding the resource.

The Southern Utah Land Users association is working in conjunction with San Juan County and public land managers to publish a map for off-highway vehicle use. The map is available at the San Juan County Courthouse. Education is under way by SULU to promote stewardship on public lands.

The road from Monticello to Hart's Draw

road turn off (9 miles) was recently built. It is a paved two-lane with paved shoulders and a multi-users lane.

The new visitor center at Hovenweep will be completed in 2001.

## Other Concerns

- Too many OHVs not staying on the designated roads (over 100,000 registered in Utah alone).
- More tour operators are needed in the backcountry to lead visitors to out-of-the-way places.
- More San Juan County-based, resident-owned tour businesses are needed to operate in the Manti-La Sal National Forest. Most are from outside and don't contribute to the county's economy like a locally based business would.
- Need to develop more opportunities for visitors to recreate in order to disperse the same number throughout the county.
- The San Juan County Multi-Agency Visitor Center has outgrown the present location. Partners (USFS, NPS, BLM, CNHA, and SJCO) are diligently looking for a new location. New partners that may be added: UDOT, and the City of Monticello.

## *Overview of Findings*

# UTAH COMMUNITIES

San Juan County, Utah is located in the southeastern corner of Utah. Major communities are Monticello, Blanding, Bluff. Half of the residents are Native American. One third of the county is reservation land. San Juan is within 400 miles from Salt Lake City, Phoenix, Denver, Albuquerque, and Las Vegas.

Residents in San Juan, the largest county in Utah, spanning a vast territory, travel to major shopping centers of Cortez, Provo, Flagstaff, and Farmington depending on where in the county they live.

San Juan is the poorest county in Utah with a per capita income near \$13,700. The unemployment rate is highest in the state. Mining, oil and gas production, and agriculture historically have been sustainable economic elements.

The value of tourism development is increasingly viewed as a strong economic factor. Visitation to the county is increasing. Utah Department of Transportation road counts and visitation to area attractions and the local visitor centers indicate an increase of visitors. Transient room tax collections have increased yearly, from \$264.4 million in 1998 to \$284.0 million in 1999. Traveler spending increased two percent between 1998 and 1999, from \$44.8 million to \$45.7 million.

The majority of the travelers who come through the county are on their way to another destination. San Juan is an overnight stop for visitors on their way to the Grand Canyon, Mesa Verde, Bryce, or Zion National Parks. The county however, has two major destination

resorts. Lake Powell on the western border is a destination shared with Kane and Garfield Counties, and Arizona to the south. Monument Valley to the south is shared with Arizona. These two resorts are immensely popular with visitors and residents alike. Unfortunately, the center or core of the county is less popular and is sometimes left with vacancies.

Participants easily identified why visitors vacation to San Juan County—the natural beauty of the landscape, national parks and monuments, state parks, vast open spaces, and being in the Four Corners area. They come here to recreate on public lands. Hiking, four-wheel driving, biking, hunting, fishing, and auto touring (still the most popular) are the main activities. Cultural and historical experiences are also reasons to come to San Juan County, Utah.

### **Community Attitudes Towards Tourism Development**

An important factor concerning tourism development in San Juan County is the fear of losing current lifestyles. The small-town atmosphere, knowing everyone, and low crime rate are some of the items identified as very important. Some call for imposing lower speed limits in all towns. The desire to control growth and not be like Moab is a comment over half of the respondents mentioned. All want growth, but at a controlled rate. Some new businesses would not be as welcome as others. A comment from a motel

owner was very revealing of a prevailing attitude “why don’t they have more four-day events,” or “why doesn’t the travel council promote more.” The use of “they” instead of “we” would seem to indicate no buy-in to the local community effort. A chamber of commerce member said “it is not that we don’t have the traffic coming through here (increasing yearly) it is that we do not stop them. We have to develop things to draw them in and be fun or interesting enough for them to stay longer and spend their vacation dollar with us and not in another community.”

Tourism supportive infrastructure for the type of visitor currently coming into the area is adequate in most communities. The golf course in Monticello is being expanded from nine to 18 holes, bike trails are being improved, and off-road vehicle access is being increased.

Tourism expansion would bring more variety in business for locals and tourists. More money would be available. More interesting events and people. The economic base of the county would improve and more jobs would be available and not so many part time jobs. (When asked to identify the term “tourism expansion” it was hard to pin down. Some seemed to envision an overnight transformation to a busy eight-to-nine month season, but no idea as how to get there. The term was used several times).

Growth in the tourism economy would mean loss of the lifestyle San Juan County values and insists they want to maintain. Some socio-economic changes would happen. Recently, at a community meeting sponsored by Utah Travel Council, some county residents identified, as a priority, finding consensus on community values and vision before outside influence enters.

Overall, the 80-plus county residents interviewed support tourism and would like to see growth on a year-round basis.

## Community Capacity

Spring and fall continue to be the busiest seasons for visitors in the county, with fall being the most popular. French and German visitors, as well as a few Coloradans and Utahns, make up the bulk of the visitors in most communities.

Survey respondents named late fall, early winter, and early spring the seasons to extend the shoulder season. The Canyonlands Travel Region (Grand and San Juan Counties) awarded grants in 1999 to communities who were interested in sponsoring events during the off season. The months of the year identified were November, December, January, and February. Activities to pursue included anything related to snow or ice, Native American and Anglo storytelling, expanding activities related to education.

Events in San Juan are not well-attended, except for Frontier Days in Blanding (July 4) and Pioneer Days in Monticello (July 24). School and family reunions are held at that time. Events are not well-attended in general. Some events are at capacity with 80 people. Some do not have a proper venue to hold the event.

One event, held in the fall, is so popular that it is not advertised outside of the community. Five hundred people attended the event in 1999. The town ran out of food. Visitation could double in San Juan County with little or no impact. Restaurants, motels, and most attractions could handle it. The majority of business owners would like more business. One business owner reported that 1999 was the best year ever. Just down the street another reported it was the worst business year. Lodging properties are well-cared for, although some are aged. Enough business is generated to justify spending money on upkeep.

Motel occupancy rates are on the decline statewide. More properties are being built and some areas are over built. Accommodations in

San Juan County at the present time for the amount of visitors are adequate, with the exception of Monument Valley.

Campground and RV Parks are adequate for the demand. They range from having most amenities desired by campers today to just providing the basics. Restaurants do not have the customer base that results in high volume and low prices. Specials or specialty items are lacking in most. The county does boast of several good restaurants.

While San Juan County has many self-service filling stations, there is only one full-service station that fills tanks, does lube jobs, changes oil, washes cars, and so on. Every community has one or more convenience store where shopping occurs for groceries, local handmade gifts, or Native American arts and crafts.

San Juan County visitor center is located in Monticello's old courthouse. Local opinion is that it should be more visible. Some visitors have said they have had difficulty locating the center.

Every community mentioned the desire to have a visitor center or visitor station of some sort. Currently, visitor centers are under development in Monument Valley and at the Four Corners Monument.

Availability of public restrooms for visitors does not seem to concern local residents. It was not an issue on the survey.

Monument Valley is a center of commercial tour activity in the county, however, there are tours available elsewhere in the county. Tour operators out of Moab generally conduct tours in

the northern part of the county.

The attractiveness of downtown, and the entry points to the cities were considered a joke by most interviewees. Everyone seems to think something needs to be done, but no one knows

what. One comment: "Every small town and large city seem to have a problem with the outskirts and how bad they look so why should we be any different?"

The supportive infrastructure throughout the county is

adequate for demands from visitors and residents.

Groundbreaking for Monticello's new expanded 18-hole golf course took place in November 2000.

*Bicycle Utah* is helping with the development of bike trails. Public swimming pools in Montezuma Creek, Blanding, and Monticello are in operation. They are not year-round pools.

Lack of support for tourism industry development from local government leaders seemed to be a concern. Many of those surveyed admitted they did not know what was available, such as hospitality training, business entrepreneurial leadership, and the type of tourism marketing being offered. The perception was that leadership and support for any type of development for tourist activity is just not available. However, most areas in San Juan County would like to see a five-percent increase in tourism. There are few impacted areas that could not stand such an increase.

The communities and business organizations surveyed expressed great respect for public land

*Every community mentioned the desire to have a visitor center or visitor station of some sort.*



agency employees in the county and the numerous times they have worked together toward a common goal, in spite of political agendas out of their control. The agencies have assisted in event preparation, in planning for new trails, and in discussion of long-term event development. The general concept is that when an agency's help was needed, such as permits, or rights-of-way they were happy to assist. Education and respect for local view

points were areas identified that may need some improvement.

The San Juan County portion of the Navajo Nation would like some tourism development. The residents surveyed are not exactly sure how to accomplish their goals. There is also mixed feelings on how much tourism or where the tourists should be concentrated. They would like to see a resort complex, such as Gouldings, developed near, or in, Monument Valley. The vendors would like to be located in the Valley where a majority of visitors stop. Meetings have been held with both the vendors and the tour operators in the Valley to discuss locating them in the new Welcome Center proposed in the Valley at the intersection of 163 and the Navajo Tribal Park Visitor Center road.

A feasibility study has been completed on the Montezuma Creek area in relation to having a shopping center located there. In that study, the possibility of a growing tourism industry, such as tour operators, lodging, hiking trails, and so on was not addressed.

The benefits from increased tourism activity outweigh the drawbacks. Some of the benefits include: increased tax base, more money flowing

in the county, better services available for everyone, population increase which would result in a variety of business opportunities, more visitors would broaden our viewpoints.

