

Communication/
Education

Tourism

NPS Efforts in the Four Corners Area

Resource
Preservation

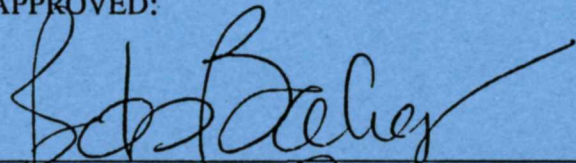
NPS
Effectiveness

Strategies for the Future



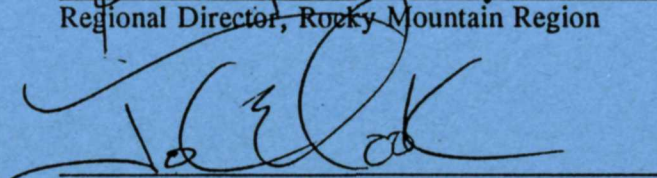
March 1993

APPROVED:



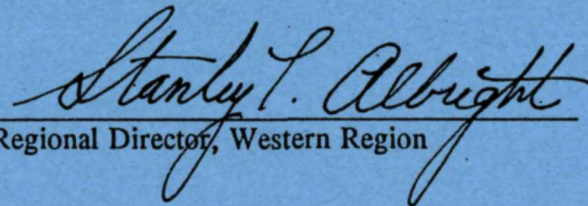
Regional Director, Rocky Mountain Region

2/24/93
Date



Regional Director, Southwest Region

2/24/93
Date



Regional Director, Western Region

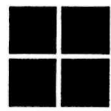
MAR 22 1993
Date

The accelerating rate of change in America today presents major challenges and opportunities to the National Park Service. . . The response to such changes calls for sharpening our purpose, increasing our knowledge in the social as well as natural and cultural sciences, definitive action, and above all, the ability to adjust rapidly to changing needs and demands upon the diverse resources of the system.

James M. Ridenour, Director of the National Park Service
Speaking at the Service's 75th Anniversary Symposium

TABLE OF CONTENTS

Section 1	Strategies for the Future Purpose and Overview	1
Section 2	Direction Setting: NPS Four Corners Area Vision and Desired Futures	3
Section 3	1993 Strategies and Actions	5
	Responsible Tourism	6
	Communication and Education	7
	Resource Preservation	8
	NPS Effectiveness	9
Section 4	1994 and Beyond Strategies and Actions	11
	Responsible Tourism	12
	Communication and Education	13
	Resource Preservation	14
	NPS Effectiveness	15
Appendix A	Basis for NPS Strategies	19
Appendix B	Strategic Process and Team	23
Appendix C	External Environment	27
Appendix D	Internal Environment	29
Appendix E	Glossary of Initiatives	31



Section One

STRATEGIES FOR THE FUTURE

PURPOSE AND OVERVIEW

REASON FOR STRATEGIES FOR THE FUTURE

The National Park Service is charged with the management of the nation's most precious natural, cultural, historical, and recreational resources. These resources are inextricably woven into our national heritage, and they provide citizens the world over with invaluable opportunities for recreation, experiencing aesthetic beauty, historical reflection, cultural enrichment, and environmental education. It is the responsibility of those involved in park management and policy formulation to ensure the protection of the resources managed by the National Park Service. Yet, fulfilling this enormous responsibility is neither easy nor free of controversy.

The Four Corners Region encompasses one of the most important and fascinating collections of prehistoric cultural resources, sites, and artifacts in the world. The comprehensive protection and management of these resources, while promoting a solid economic base for the region, is a challenge faced by decision makers in both the private and public sectors. Within the area are twenty-one National Park System units, in portions of the four states, spanning three NPS regions.

There are many interests involved in this area: local, tribal, state, regional, national, and international concerns. As a result, there are many initiatives in the area. The three National Park Service regions have not had a clear overall strategy that analyzes the interrelationship and aggregate effect of these initiatives and their effects on decision making and priority setting among the NPS regions and the affected parks. This set of strategies will ensure a

consistent and thoughtful approach to cooperation with other interests in the area. The National Park Service needs to clarify park purposes and goals throughout the three regions. This focussed approach will improve resource protection, enhance visitor services and experiences, and enhance human resource development.

STRATEGIES FOR THE FUTURE PURPOSE

This is a disciplined effort to improve the effectiveness of the National Park Service by finding the best fit between NPS *aspirations* and the *realities* of existing and future environments. In short, this process aims to provide the park service with the capability to interpret its environment, estimate its power, and make the most of the possibilities at hand.

NPS Efforts in the Four Corners Area--Strategies for the Future is a result of a collaborative effort among park superintendents in the Four Corners area and staff from the Rocky Mountain, Southwest, and Western regional offices to ensure protection of resources while effectively managing for change. This document summarizes the process and results of that effort. These strategies have been prepared in response to, and in furtherance of, work of the Four Corners Heritage Council.

The purpose identified for this effort by park and program managers is:

To develop a clear, concise National Park Service position, vision, and policy upon which to set National Park Service program priorities in four areas:

- **tourism**
- **communication and education**
- **resource preservation**
- **NPS effectiveness**

A clear strategic vision will improve decision making and will provide a greater degree of success in implementing the proposed actions through an effective allocation of limited resources and effort. These strategies:

- give park and program managers a framework within which to respond to external and regional initiatives and projected trends;
- provide a road map of implementation strategies and actions that leads park and program managers to successful achievement of stated desired futures;
- provide a framework within which to identify critical skills or resources available and needed to set realistic objectives during programming and budgeting exercises; and
- serve as a clear, unified National Park Service statement, which elected officials may use to consider future local and regional actions.

No additional federal funds are available to implement the actions proposed in these strategies. The actions are to be accomplished within existing funding and staffing levels unless outside money is involved.

NPS Efforts in the Four Corners Area--Strategies for the Future has been approved by the regional directors of the Rocky Mountain, Southwest, and Western regions. It is a document that presents a dynamic process. The strategy elements, the "what needs to happen," will remain in effect through 1995. The action elements, the "how to accomplish the strategies," will be revised at least annually, based upon accomplishments and changing park needs, and internal and external environmental influences. An

annual status report documenting accomplishments needs to be prepared, along with a new action agenda for the subsequent year. The revised agenda will be approved by the three regional directors. Action items may be added at any time, with the concurrence of the three regional directors.



Section Two

DIRECTION SETTING: VISION AND DESIRED FUTURES

VISION

The best way to control the future is to create it. A vision statement is the first step in that process. It articulates a direction rather than a destination, and expresses values in terms of an ideal. It is the basis for strategic thinking and provides long-term guidance for the organization.

NPS VISION FOR THE FOUR CORNERS AREA

The National Park Service promotes a conservation ethic in the Four Corners area through leadership in:

- responsible tourism and tourism-related economic development
- communication and education
- resource preservation

and through

- National Park Service effectiveness

DESIRED FUTURES

Desired futures are broad conceptual descriptions of what the area could be like, based on the kinds of resource conditions and visitor experiences the National Park Service wishes to provide. Resource management conditions, visitor experiences, and administrative goals can all be expressed in the form of desired futures. Desired future statements describe desired ends; they are not specific solutions or means of accomplishing ends.

Listed below are the desired futures tied to the four elements of the vision.

Responsible Tourism and Tourism-Related Economic Development

- *Desired Future:* The National Park Service is a recognized partner for tourism and tourism-related economic development, while preserving resources and providing a diversity of high-quality visitor experiences.

Communication and Education

- *Desired Future:* Visitors to the region have access to an integrated, consistent, and coordinated "big picture" of the Anasazi*. Visitors are aware of the options available to them and can make decisions about how to best spend their time.

Resource Preservation

- *Desired Future:* The National Park Service promotes excellence in resource preservation and protection programs in the Four Corners area.

NPS Effectiveness

- *Desired Future:* Local communities and area residents understand and support the National Park Service mission in the Four Corners area.

* There is widespread disagreement on what to call the prehistoric Indian tribes of the Four Corners area. Until this disagreement is resolved, the NPS will continue to use the term Anasazi.



Section Three

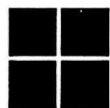
1993 STRATEGIES AND ACTIONS

The strategies were generated by people who participated in this process and who will be responsible for achieving the results. The priority strategies for 1993 are presented in this section.

Strategies for 1994 and beyond are presented in section four. The 1993 strategies are organized around the desired futures identified in section two and are presented with actions necessary to accomplish them, persons responsible for accomplishment, and target completion dates.

The strategies in both sections three and four (what needs to be accomplished to realize the identified desired futures) will remain in effect through 1995. The actions (how the strategies will be accomplished) will be reviewed annually to document accomplishments. Some actions to reach strategies identified as 1994 and beyond in section four may actually be accomplished before then. New action items to implement the strategies will be prepared annually, with the concurrence of the three regional directors.

A superintendent in the Four Corners area will serve as a coordinator to ensure consistent implementation efforts among the superintendents for the actions in section three. Mr. Larry Belli, Superintendent, Chaco Culture National Historical Park has volunteered for 1993. On the following tables some of the actions have individual superintendents indicated as lead under "persons responsible" for implementation. (A list of superintendents can be found on page 25.) Where only superintendent is listed, a superintendent will need to be designated as lead for implementation.