When addressing the downside to increased

tourism the following points were made:

more traffic, have to stand in line, share favorite spots with visitors, higher prices, public land agencies would have to deal with more impacts

from higher use. The cultural attributes that San Juan County would like to retain or develop, including the current lifestyle, develop the rich heritage in this area, preserve the past for others to enjoy as well as look to the future (most participants mentioned this). Bluff area does not want fast food or chains, such as MacDonalds, Taco Bell, etc.

## Community Vision

It is important to possess a vision that conveys to visitors that we are a friendly, welcoming, and accepting people, and that we are anxious to share with them our heritage, the scenic attractions, public lands, and adventures in San Juan County. It is important that we partner with other communities in the Four Corners. They only become our competition when they go the extra mile for the visitor and we make no effort. If we both make the effort, visitors will stay in both towns, or make it a point to come back to experience what they missed. It is important to attract visitors to a general area. Then it is up to the communities to provide the reason for visitors to stay or pass through.

*Education and respect for local view points were areas identified that may need some improvement.*

## Suggested Projects Listed in Southeast Utah Surveys

The following bulleted lists are desired projects brainstormed by survey respondents. The section following these lists detail those projects that are in better positions to take advantage of available opportunities.

### *Monticello*

- Christmas Events
- Trails (ATV, Bike, Hike)
- Mountain Man Event
- Community Center
- Theater
- Heritage Tourism Development
- Ski Resort Blue Mountain
- 18-Hole Golf Course
- Airport improvements
- Visitor Center
- Wind Festival Monticello
- Lilac Festival Monticello
- Finish museum in Monticello
- Web site

### *Blanding*

- Arts and Events Center
- Use of Armory in Blanding
- ATV Trail System
- County-wide Spring Endurance Race
- El Canon Trail and Westwater Canyon Development (picnic areas)
- Annual Dinosaur Seminar
- Edge of the Cedars State Park Excavation
- Annual Anasazi Culture Seminar
- Visitor Welcome Center

### *Bluff*

- Arts Center
- Leadership development
- Countywide development of existing events
- Navajo Twins Theater

### *Monument Valley*

- Welcome Center
- Relocation of Tour Operators and Vendors
- Trail of the Ancients Development
- Four Corners Monument Development

### *La Sal*

- Heritage Fair

### *Countywide*

- Reprint Four Corners Brochure

## Descriptions of Selected Projects

***Bike Trails***— *Bicycle Utah*, San Juan County, and Utah Travel Council are cooperating on finalizing bicycle trails throughout the county. *Bicycle Utah* will print a guide. Estimated cost will be \$4,000. Completion date—2000.

***ATV Trails***—Southern Utah Land Users Association has worked to prepare ATV maps for use on the designated trails in San Juan County. Red Rock Four-Wheelers from Moab, San Juan County, Canyonlands Natural History Association, and SULU are the partners identified on this project.

***Superfund Cleanup/Facility Development***—With the completion of the Superfund clean up, Monticello City will be deeded the old Vanadium Mill site and will receive \$7 million to administer restoration of the remaining property for possible uses such as a softball complex and a motocross track (for winter multi-use activities). A multi-use facility will be built, which will include a golf pro shop. Completion date—2002.

**Conference and Visitor Center**—The county visitor center has outgrown its present location. The proposal is to move to the library on city park property. The partners are the county, Monticello City, National Parks Service, USFS, Canyonlands Natural History Association, BLM. The city is planning to renovate a pavillion/meeting space near the library if this move takes place. This will be a conference/meeting facility. The entire block would be restored. Completion date—2001.

**Monticello Theater**—Original partners were Monticello City, Rural Development, Monticello Foundation, San Juan County. The Theater project is on hold. The money was transferred to the Frontier Museum project. Completion date—undetermined.

**Arts and Events Center**—The Blanding Arts and Events Center is funded by USDA, San Juan County, and City of Blanding. Now completed, it is booking conferences. The Small Business Development Center Offices will be located in the building. A business incubator is positioned in the front part of the building. The *Edge of the Seaters* theater group will be housed in the center also.

**Golf Course**—Monticello is constructing an 18-hole golf course with Superfund reclamation dollars for landscaping and a recreation complex for completion in 2002

**Old Grayson Visitor Center and Museum**—The City of Blanding, UDOT, and San Juan County have been identified as partners in this project. The plan is to prepare the land, restore a historic home to be used as a museum

and visitor center. Completion date — 2002.

**Bluff Arts Center**—Bluff needs a venue for events. The newly remodeled community center is being used now but the long-term plan includes an art center in Bluff with artists in residence. Performing arts will be housed there also. Partners are San Juan County, State of Utah, Bluff, and Navajo Nation.

**Frontier Museum**—Monticello Museum will open summer 2001. Once housed in the library, it was moved to a renovated barn on South Main Street where artifacts from pre-Puebloan, early pioneer, and more current history are displayed. Partners are San Juan County, Monticello Foundation, and State of Utah.

**Monument Valley Welcome Center**—Department of Transportation of Utah and Arizona, San Juan County, Utah Travel Council, Navajo Nation and others are participating in building a welcome center off Highway 163 in Monument Valley. There will be a vendor village, tour operators, a rest stop, and a welcome center at the site. Construction should begin in 2001.

**Trail of the Ancients**—The *Trail of the Ancients* brochure that includes the trail in Utah and Colorado and the San Juan Skyway in Colorado is available. The Trail program also will include signing for the trails and video descriptions of the journey. *Discover America* has planned to film the Utah portion.

**Four Corners Interpretive Center**—Congress will fund a center at the current monument location if the Four Corners states match its offer of \$2.25 million with \$500,000 from each state. Partners are UDOT, ADOT,

states of Colorado, New Mexico, Arizona and Utah, San Juan County, Navajo Nation, Ute Mt. Ute Tribal Park, and others.

***Heritage Fair in La Sal***—The business community of La Sal will sponsor a Heritage Fair during September. San Juan County heritage businesses will be asked to participate. Partners are Resource, Conservation and Development (RC&D), San Juan County, USDA Forest Service, and La Sal businesses.

***Four Corners Brochure***—The Four Corners brochure, in print for 18 years, promotes the Four Corners area to visitors. San Juan County Community Development/Visitor Services (Utah), Mesa Verde Country, (Montezuma County, Colorado) and Farmington Visitor and Convention Bureau (New Mexico) are looking for partners to help fund the reprinting.

## **Utah Projects With Greatest Potential for Gateway Funding**

The San Juan County Multi-Agency Visitor Center has outgrown the space in the Old Court House downtown Monticello. Bureau of Land Management, US Forest Service, National Park Service, San Juan County, and Canyonlands Natural History Association are the partners presently in the center. The City of Monticello is coming in as a partner. The plan is to remodel or raze the existing pavilion in the City Park and put

the Visitor Center at that location. The partners are all committed to the project.

The San Juan County Community Development/Visitor Services Department is preparing a grant to UDOT for rest area funds to initiate the project. At the present time, the center sees about 20,000 visitors a year. Relocation should improve the visitation to at least 50,000. Funding from Gateway would be used for matching funds for planning and implementation.

The Frontier Museum in Monticello received a grant for \$25,000 to move an existing building (old barn) onto a lot on South Main. The building has been partially renovated. The project has need of a bathroom. This is scheduled to be installed in the spring of 2001. The museum is operated by a volunteer museum board. The City owns the property. Gateway funding would be used to pay a contractor to install a bathroom. Approximately \$6,000 for the project.

The Bluff Navajo Twins Theater will provide a unique venue for small musical performances, solo vocalists and musicians, poets, and writers, and other artists. Currently, sites for holding events are limited, although they sponsor the most events of any community in the county. They have secured \$15,000 of a needed \$40,410. This could be a great Gateway project.

The Four Corners Interpretative Center at the Four Corners would be a great benefit to the four Four Corners states. We could start with the interpretative center and the stewardship conference as our first and second choices.

## *Overview of Findings*

# NAVAJO NATION

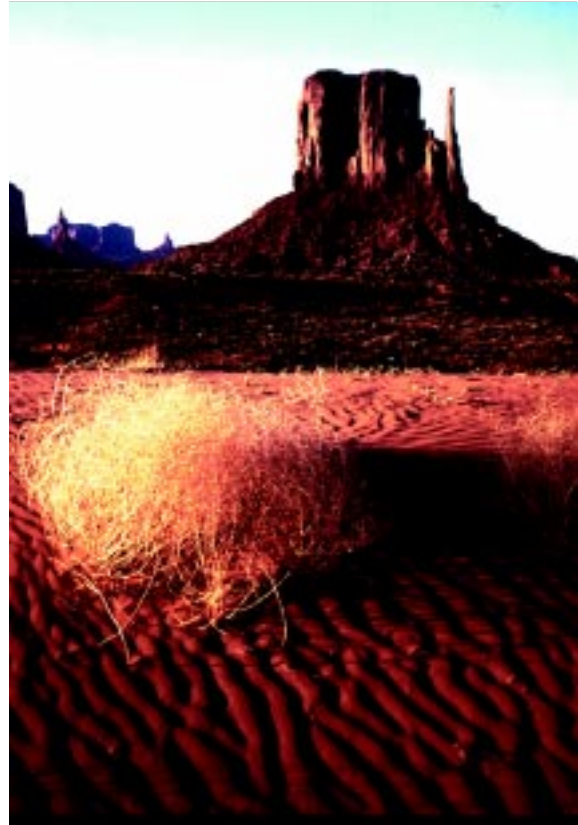
### Overview

The Navajo Nation is the largest Indian reservation in the United States, with a population of 232,723 members and a land area of 26,897 square miles—roughly the size of West Virginia and twice the size of Israel.

Located for the most part in the northeast corner of Arizona, the nation also stretches into portions of New Mexico and Utah, as well. It encompasses a diverse landscape of desert, high sage flats, piñon and juniper forests and highland forests of ponderosa pine.

The Navajo Nation's most-visited tourist attractions are Monument Valley Tribal Park and Canyon de Chelly National Monument. Monument Valley, north of Kayenta, straddles the Utah/Arizona state line. The monotony of its red-dirt desert plain is enlivened by spectacular monolithic buttes, spires, and other geologic formations rising high above the stark desert floor. This striking landscape has long been a favorite with Hollywood moviemakers where it has served as a setting in many films, photographs, and even music videos.

Canyon de Chelly National Monument is located in Central Navajoland, just east of Chinle, Arizona. The park contains Anasazi ruins and historical sites dating from the Navajos' struggle against Kit Carson in the 1860s. Its nature-sculpted canyon walls and spires are major visual experiences for visitors. The canyon can be enjoyed from trips up its two branches, Canyon de Chelly and Canyon del Muerta, or from



**MONUMENT VALLEY IS THE NAVAJO NATION'S** most visited attractions. However, the Nation contains many other tribal parks and monuments that are in need of resources in order to respond to growing visitor demand and reduce overuse of the most well-known attractions.

overlooks and drives along its northern and southern rims.

The Navajo Nation contains several other tribal parks and monuments less visited, offering potential for increased tourism development associated with those attractions. Some of those attractions, as well as events, are listed below.

- Mystery Valley
- Narrow Canyon



- Piute Farms
- Navajo National Monument
- Goulding's Trading Post
- Tuba City Trading Post
- Dinosaur Tracks near Tuba City
- Blue Canyon and historic buildings
- Western Navajo Fair
- Hopi Mesas
- Grand Canyon

The many natural attractions located on the Navajo Nation provide great opportunities for natural resource experiences, but it is the Navajo people themselves who are often of interest to travelers. Many visitors are from Western Europe and Canada, making international tourism on the Navajo Nation potentially a major economic and cultural exchange. Events were also listed by interviewees as important tourism opportunities for both visitors and local communities. This is especially important as an opportunity for local chapters to share their distinct culture and worldview with visitors in multi-cultural interaction.

Local interest in tourism, however sustainable and beneficial it might be, has not evolved among the people. Reasons given include:

- traditional Navajos resist the presence of foreigners,
- both Navajo and visitors don't speak each others' languages, or even English for that matter. This, as well as lack of cultural knowledge and sensitivity, makes communication difficult.
- Beyond social willingness and capacity, the region lacks infrastructure to support potential development for tourism.

While there was a great deal of interest on the part of many public and community interviewees in participating in the assessment survey, the size of the Navajo Nation and the difficulty in communicating and reaching more diverse representation limited survey results--especially information related to attitudes, capacity, and projects in local areas on the reservation. Survey results suggest that opportunities and desires for increased tourism development decline as one travels outward from specific attractions, associated businesses, and communities. Yet, despite barriers to gathering a diverse and comprehensive understanding of Navajo Nation desires, attitudes and capacities related to sustainable tourism, some opportunities are emerging as a result of documenting that information. They are discussed further on in this report.

## Challenges of Tourism Development on the Navajo Nation

*Infrastructure for tourism is lacking on the Navajo Nation.*

- Entrepreneurism is difficult for cultural and bureaucratic reasons. (It takes two years of red tape to start a business, court jurisdiction of the Navajo Nation discourages outside investors, the socio-economics of poverty are supported by government funds.)
- Jurisdictional disagreement between chapters and the tribal government prevents cooperation. Chapters want local control of tourism projects, yet lack the expertise and funding to implement them.
- Navajos practicing the traditional way of life, who hold grazing rights on individual land holdings, say tourists invade their privacy. All Navajo Nation land outside



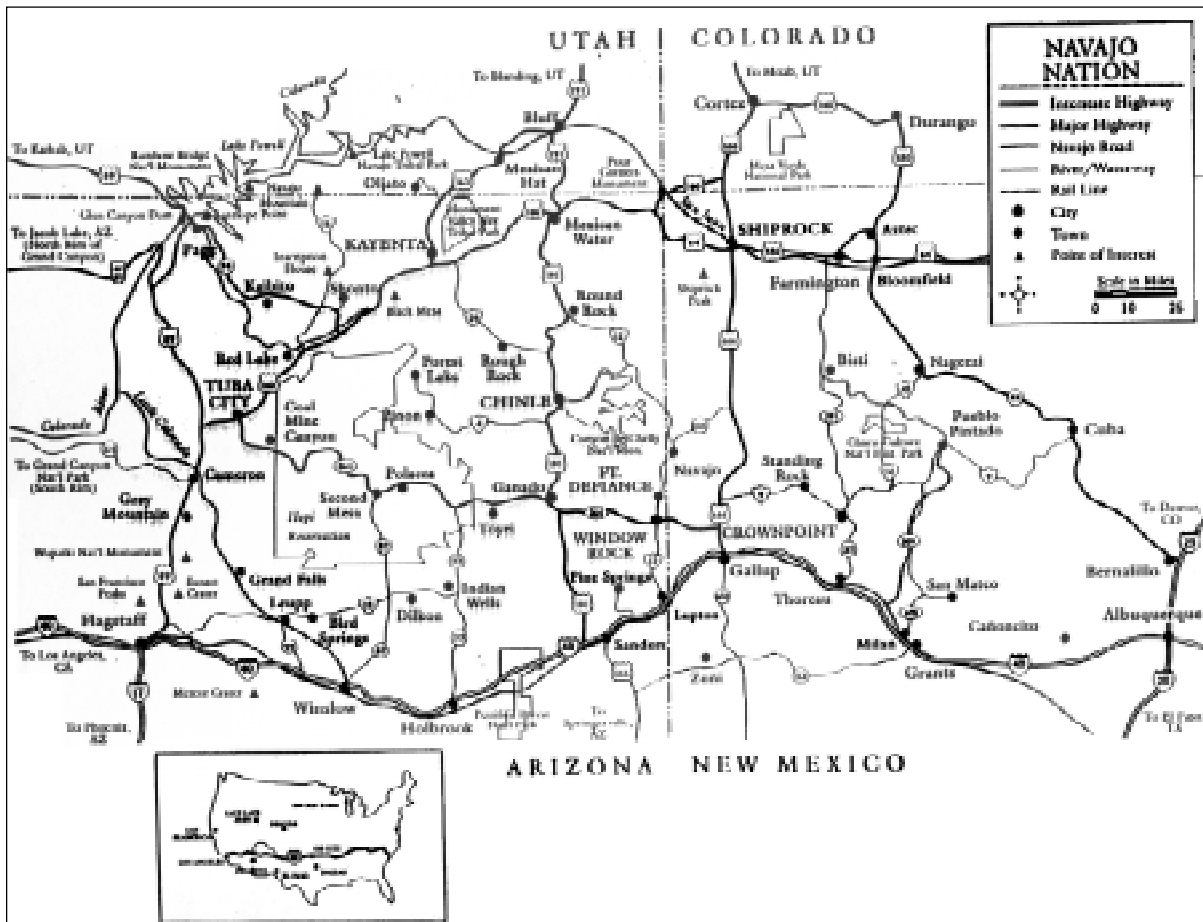
the towns is so allotted, including Canyon de Chelly and the tribal parks where tourism is encouraged.

- The general population has a mind set expecting government money to meet specific needs, such as a new roof, windows, etc., rather than for economic development projects that will increase employment and self sufficiency.
- The border towns have 99% of the motels, restaurants and shopping accommodations that tourist use when visiting the Navajo Nation, thereby diverting tourism revenue that could be used for infrastructure needs and the resultant Navajo employment and self sufficiency.

*The nature of Navajo culture causes people to be close-mouthed with strangers, hence tourists who are interested in the culture are given short answers, which is perceived as unfriendly.*

- There is a need for training of employees and others who come into contact with tourists.
- There is a need for public education of the Navajo population about how tourism can be encouraged without sacrificing their culture.

*The issue of sacredness of some sites appears to be individual, rather than government-agency policy. Only one of the interviewed officials brought up the subject, but all commented on its cultural importance.*



## Summary of Findings

### NAVAJO NATION COMMUNITIES

#### Overview

Interviews were held with key representatives from the Navajo Nation's natural attractions, including the Navajo Nation Department of Tourism, Parks and Recreation, and the Division of Economic Development, and Monument Valley's superintendent.

Interviews were conducted with chapter house officials and business owners and operators from the communities of Monument Valley, Kayenta, Tuba City, and Chinle.

The acting superintendent of Monument Valley Tribal Park, Shirley Cloud-Lane, was also interviewed. Several others declined to complete the survey form, but provided verbal input.

There are many similarities among the four communities, as well as some major differences. Similarities include the following:

1. A desire that tourism development be undertaken only in the context of respect for Navajo culture and land use traditions. It is desired that all curricula in schools on or near the reservation include these topics. A program of education is also proposed for tourists, both before they arrive and while they are here. It was mentioned that many foreign tourists arrive expecting to see "John Wayne movie" Indians.
2. A concern for the land base and a desire to protect and improve, where possible, water and air quality.
3. Support for a moderate to strong increase in the tourism economy. The availability

of additional jobs for area residents was the number one positive impact of such an increase. Additional income for local businesses, the Chapter, and the Navajo Nation was also listed as a positive outcome.