RESPONSIBLE TOURISM 1993 STRATEGY

DESIRED FUTURE: The National Park Service is a recognized partner for tourism and tourism-related economic development, while preserving resources and providing a diversity of high-quality visitor experiences.

1993 STRATEGY: Increase public awareness of the economic value of National Park Service areas.

Implementation Actions	Persons Responsible	Date
-Develop and provide economic data analysis to superintendents -Train superintendents/park spokespeople on how to interact with the media	ARD-communications (SWR), ARD-planning (WR), public information officer (RMR)	annually
-Expand Navajo area superintendents' biannual meetings with tourism councils to include all Four Corners superintendents	superintendents	completed 11/92
-Develop and present economic benefit programs to local communities, regional subgroups, and local media	superintendents, ARDs-operations	12/93
-Provide general audiovisual materials to superintendents for programs	regional public information officers, regional chiefs of interpretation	9/93
-Increase local awareness of benefits derived from NPS grants and assistance programs (i.e., Land and Water Conservation Fund, Historic Preservation Fund) and payment in lieu of taxes	superintendents, chiefs of assistance programs, regional chiefs of lands	ongoing



COMMUNICATION AND EDUCATION 1993 STRATEGY

DESIRED FUTURE: Visitors to the region have access to an integrated, consistent, and coordinated "big picture" of the Anasazi. Visitors are aware of the options available to them and can make decisions about how to best spend their time.

1993 STRATEGY: Provide, in partnership with Indian tribes and local communities, a systematic orientation of the area resources to visitors both before they leave home and once they arrive in the region.

Implementation Actions	Person Responsible	Date
-Establish partnership(s) with the tourism industry to develop and implement a marketing strategy and materials grounded in sound resource protection principles and in a strong conservation ethic for Four Corners sites	superintendents	12/93
-Develop and distribute an Anasazi culture orientation brochure	superintendents	12/93
-Develop and distribute a list of interpretive videos available to chambers of commerce and convention and visitor bureaus	superintendents, public information officers	ongoing
-Join in with proposed NPS visitor services data base by developing appropriate material on Four Corners parks and sites	public information officers	ongoing
-Develop a federal land manager/tribal communication and coordination group, formalized with a memorandum of understanding	superintendents, Utah state coordinator	12/93
-Develop a comprehensive Anasazi culture training manual and training program for all Four Corners interpreters	superintendents (Heyder, Belli, Cooper)	12/93
-Invite local community representatives to existing NPS training programs -Provide instructors and training materials to other agencies, local communities and tribes and use their materials and personnel	superintendents, regional training officers	12/93
-Develop and distribute multi-park media	superintendents (Belli, Wyatt, Eury)	9/93



RESOURCE PRESERVATION 1993 STRATEGY

DESIRED FUTURE: The National Park Service actively participates in and promotes excellence in resource preservation and protection programs in the Four Corners area.

1993 STRATEGY: Develop a system to establish priorities for research and resource preservation and protection.

Implementation Actions	Persons Responsible	Date
-Organize and conduct joint meeting of park and regional staff to identify needs and establish inter-region program priorities	ARDs-resource management, superintendents, park resource management specialists	9/93
-Set regional program budgets to meet overall Four Corners program priorities	ARDs-resource management	9/93
-Determine Four Corners park needs and develop marketing strategies to obtain funding from alternate sources	superintendents, ARDs-planning, regional director	12/93
-Prepare joint program to train apprentice ruins stabilization specialists	superintendents (Belli, Heyder)	12/93
-Continue ARPA joint efforts between regions	regional protection chiefs	ongoing
-Explore possibilities and develop a proposal for multi-park GMP effort	superintendents, regional chiefs of planning	12/93

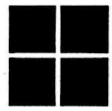


**NPS EFFECTIVENESS
1993 STRATEGY**

DESIRED FUTURE: Local communities and area residents understand and support the National Park Service mission in the Four Corners area.

1993 STRATEGY: Assure that NPS speaks with a common voice on management issues, legislative agendas, resource protection matters, budget, etc.