4. A need for highway improvements. Most highways in the area are narrow two-lanes, following the path of least resistance. Wider highways with adequate passing lanes and pull outs would improve the visitor experience and the safety factor.
5. A need to have improved relations and communications with the Bureau of Indian Affairs. It is recognized that the Bureau has had staff reductions, which has had a negative impact on the ability to provide service and to have adequate contact and communication. Distance is also a factor, with chapter officials being required to work with BIA staff in Window Rock and/or Gallup.
6. High expectations of the Navajo Department of Tourism. Since most advertising and promotion of the area is done by individual business owners/operators, there is a need for area-wide promotion. The *Discover Navajo Visitor Guide* is a fine publication and a good example of what is wanted. The *Tourist News* publication is also well received. A desire has been expressed for a Monument Valley Web site.

7. A need for ongoing hospitality and customer service training for all visitor-contact employees. There are a few exceptions, where individual employers have good programs, such as Gouldings.
8. A desire for an increase in winter season visitation. Ideas expressed for promoting additional winter business include the following:
  - √ Internet web sites.
  - √ More promotion/advertising by the Department of Tourism and/or Department of Parks and Recreation.
  - √ Sponsor conferences/workshops.
  - √ Advertise weather information in surrounding population center
  - √ Asian market promotions.
  - √ Explore additional European markets
  - √ Seek film industry business.
  - √ Offer mini-vacation packages.
  - √ Advertise winter specials.

Other suggestions include:

- Tie into state tourism conferences and establish linkages with personnel from other organizations and agencies.
- Work with National park Service on policies, procedures, etc.
- Define a plan of operations for Navajo Division of Parks and Recreation.
- Educate business people on better business practices; training in customer service, etc.

## Relationships with Public Land Agencies

Many interviewees expressed concern with agency-to-agency working relationships and the distrust many Navajo tribal members have towards government agencies. The difficulty of working with the Bureau of Indian Affairs was expressed in both contexts. In spite of this, there is an attitude for becoming more cooperative in order to “become more open-minded to local needs and conditions,” as one respondent said. In this respect, it was noted that needs for chapter houses and newly established townships are distinctively different and this must be accounted for in any development decisions.

Much of the need to improve cooperation can be based on making effort to communicate more, to improve communications systems, and to network more throughout the year, and be more responsive (act more quickly) to local business needs.

## Summary of Chapter and Township Surveys

Each Chapter has unique problems, concerns, and situations which are outlined below.

### Oljato Chapter

Oljato Chapter includes Monument Valley, which is the number one tourist attraction in the Navajo Nation. The businesses associated with Monument Valley visitation provide a significant number of jobs.

The Gouldings Resort includes a motel (62 rooms), restaurant, grocery store, Good SAM R.V. park, gift store, museum, video production, vehicle tours, laundromat, and car wash. Peak employment at Gouldings is 275. During the off-season, this drops to 150.

The Monument Valley Tribal Park includes a

restaurant, which is operated by the Navajo Nation Hospitality Enterprise, a gift shop, a museum, and a primitive campground. In addition to Gouldings Tours, there are 17 vehicle tour operators and four horse operators servicing the Monument Valley area. In the past, some of the tour operators have not had liability insurance, licensed drivers, or required permits. Tribal Park Superintendent Cloud-Lane is making an effort to bring all tour businesses into compliance with BIA and tribal laws, rules, and regulations.

The run down shopping area located at the entrance to the Tribal Park and known as the Monument Valley Mall provides an opportunity for many arts and crafts producers and retailers to sell their goods. The mall facility is very sub-standard and unattractive. In other areas of the reservation, it is referred to as “Little Tijuana” or “Little Havana.”

In spite of the employment opportunities and retail business ventures which are associated with Monument Valley and the Tribal Park, there are Chapter members who are not happy. At a recent Chapter meeting, a vote was taken and passed to shut down the Tribal Park. Among the reasons for this action is a decision to expand the Park boundaries without community input and because housing upgrades are not approved for those who live in the Park.

Some folks expressed a need for additional lodging infrastructure in the area. The Chapter officials prepared a land use plan which included a hotel and related developments. However, Chapter members did not approve the land use plan because it involved the loss of grazing rights to accommodate the commercial developments.

In recent times, the Navajo Nation Tourism Development Plan included a resort in Monument Valley. There is uncertainty about the status of this part of the current plan.

Water is a limiting factor in any new development in Monument Valley. There has been talk about a pipeline from the treatment plant near Mexican Hat. There was also mention of a plan

to bring water from Narrow Canyon. Water which is in use today comes from wells, and there are only certain areas where underground water can be found.

There is good support for the construction of a Welcome Center at the junction of Highway 163 and the Tribal Park entrance. Some, hopefully minor, disputes are still in place. One community family reportedly is using the project site for grazing and expects compensation for moving.

The other conflict involves facility management. The Chapter wants management authority, but the Tribal Park Superintendent has been asked to submit a management plan. There is some expectation that the Chapter will be given management authority after it is certified under the Local Governance Act (LGA).

### ***Projects***

Other projects which were listed as desirable for Monument Valley include:

- Increased community involvement in planning.
- A development plan which is approved by Chapter members.
- Pool and related facilities at Park headquarters.
- Cultural center to provide programs of education and entertainment for visitors.
- New airport.
- Water development.
- Additional hotel/motel.
- Competitive gasoline sales business.
- Trash transfer stations.
- Small business training for tour and mall vendors.
- Land use plan.
- Increased involvement of Park and Chapter officials in area organizations, conferences, and meetings.

## Kayenta Chapter

Kayenta area is a special case due to the issue of governance whereby the Kayenta community has a township charter from the Navajo Nation which provides for taxing authority and other self-determination rights.

The land area inside Kayenta Township boundaries has received development clearance as part of the charter process. This simplifies project approval in a major way. When the Navajo Nation President approves a project, prompt BIA sign-off is assured.

Among the projects already approved through the Township are the following:

- Business site lease approved for construction of a CITGO Truck Stop/7-11.
- ABC Motel.
- 250 unit housing development—60 units already under construction.

The Township *Plan of Operation* lists seven priorities: airport, fire protection, water drainage, solid waste, streets, utility infrastructure, and recreation.

The Township collects a 2.5% retail business tax and a 3% construction tax. It also collects \$7 per cubic yard for solid waste handling. There is a desire for a strong increase in tourism business and infrastructure to support such an increase.

A Kayenta hotel manager illustrated the regional impact and regional dependence by indicating that business was down because of the fire at Mesa Verde during the summer of 2000.

### **Projects**

Projects desired for Kayenta include:

- Navajo history/culture museum.
- IMAX theater to tell the story of the Navajo people/Monument Valley.

- Chamber of Commerce organization.
- Recreation vehicle park.
- Community parks.
- Airport improvements/expansion.

## Tuba City Chapter

Tuba City community members began an extensive economic development master planning process in September 1997. After many meetings, the process was completed in June 1999 and published in January 2000. The plan includes an all-inclusive vision statement that covers nine focus areas, including focus area #3, Tourism Development. The stated goal is to maximize the area's resources to attract culturally sensitive tourism that will result in longer stays and increased revenues.

The Tourism Development strategies are divided into short-term, mid-term, and long-term as follows:

- Identify and recommend a local revenue source (e.g. sales tax) supported by the tourist trade that will fund community and economic development projects.
- Work closely with the Dine Bi'Keya Tourism Association.
- Prepare the community to accept visitors by providing comprehensive benefits of tourism development.
- Develop and conduct customer service training to local businesses.
- Establish a centralized location for displaying arts and crafts.
- Work with local artisans to develop and market their product more effectively
- Work to develop more services in Tohnaneesdizi (Tuba City) that are

attractive to visitors.

- Develop new “Welcome to Tohnaneesdizi” monument signs.
- Establish a Tohnaneesdizi (Tuba City) Area Welcome Center to explain the culture and provide visitor information.
- Recommend to the Chapter to establish a Western Navajo Fair Committee to work toward establishing a non-profit organization to develop a marketable event for economic development purposes.
- Develop an international tourism promotional campaign.

Mid-term (2-5 years) ideas include: Promoting the dinosaur tracks with better signage, improved parking facilities, and visitor services; collaborating with the Navajo Historic Preservation Office to obtain Historic District status; expanding the rodeo grounds; maximizing Tusayan development; encouraging establishment of a jeep tours business.

Long-term (5+ years) ideas include: Redeveloping historic buildings on Main Street for mixed use; renting or building a bus tour staging area at the Grand Canyon to capture tourists interested in one- or two-day excursions to the Navajo and Hopi reservations; supporting the bus staging area option at Cameron; establishing a visitor center at the new Tusayan development; establishing a film commission.

Other information which came from the survey follows:

- Tourism infrastructure is adequate to support a moderate increase in business activity
- A business site lease for a motel and related developments has been approved for the junction of Highways 89 and 163. The Tuba City Chapter is 30-40 percent

completed in the Local Government Act process.

## Chinle Chapter

Chinle is located at the boundary of Canyon De Chelly National Monument. This proximity is the principal reason for tourism traffic, which is substantial. Tourists visit Canyon De Chelly who have already visited or are on the way to Monument Valley, Window Rock, the Hopi Mesas, Grand Canyon, and Mesa Verde.

Chinle is different in the pattern of visitation for an unknown reason. Spring is the busy time of year, with summer #2, fall #3, and winter #4.

There are 382 lodging rooms available, and this was felt to be adequate. Eating establishments are also meeting the current need with two full-service restaurants and several fast food outlets. Good health care service is available.

Need was expressed for additional recreational vehicle park spaces. There is no full-service auto service station in the area. While retail needs are pretty well met, a hardware store is wanted. The only visitor center is located at the national monument, and this meets existing needs.

Commercial tours are plentiful with 12-15 operators. Reports indicate that not all of the tour operators are providing good service, due to inexperience.

Desired projects or programs to advance tourism development in Chinle area include:

- Business owners/operators organization (Chamber of Commerce).
- Community recreation facility with a swimming pool, tennis courts, picnic park, ball fields, etc.
- Major upgrade in the road to the airport.
- Golf course.
- Tour operator training.



## *Summary of Findings*

# NAVAJO NATION PUBLIC LANDS

The official departments that are more directly related to tourism on the Navajo Nation are generally supportive of recreation and heritage tourism on the reservation. Tourism revenues are particularly mentioned, along with opportunities for cultural awareness and exchange, and employment opportunities for Navajo residents on the reservation. Concerns were expressed for the long-term economic development of Chapter Houses on the reservation and for the sustainability of grazing on the arid reservation lands.

Many of those involved in tourism or recreation-related departments are encouraged by the increasing interest in Navajo culture and attractions, but they acknowledge the difficulty of those with traditional perspectives to accept outside interests. One interviewee said that 75 percent of the local population of Monument Valley oppose tourism and 25 percent want the tourism revenues.

Navajos who practice traditional ways of life often say tourists invade their privacy and trespass on individual land holdings, called grazing allotments. All Navajo Nation land outside towns is allotted, including Canyon de Chelly and the tribal parks where tourism is encouraged. The nature of Navajo culture causes people to be close-mouthed with strangers, hence tourists who are interested in the culture are given short answers, which are perceived as unfriendly.

Ironically, it is the traditional ways of life that attract so many visitors to the Navajo Nation, but support for such cultural exchanges should not

be addressed too quickly, according to at least one interviewee, until means for passing those ways on to future generations are in place in order to avoid succumbing to the bad influences of tourism.

The issue of sacredness of some sites is one that has arisen over time, but appears to be an individual choice rather than government agency policy. Only one of the interviewed officials brought up the subject, but all commented on its cultural importance. Use by tourists showing appropriate respect is not officially discouraged.

Visitation to Rainbow Bridge, Gobernador, and the four sacred mountains is not openly encouraged by the governmental agencies. Other than these, there appears to be no consensus about sites that may be considered sacred by other Navajos.

## **Capacity**

### *Social*

In terms of social capacity, while as much as three-fourths of the local residential population reject tourism, interviewees suggested that an educational approach be taken to help local populations appreciate tourism benefits and to build greater social and cultural capacity. Interviewees suggest the practice of grazing on allotments hinders recreation development. “Navajos with livestock need to be more in tune with modern economic developments needs,”

one person said.

### *Economic*

In terms of business capacity, entrepreneurship is difficult for cultural and bureaucratic reasons. It takes two years of red tape to start a business and court jurisdiction of the Navajo Nation discourages outside investors. Jurisdictional disagreement between chapters and the tribal government prevents greater cooperation.

### *The land's capacity*

Speaking of physical capacity, there are several ways in which attractions are being affected by tourism. Hunting, fishing, camping are popular activities, each with a set of impact-related issues. Hunters create roads that cause visual and erosion problems, however there is funding to mitigate impacts. Campgrounds suffer from inadequate litter control and off-road use. And lack of supervision on lakes results in abuses by fishers and campers.

### *Infrastructure*

Most infrastructure capacity exists in the “border towns” located just outside reservation boundaries. These include: Farmington, and Page. Border towns have 99 percent of the motels, restaurants and shopping accommodations that tourists use when visiting the Navajo Nation. This diverts tourism revenue from Navajoland that could be used for infrastructure needs, Navajo employment, and self sufficiency.

Tuba City and Shiprock, located within reservation boundaries are gateway communities in some respect, while Kayenta and Chinle are gateway communities to Monument Valley Tribal Park and Canyon de Chelly National Monument. There is a need for training of employees and others who come into contact with tourists.

### *Visitor Use Capacity*

It is not clear how Monument Valley and Canyon de Chelly stand in terms of capacity, because there were some differing points of view on the subject among key interviewees. This may be partly due to the lack of systematic ways of measuring capacity and sustainability. Although interviewees gave a sense of how sustainability was measured, from simple observation to analysis of permits, there were no reliable methods. However, it is clear that Monument Valley capacity is being affected. For example, one interviewee said that facilities for tourists are lacking. Rest stops, an adequate air strip with fueling, recreational vehicle parks and workers were listed as limiting factors. Complaints that visitors do not respect residents’ privacy are common, as well.

The Four Corners Monument has no visitor facilities, but efforts have long been underway to find the funding to build them. It needs water, electricity, telephones, and interpretation. Development there depends on cooperation from many tribal, federal, state and local entities, as well.

Wheatfields and Tsale fishing lakes are at capacity. Campgrounds are often overloaded there. On the other hand, the Navajo Museum and lake recreation near Window Rock and into New Mexico are under utilized. Scenic byways are also underutilized. Many areas on the Navajo Nation are capable of accepting increased visitation, depending on the social, infrastructure and other obstacles discussed in this report.

### *Sacred Sites*

There are many sacred sites that should not be advertised and visited, including the four sacred mountains, Anasazi sites, shrines, Gobernador, and the top of Monument Valley buttes. Al-

though Rainbow Bridge is heavily visited, some say it is a sacred site that should be off limits. Many Hopi ceremonies are off limits, as well.

### *Addressing capacity and sustainability*

A number of ideas were expressed for addressing capacity issues, including social, infrastructure, and organizational among agencies and the tourism industry. Planning has been mentioned as an acceptable step towards dealing with the issue of sustainability and capacity. Public education of the Navajo population about how tourism can be accepted without sacrificing their culture is one idea, as well.

## **Relationships and Partnerships**

The greatest opportunity for relationship building is between those who manage attractions and neighboring towns that can supply tourists while leaving the attraction free of commercial development—Kayenta and Monument Valley, and Chinle and Canyon de Chelly, for example.

There is interest in interagency and government cooperation and some effort is occurring towards communicating to improve tourism benefits, at least one interviewee mentioned. However, more said jurisdictional issues exist across tribal and non-tribal public land agencies. It was commonly suggested to address the jurisdictional boundaries and work more closely together. In addition, local residents in at least one chapter house want local control of tourism projects. It was noted that they probably lack the expertise and funding.

More education is highly encouraged at the Chapter House level to improve cooperation. In fact, public education was the number-one advocated tool for improving many things, from attitudes to relationships to projects. Where much

education needs to occur is in helping to make tourism a socially, economically and environmentally sustainable endeavor for Navajo people. Hospitality training for Navajo people was suggested by one interviewee as a way to do this. “Train Native Americans to accurately represent their culture,” one person said.

Education of visitors was also high on the list of needs. It is important that visitors also realize the cultural difference and learn more about the Navajo people. One method suggested to improve cultural sensitivity on all sides was to have Native Americans serve as guides and writers of tourist information, and employing Native Americans wherever and whenever possible. Another was to give presentations in local schools to tell young people about the need to be culturally sensitive, to learn about areas of interest to visitors, and to communicate that information in their communities.

Education of potential visitors should occur in their own communities before they reach the Navajo Nation’s communities, one person said. “Encourage visitors to prepare themselves for the experience and inquire locally before violating the culture,” was suggested by one interviewee.

More communication and cooperation was advocated regularly among interviewees, especially in partnership relationships. These could be employed in doing good market analysis to determine needs, then packaging a program to improve visitor options and experiences. Education of Navajo tribal members could be associated with this program, in addition to being a separate program addressed through partnership means. Building food and lodging facilities on the reservation was advocated by at least one interviewee, but this is not a unanimously agreed-upon idea.

There seems to be some shared interest on

the part of public land agencies and tourism businesses in cooperative ventures, and reportedly some partnerships “are in the conceptual stage.” Communities, if they are involved in tourism development, tend to compete more than act as partners, it was noted, but this could be improved through better communication and planning.

Some ideas expressed to enhance relationships between agency and businesses, include:

- Share revenues between tourism industry, local tribal entities to increase cooperation.
- The tourism industry provides development dollars and agencies help them to find money for development. Address the restrictions that the Navajo Nation government places on business development.
- Grow better connections among border towns and national and international tourism agencies.
- While there is communication on the part of stewardship organizations, community stewardship groups should go beyond talking about tourism and work cooperatively with tribal entities. They should help fund projects and provide consulting expertise.
- The Department of Tourism should find ways to encourage the Navajo public to become tourism conscious, as funds are available.
- One interviewee advocated the idea the Native American tribes should work together to promote scenic attractions and share cultural information and promote arts and crafts industries.

## Projects

- Develop an efficient Web site for international use and increase use of international media.
- Locate Monument Valley economic development activities at the border of the tribal park, not within it.
- Improve the local economy at Antelope Point Marina, which will improve local attitudes towards tourism.
- Develop some sort of project on the New Mexico side of the reservation.
- Help communities near Tsailé and Wheatfields lakes develop infrastructure, tourism facilities, pave the airstrip, build visitor centers and boat docks.
- Provide water and infrastructure at Navajo Mountain where trails and some tourist facilities are being developed.
- Assist the community of Cameron in community development planning, which the town as a whole views favorably. Possibly make it a gateway with tourist facilities.
- Enhance opportunities to develop the Espal Ranch, currently being turned by the Navajo Nation, the Forest Service, and BLM into dude ranch.
- Address the Four Corners Enterprise Community and funding resources from more sources.
- Build Four Corners Monument, which has no visitor facilities, including water, electricity, telephones and interpretation. Build cooperation among tribal, federal, state and local entities to do so.
- Provide training for commercial tour operators and park staffs.
- Develop a master plan for Antelope Tribal Park.

## Summary

- Increase public education of Navajos of tourism benefits.
- Break down the barriers created by jurisdictions.
- Improve the Four Corners regional consciousness of the benefits and problems of tourism.
- Improve camping area signage, walkways, parking, other facilities and supervision.
- Work together in partnerships and share resources.
- Manage resources cooperatively and share ideas for the benefit of all.
- Preserve Navajo culture, while strengthening partnerships with outside entities.
- Provide more visitor services.
- Respect the Navajo people and their culture.
- Decisions made through partnership relationships between tourism businesses and public land agencies are mutually beneficial when arrived at together.

- “Preserve and protect our natural resources and ensure that all our visitors are served well through effective communications in all phases of contact and that our visitors have enjoyable and safe learning experiences.”

## Vision

Land of spectacular vistas and outdoor recreation opportunities in a sparsely populated area blessed with rich cultural traditions.

# Overview of Findings

## ARIZONA COMMUNITIES

### (LITTLE COLORADO REGION)

Attitudes towards tourism vary across the Arizona communities in which surveys were conducted by the Little Colorado RC & D in Holbrook. Of the 44 people who answered the question, “Which level of tourism activities do you believe would be best for your community?” 25 indicated strong (57%), 12 said moderate (27%), six said very limited (14%), and one said “none.”

Within communities, survey respondents differed in their opinions and support for tourism. This difference shows up particularly well in the response interviewees gave to the questions asked about what consequences the community least desires and most desires to see as a result of increased tourism. Traffic noise and congestion were the most-feared consequences, while money and jobs were perceived to be the more desired consequences.

There were many more responses to the question about what the community most desires compared to the number of answers to what the community least desires. Responses to what the community most desires were also much more diverse and varied than the least-desired consequences that were listed. It is important to note that most survey respondents answered both questions, covering most- and least-desired consequences. But the fact that they had more to say about the most-desired consequences suggests a correlation with the support for strong tourism development indicated above.

For least desired, six overarching categories were outlined by survey respondents:

- Increased cost of living.
- Pollution.
- Crime.
- Traffic noise and congestion.
- Loss of rural lifestyle.
- Growth.

For most desired, there were at least 10 categories:

- Increased economic and tax revenues was the number one mentioned desire.
- Increase in socially and culturally related activities.
- Increased trade among businesses and attraction of new businesses.
- More educational experiences where tourists learn about Hopi culture.
- Better attractions and advertising.
- More jobs, the second most commonly mentioned desire.
- Increase in infrastructure related amenities.
- More diversity in business.
- More services.
- Better looking community and more pride in the community.



Related to desired degree of tourism development and most- and least-desired consequences were the categories listed when survey respondents said what were the “*social or cultural attributes that your community wants to preserve or enhance?*”

Preservation of small atmospheres and history and heritage were by far the most cherished qualities for the majority of respondents. These included both social/cultural and physical preservation. Relations among cultures were important, as was preservation of historical buildings and architecture. The natural environment, education of tourists of local cultures, and arts and crafts were also mentioned.

Many respondents added more information to the answers discussed so far with the comments they made to what the limitations are to development of tourism in their communities. The greatest limitations expressed fall within the category of natural environment. The notion that it is fragile seems to sum up the majority sentiment. Steps need to be taken to reduce impacts.

It is important to note that these comments originate from community-based respondents, not public land managers. The responses from managers are in the next section of this report.

Another topic that seemed to be crucial to some respondents was the fact that their communities lack the kind of funding it takes to develop tourism. Lack of training was mentioned by a few, as was the need to “orient” residents to the benefits of tourism and to be “service-oriented” towards tourists.

## **Projects**

The most information gathered through the community surveys was in the section where respondents were asked: “*What projects or programs could help your community advance tourism development?*”

Their comments fell under eight broad categories. They are listed below, accompanied by a brief description.

### ***Cooperation***

The group of statements in this category related to needing to cooperate more among different organizations, such as community government and local colleges, to plan and strategize programmatic-scale approaches to tourism.

### ***Promotion and Advertising***

Communities and associated attractions currently available are attributes that should be promoted more, some survey respondents said. Promotion and advertising should be cooperative endeavors among the tourism industry and chambers of commerce, especially in the production of printed materials and in tourism packages offered to visitors.

### ***Leadership Development and Training***

Leadership development relates closely to training, which was mentioned more than leadership. Where training is needed is the significant characteristic of this category. Employees and the communities on the whole need training for contacts with visitors, most of the responses said. One person said that “Training on ‘How To Treat a Tourist’ ” was needed.

### ***Events***

Although ideas for specific events were listed, there was less attention to this category than to others. There seemed to be more support for culturally related events, such as a symphony orchestra, than any other. More brainstorming may be needed to bring out people’s ideas about event-related attractions.

### ***Downtown Revitalization***

Restoration to revive historic districts and beautify downtown areas was an important concern for many respondents in several communities. The sense emerging from the surveys is that more visually appealing structures would make life more pleasant for residents, as well as visitors.

### ***Facility Construction***

This category and the next two are related in many aspects, but they each seem to merit their own special attention. Facility construction focused on building visitor centers, a convention center, or some other facility that provided amenities to either or both the community and visitors.

### ***Infrastructure***

Improved highways, signage, airport and airline services and community roadways fell under this often-mentioned category.

### ***Recreation Opportunities and Facilities***

Statements reflecting the need for projects in this category referred mostly to developing not only facilities, such as building and maintaining parks in town, but to providing opportunities for such activities as birdwatching or motorized-vehicle trails.

## **Relationships with Public Land Agencies and Attractions**

The role of public lands in the development of tourism in communities was not an issue on the minds of community survey respondents, according to the lack of response to survey questions aimed at recording community ideas about that relationship. However, potential was expressed by a few individuals for building relationships between public attractions and communities. For example, individual surveys show that there is strong interest and desire to build closer relations between Holbrook and the Petrified Forest National Park.

Relationships, although characterized by common actions such as attending chamber of commerce meetings by National Park Service representatives, are described generally as satisfying. Ideas were shared to improve the actions taken to strengthen interaction. The tourism industry for example could “learn more about public land agencies’ attractions in order to help provide accurate information about them to the public and to help educate the public about how to use public land in such a manner as to save them from our children,” one respondent wrote.

Public land agencies, on the other hand, can offer expertise in planning in areas such as heritage tourism and greenway planning, one person said, adding that, “They can also help provide workshops and training for workers in the tourism/hospitality industry. Many agencies have visitor centers where the public seeks information on things to see and do in the area, special events, lodging, food, etc. This is a benefit to local community tourism promotion.”

## *Overview of Findings*

### **LITTLE COLORADO PUBLIC LAND AGENCIES**

List of public land attractions that received surveys:

- Petrified Forest National Park
- Homolovi Ruins State Park
- Cholla Lake County Park
- Showlow Lake State Park
- Lyman Lake State Park
- Little Painted Desert
- Tall Timber Park
- Apache Sitgreaves National Forest
- Alpine Ranger District,
- Clifton Ranger District
- Lakeside Ranger District
- Chevelon-Heber Ranger District

Note: Only items on surveys that were answered by respondents are included. The rest were left blank.

#### **Capacity**

Surveys were distributed to 13 federal and state public lands agencies. No face-to-face interviews were conducted. At many, particularly state parks, capacity was determined by a specific, finite number of parking spaces. The national forest had not established capacity limits due to the difficulty of doing so across such a large land area. One district is 650,000 acres in size with numerous campgrounds, lakes, trails, roads, and open space where people can recreate. Petrified

Forest National Park estimated that capacity is about two million visitors per year if use was spread out across all four seasons.

#### **Experiences sought**

Opportunities for potential experiences vary greatly across the region, from viewing archaeological sites and learning about Native American culture to water-based recreation. Many attractions provide outdoor experiences in a cool climate, pine trees, solitude for desert city dwellers seeking escape from the heat and crowds. In state parks, picnicking is popular with local area residents. Unique scenic landscapes, such as the painted desert, are popular attractions as well. Fishing, water skiing, hiking, snow activities, camping, peace and quiet, solitude, developed and undeveloped experiences were listed.

#### **Impacts**

In cultural sites, theft of potsherds by visitors at a number of attractions is common. Damage to walls and petroglyphs from people entering closed areas are of concern as well. At one Homolovi site, people continue to use an area next to the old town dump as a shooting range in spite of signage and patrols.

At lake recreation areas, jet skis at boat docks are conflicting with other users.

At some picnic areas, there is high traffic impacts, such as damage to soil and vegetation, as well as trail erosion and accessibility problems.

At many sites, traffic congestion on high use

days is causing safety concerns. Restroom and showers are over used, often causing maintenance problems, such as septic system overload during maximum visitation.

Campgrounds suffer from soil and plant destruction. Dispersed camping around waters and lakes and heavy camping pressure also cause litter and charcoal accumulation, soil loss and vegetation damage. Improperly treated human waste has become an issue in some heavily used areas. Recreational use in riparian areas affects “potential” threatened, endangered and sensitive species habitat, one land manager reports.

Dispersed camping in the national forest is a major source of litter, fire rings, human waste. Concern is considerable for a common disregard of closures by Off-road vehicle users, who create new roads, cause erosion and disturb sensitive habitat. At one attraction at least, the rural-urban interface is the point of impact where OHV use displaces wildlife, causes soil loss and vegetation damage.

Petrified Forest National Park offered the most extensive amount of information compared to most other agencies. This suggests that the issues of tourism and public land use is important in that public land agency staff.

Survey respondents said the following regarding impacts:

1. *Sight-seeing at petrified wood areas in south end of park:* visitors illegally remove 12 tons of petrified wood each year, despite warnings and education interventions, despite the fact that they can buy petrified wood in nearby shops.
2. *Developed areas,* such as trail through archaeological site: visitors depart paved trail impacting cultural and natural resources.
3. *Petroglyph sites:* visitors occasionally vandalize petroglyphs. More frequently, they touch them and oils from their skin and hands adversely affect petroglyphs.

## Determination of sustainable levels

HOMOLOVI RUINS STATE PARK—Available parking, sensitivity of sites.

CHOLLA LAKE CO. PARK—When numbers exceed safe use levels.

TALL TIMBER PARK—Facility capacity.

LITTLE PAINTED DESERT—Accessibility limitations.

SHOWLOW LAKE—Safety and over capacity impacts.

ALPINE RANGER DISTRICT, APACHE SITGREAVES NF—Has not been determined.

APACHE SITGREAVES NF—Campground size limit.

CHEVELON-HEBER RANGER DISTRICT—Each area is examined for wildlife habitat needs, soil stability, and type of use. The areas ability to withstand the use or recover vegetation damage in one growing season is estimated along with the level of use.

CLIFTON RANGER DISTRICT—Availability of sites, currently in dispersed areas, use self-regulating.

LYMAN LAKE STATE PARK—We have done a carrying capacity survey for the park. That information is available from us.

PETRIFIED FOREST NATIONAL PARK  
It has not really been determined.

## How impacts are addressed

HOMOLOVI RUINS STATE PARK—Patrols, visitor education, community outreach, including newspaper articles. Received grant to assess conservation needs of rock art panels.

CHOLLA LAKE CO. PARK—Contain to designated area, enforce rules and regulations.

TALL TIMBER PARK—Reserve large dining picnic ramada limit size and number of groups.

LITTLE PAINTED DESERT—Increase accessibility.

SHOWLOW LAKE—Limit to designated area on use. Enforce use rule and regulations.

ALPINE RANGER DISTRICT, APACHE SITGREAVES NF

- 1) Dispersed camping: clean up of sites, public education.
- 2) off-road vehicles: Law enforcement, signing, public education.

APACHE SITGREAVES NF—Stay limits, party size limits, low impact education.

CHEVELON-HEBER RANGER DISTRICT—Attempts to control OHV use have been only marginally successful. They have included road closures, the provision of trails, printed material with information on responsible use of public lands. Dispersed camping has been controlled in some areas by designation of sites, road closures, restriction on group sizes and vehicles.

CLIFTON RANGER DISTRICT—Timing of use and seasonal closures, proactive partnerships with OHV groups to “harden” crossing which limits adverse impacts and actually improves habitats.

PETRIFIED FOREST NATIONAL PARK

1. Signing/educational materials, warning messages (verbal and written), exhibits, fencing, patrols, educational programs and media.
2. Fencing and signing.
3. Some petroglyph sites are closed to public entry and/or can only be viewed form overlook )where we have telescopes installed), another site is fenced.

## Other actions needed to improve sustainability

HOMOLOVI RUINS STATE PARK

- Funding for rock area stabilization/ conservation.
- Funding for additional runs stabilization.
- Funding for sidewalk construction at Homolovi I ( cannot be visited during we weather due to clay).
- Purchase of lands.

CHOLLA LAKE CO. PARK—More facilities, more staffing on high impact days. Plan for organized overflow parking area.

TALL TIMBER PARK—Build more facilities in current low use areas less concentrated activities.

LITTLE PAINTED DESERT—Trail improvements.

SHOWLOW LAKE

- Road improvement, more staffing on high impact days. Increase number of campsites increase designated parking.
- Promote use of areas of less uses and new trails improvement.

ALPINE RANGER DISTRICT, APACHE SITGREAVES NF—More funds are needed to support field activities.

CHEVELON-HEBER RANGER DISTRICT—Additional facilities to provide for some uses would be needed (toilets, parking lot repair, trail and road maintenance, barrier construction) making users more aware of the impacts associated with their particular use is also of equal importance with dealing with the direct effects.

CLIFTON RANGER DISTRICT—Public advocacy of low impact camping techniques, setting desirable use levels (sustainable) based on Recreation Opportunity Spectrum criteria.

LYMAN LAKE STATE PARK—Dredge lake, more capacity of recreation. Conservation of water that is available.

#### PETRIFIED FOREST NATIONAL PARK

- In order to improve sustainable recreation and heritage activities we need: 1) better info on where those public lands are, including state trust lands; 2) much better info on how one accesses those lands, rules for those lands, permit requirements, etc.; 3) better maps; 4) more info on land and resource ethics.
- Attractions where opportunities exist.
- Not all areas are suffering from adverse impacts and survey respondents did list areas and activities in which they would like to encourage more interest.

## Attractions where opportunities exist for increased tourism activity

Not all areas are suffering from adverse impacts. Survey respondents listed areas and activities in which they would like to encourage more interest.

- HOMOLOVI RUINS STATE PARK—An improved trail system, which would require access rights across some adjacent lands owned the Arizona State Land Dept. or the Navajo Nation.
- CHOLLA LAKE CO. PARK—New 200-acre wetlands for winter fun, hunting, and birdwatching, environmental interpretation.
- TALL TIMBER PARK—Multi purpose court and ball fields.
- LITTLE PAINTED DESERT—More use of trail and environmental interpretation.
- SHOWLOW LAKE—New, more campsites with hook ups.
- ALPINE RANGER DISTRICT, APACHE SITGREAVES NF—Winter sports activities, mountain bike opportunities. Day use facilities and picnic areas.
- CHEVELON-HEBER RANGER DISTRICT—Willow Springs Lake and Bear Canyon Lake.
- CLIFTON RANGER DISTRICT—Developed sites are under utilized during much of the year and middle of the week.
- LYMAN LAKE STATE PARK—The whole park: ruins, lake, camping.
- PETRIFIED FOREST NATIONAL PARK—The Petrified Forest National Wilderness Area, especially the northern unit (Painted Desert) is underutilized



(1,000 visitor-use night annually). While lack of water sources limits summer use, it is a great area the rest of the year for hikers and backpackers.

## Where activity should not be increased

- **HOMOLOVI RUINS STATE PARK**—Birds (eagles) nesting areas and sacred Hopi shrines.
- **CHOLLA LAKE STATE PARK**—Buffer area around park and lake.
- **TALL TIMBER PARK**—Buffer areas of outside boundaries.
- **LITTLE PAINTED DESERT**—Certain areas of fragile landforms.
- **SHOWLOW LAKE**—Nature area on buffer USFS lands. No development, low impact to protect.
- **ALPINE RANGER DISTRICT, APACHE SITGREAVES NF**—Wilderness use should not be promoted in order to maintain the existing quality of experience. We should be clear that the lake on the Alpine Ranger District does not provide swimming opportunities.
- **PETRIFIED FOREST NATIONAL PARK**—Sensitive resource sites (e.g., archeological sites, petroglyph sites) in the backcountry of Petrified Forest should not be utilized in order to ensure their protection.

## Partnerships

This section lists the willingness expressed by survey respondents and the opportunities to build better relations among different industry, government and private interests. It also identifies partners, or potential partners, as they were identified by survey respondents.

### HOMOLOVI RUINS STATE PARK

- Winslow is the closest community.
- Very strong encouragement of recreation and visiting heritage areas.

### TALL TIMBER PARK

- County wide, H/O, PHX. Tucson.
- Very supportive of recreation use, supportive of heritage visitation.

### LITTLE PAINTED DESERT

- Winslow, AZ. State Parks.
- Very supportive of recreation use, supportive of heritage visitation.

### ALPINE RANGER DISTRICT, APACHE SITGREAVES NF

- Local White Mountain communities, Phoenix, Tucson, El Paso and Las Cruces. Southern New Mexico, southern Arizona, and western Texas.
- Neutral support of recreation use, but depends on the use. Not supportive of heritage visitation, because there is very little presence of interpreted sites.

### APACHE SITGREAVES NF

- White Mt. Communities, Phoenix, Tucson, El Paso, Las Cruces. Southern NM, southern AZ and western Texas.
- Very supportive of both recreation and heritage use.

### CLIFTON RANGER DISTRICT

- Clifton and Morenci.
- Very supportive of recreation and supportive of heritage visitation.

#### LYMAN LAKE STATE PARK

- St. Johns. Very supportive of both recreation and heritage visitation.

#### PETRIFIED FOREST NATIONAL PARK

- Neutral on encouraging recreation use and supportive of encouraging heritage visitation.

### Relationship-building ideas

Survey respondents listed ideas for building closer relationships with others in various sectors of the community, including local government, chambers of commerce, organizations, agencies. Relationships were scarce in most areas, if the surveys were accurate indicators. Ideas for increasing interaction focused on project level activities, such as developing a riparian/ birdwatching area at Homolovi Ruins State Park in partnership with local community leaders. Other ideas include the following listed items.

#### HOMOLOVI RUINS STATE

- Chamber of Commerce: Include Homolovi in publicity.
- Groups: Volunteers for park.
- Agencies: Assistance in fencing park boundary, we have a problem with trespass cows.

#### CHOLLA LAKE CO. PARK

- Local government: Partnership more.
- Chamber of Commerce: Partnership more.
- Agencies: Partnership, grant funding.

#### ALPINE RANGER DISTRICT, APACHE SITGREAVES NF

- Local government: support grant requests that improve the recreation infrastructure.

#### APACHE SITGREAVES NF

- Local government: Conservation, multi-use education and support.
- Chambers: Conservation, multi-use education and support.
- Stewardship Organizations: Conservation, multi-use education and support.

#### CHEVELON-HEBER RANGER DISTRICT

- Local government: Provide support for locally developed policies designed to benefit resource need in common for all people.
- Chambers: Provide accurate information to forest users.
- Stewardship Organizations: Provide service on special areas; i.e., cleanup, sign needs or repair.

#### LYMAN LAKE STATE PARK

- Local government: Improve recreation through conservation of water.
- Chambers: Springerville/Eagar more involved in the park and activities there.
- Stewardship Organizations: Special events at park.
- Agencies: Lease fees are too high, now charging for water use.

#### PETRIFIED FOREST NATIONAL PARK

- Local government: More support for park budget increases and development. Foster partnerships.
- Chambers: Same as with local government. Help us educate visitors about their role in protecting natural and heritage resources for future generations. Help us disperse visitation.
- Stewardship Organizations: See above.
- Agencies: Foster partnerships

## What agencies can do to help tourism industry

### HOMOLOVI RUINS STATE PARK

- Homolovi holds people in the Winslow area so that they often will dine or use lodging in town.

### CHOLLA LAKE CO. PARK

- Offer facilities for special event.
- Assist in planing event.
- Promote park and area to tourist/visitor.

### ALPINE RANGER DISTRICT, APACHE SITGREAVES NF

- It depends on the use. Winter sports activities and biking opportunities are currently under utilized. Winter activities particularly help the slow winter economy in the local communities.

### APACHE SITGREAVES NF

- Provide information support as needed.

### CHEVELON-HEBER RANGER DISTRICT

- Provide information and recreation opportunity.

### CLIFTON RANGER DISTRICT

- Work with local business to show case nearby recreation opportunities.

### LYMAN LAKE STATE PARK

- We already are.

### PETRIFIED FOREST NATIONAL PARK

- We can assist through programs such as our River, Trails, and Conservation Assistance program. Local staff can assist with developing and presenting customer service training, interpretive training, etc.

## Strategies to improve visitor experience

### HOMOLOVI RUINS STATE PARK

Additional staff or volunteers would make it

possible to have live interpretation at the archaeological sites.

### CHOLLA LAKE CO. PARK

Encourage multiple use. Promote use of variety of recreation opportunities.

### ALPINE RANGER DISTRICT (Apache Sitgreaves NF)

Teaching outdoor ethics, public education.

### CHEVELON-HEBER RANGER DISTRICT

As desired experiences are quite variable; so too are the strategies for improving them. Fundamentally, the provision of adequate facilities and/or necessary infrastructures, is necessary for quality experiences within terms of quality and resource protection.

### CLIFTON RANGER DISTRICT

Better communicate with public to ensure they understand the available opportunities, then assist in directing them to their chosen opportunity.

### LYMAN LAKE STATE PARK

Lake level and turbidity.

### PETRIFIED FOREST NATIONAL PARK

We need a community and regional effort to improve customer service and provide good information about heritage and recreation sites.

## Stewardship Messages

Listed below are the messages that public land agency interviewees would like to convey to visitors to their attractions.

HOMOLOVI RUINS STATE PARK—More interaction between cultures and environment. Continuity of Native Americans from the pre-Columbian to modern day. Respect and protect archaeological/cultural resources.

ALPINE RANGER DISTRICT, APACHE SITGREAVES NF—It is important to not promote or market uses where increased visitation will reduce the quality of experience. This is especially true for wilderness use. Proper outdoor ethics.

APACHE SITGREAVES NF—Conservation, low impact use, multiple use are compatible.

CHEVELON-HEBER RANGER DISTRICT—That your use has an impact on the resource and that you must be sensitive to that impact in order for there to be a sustained flow of quality recreation experiences.

CLIFTON RANGER DISTRICT—Use and enjoy wisely to conserve for future generations.

LYMAN LAKE STATE PARK—Our goal is to manage and conserve Arizona’s natural, cultural, and recreational resources for the benefit of the people both in our parks and through our partners.

PETRIFIED FOREST NATIONAL PARK—Obviously, if we could convince more people of the need to practice appropriate behaviors (stay on trails, not take petrified wood, not vandalize sites, not litter, etc.) we would all be better off in managing our heritage and recreation areas for sustainable visitation.

## *Projects*

### PETRIFIED FOREST NATIONAL PARK

1. Petrified Forest National Park’s General Management Plan proposes an expansion of the park (doubling the size) to protect *globally* significant paleontological resources and *nationally* significant

archeological resources that lie outside the park. We need congressional authority and appropriations to accomplish this vision.

2. Petrified Forest needs construction funding to restore the Painted Desert Inn National Historic Landmark for increased visitor enjoyment.
3. In order to improve the sustainability of the area, we need a keystone education center for visitors. Funding is needed to remodel existing historic structures and develop exhibits and educational media.

Regional needs for projects to enhance sustainability include:

- A Four Corners/Little Colorado River (if not the entire Colorado Plateau) approach to heritage and recreation planning and educational effort (e.g., a Four Corners heritage sign and other media program with a uniform design element that visitors would come to recognize/identify/associate with Four Corners) that call attention to our resources and to good land use/recreation use ethics;
- To take a regional partnership approach to addressing the impacts of ATV use on public land in the Four Corners Region.

### HOMOLOVI RUINS STATE PARK

- Purchase of inholdings/significant sites not presently controlled by Arizona State Parks, including the Hancock property near Homolovi I, Arizona-New Mexico Land Company property in Hoe Valley near Homolovi II, Hahn property near Homolovi II, and Homolovi IV West (Arizona State Land Dept., Petroglyph panels), Cottonwood Wash Ruin (AZ-NM Land Co.)
- Purchase of land currently leased from

the State Land Dept., which is required to make the most possible profit from the land. Homolovi could, therefore, lose its lease, or the lease rate could increase until it was too expensive. Furthermore, the park is not eligible for many grants since it is only a 10-year lease.

- Construction of Pithouse Village Trail next to visitor center. This is an interpretive trail through an archaeological site and would include a paved sidewalk, interpretive signs, the opening and stabilization/protection of a pithouse (including ramada).

#### CHOLLA LAKE CO. PARK

- Increase beach development dredging.

#### TALL TIMBER PARK

- Build second large dining picnic ramada for group reservation use.
- Construct more parking.
- Expand park boundaries size (currently 54 acres).
- Construction of second restroom.

#### LITTLE PAINTED DESERT

- Trail development.

#### ALPINE RANGER DISTRICT, APACHE SITGREAVES NATIONAL FOREST

- Develop a brochure for mountain bike users that highlights opportunities.
- Publish and print the district recreation opportunity guide for sale to the public.

#### APACHE SITGREAVES NF

- Woods Canyon Lake: Additional campground.

#### CHEVELON-HEBER RANGER DISTRICT

- Willow Spring Lake and Bear Canyon Lake campground construction. There is substantial demand for camping facilities at the location, the resources needed are primarily monetary.
- OHV use in the rural-urban interface, Heber . . . is growing rapidly. Demand for OHV, hiking and biking trails exceeds supply. The provision of trails and trailhead, signs, and enforcement personnel would be a great benefit. Resources needed could be labor, materials, and/or funding.

#### CLIFTON RANGER DISTRICT

- Improve trailhead access along Highway 191.
- Develop appropriate OHV opportunities.
- Increase trail maintenance on trails receiving higher use levels.

# *Arizona-Utah Gateway Tourism*

## SUMMARY

This Arizona-Utah Tourism report outlines conditions, trends, and recommendations for projects defined by key respondents to the Four Corners Tourism Assessment survey in southeastern Utah, north-eastern Arizona (Navajo Nation), and the Little Colorado region of east-central Arizona.

Similarly to southwest Colorado and north-west New Mexico, many survey respondents, supportive in general of increased tourism development, emphasized more interactive relationships among community leaders, tourism businesses, and public land agencies. Where they are possible, cooperative relationships are necessary in order to accomplish projects and integrate stewardship and sustainability messages into tourism-related activities.

One such area showing great potential is the region-wide efforts to establish heritage site stewardship programs. Northwestern New Mexico has a pilot site stewards program that is quickly becoming successful. Southwestern Colorado has one just starting up. Individuals in southeast Utah are discussing establishing a program. And Arizona has had a program in place for sometime. Many agree that a regional conference on site stewardship is needed in order to explore building a region-wide coalition of site stewards. The Office of Community Services at Fort Lewis College supports site stewardship efforts in the Four Corners as an important opportunity to build regional relationships that cross community, public land, and tribal boundaries and that can serve as examples of sustainable tourism development.

Needed funding currently depends on more active participation from regional and national offices of agencies located in the region, such as the Bureau of Land Management, Forest Service, and National Park Service.

Surveys identified many projects and programs for possible implementation. To narrow this list down to a manageable number, the following criteria were used:

- The project was feasible and affordable.
- The project proposal had good support within the communities, and in some cases was already underway, but needed additional assistance.
- There was an identifiable partnership organization with the capability to undertake the project.
- Gateway funding or development assistance for projects can be leveraged with other funding and assistance.

Currently, southeast Utah has selected projects (see page 17) using the above criteria as guides, narrowing potential projects down to a few. As yet, no clear projects have emerged from Arizona surveys that contain the most immediate potential for action and success. However, projects for both the Navajo Nation and the Little Colorado Region are listed this report for future reference. It is suggested that the reader look to that information to learn more about where those areas stand on the desire, potential, and opportunity for realizable sustainable tourism development projects.

In the meantime, work continues to build stronger relationships, gather data for greater understanding of trends, seek funding for project support.