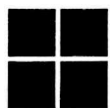
Implementation Actions	Persons Responsible	Date
-Initiate regularly scheduled, agenda-driven, interregional meetings	ARDs-planning	3/93
-Prepare annual updates of strategic plan implementation actions	regional chiefs of planning	ongoing
-Develop NPS Four Corners information clearinghouse to share information on management, resources, legislative, and other issues	regional chiefs of planning and regional legislative coordinators	9/93
-Coordinate legislative programs, strategies and management positions affecting the Four Corners area between the three regions	ARDs-planning, regional legislative coordinators	9/93
-Identify existing and needed nongovernment organization to share ideas and develop partnerships for resource stewardship	superintendents, regional directors	ongoing



Section Four

1994 AND BEYOND STRATEGIES AND ACTIONS

These strategies and actions will be used as a basis for development of future priority action programs. Some of the actions may be accomplished in 1993 as the 1993 priorities are met and as time and funding allows.



RESPONSIBLE TOURISM 1994 AND BEYOND STRATEGIES

DESIRED FUTURE: The National Park Service is a recognized partner or tourism and tourism-related economic development, while preserving resources and providing a diversity of high-quality visitor experiences.

STRATEGY	IMPLEMENTATION ACTIONS	PERSONS RESPONSIBLE
Establish partnerships between NPS and organizations that market Four Corners resources/attractions	-Focus NPS efforts at local level, superintendents develop relationships with local travel, and tourism organizations	superintendents
	-Newsletter or electronic mail (weekly/monthly) of activities calendar with current and upcoming events -- cooperate with Four Corners Tourism Council	public info officers
Provide assistance to entrepreneurs in evaluating potential tourism enterprises within or outside of the parks that could affect NPS areas	-Develop and make available information on appropriateness/compatibility criteria used by the NPS to evaluate projects and an awareness of developments' impacts on park boundaries	superintendents, ARDs-planning
Work with regional tourist organizations to improve the quality of the information they have available on NPS areas	-Develop relevant, timely information for tourist organizations to use (data base of basic information on Four Corners parks related to each park's visitor needs) -Produce basic copy on Four Corners parks and give to area papers for inserts	public information officers
Work with landowners and developers adjacent to park units	Discuss proposed land use changes and developments adjacent to park units to assure that protection of park values is considered	superintendents, ARDs, assoc RD-resource management
Assist tribes with tourist-related economic enterprises	-Assist in preparation of economic development plans with tribes	superintendents



COMMUNICATION AND EDUCATION 1994 AND BEYOND STRATEGIES

DESIRED FUTURE: Visitors to the region have access to an integrated, consistent, and coordinated "big picture" of the Anasazi and are aware of the options available to them and can make decisions about how to best spend their time.

STRATEGY	IMPLEMENTATION ACTIONS	PERSONS RESPONSIBLE
Develop and implement a comprehensive education outreach program for region schools	-Develop common/consistent educators' guides and training programs for teachers, using the Utah guide as an example	superintendents
	-Participate in teacher in-service and orientation training programs	superintendents
Develop training programs for tribes and local communities to develop interpretation techniques	-Arrange for long-term exchange assignments (1 year) between NPS and other agencies -Develop joint training programs -Provide NPS training/certification of Indian guides through local community colleges	regional training officers, ARDs-administration



RESOURCE PRESERVATION 1994 AND BEYOND STRATEGIES

DESIRED FUTURE: The National Park Service promotes excellence in resource preservation and protection programs in the Four Corners area.

STRATEGIES	IMPLEMENTATION ACTIONS	PERSONS RESPONSIBLE
Develop or improve ways of sharing information/resources and personnel among parks, regions, and other resource management agencies	-Encourage temporary details within NPS or between other agencies	ARDs-resource management, superintendents
	-Develop a system to match data and research needs with available skills (personnel)	ARDs-resource management
Incorporate views of tribes in identifying and managing special resource values	-Invite tribal representatives to joint meeting to establish priorities	ARDs-resource management
	-Establish a funding source to support cross-cultural resource information exchange (e.g., temporary exchange of personnel, training, consultation)	ARDs-resource management
Improve coordination between regions on resource preservation policies, procedures and issues	-Develop joint or compatible policies and procedures (e.g., American Indian consultation or repatriation) -Organize joint park consultation meeting with tribes to lessen the meeting burden on both the tribes and the parks	ARDs-resource management, superintendents

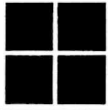


NPS EFFECTIVENESS 1994 AND BEYOND STRATEGIES

DESIRED FUTURE: Local communities and area residents understand and support the National Park Service mission in the Four Corners area.		
STRATEGY	IMPLEMENTATION ACTIONS	PERSONS RESPONSIBLE
Support and encourage all park staff to be an integral part of communities	-Review authority that would allow NPS payment of organization dues, to encourage NPS employees' active involvement in community organizations	ARDs-administration
	-Encourage staff to live in the community; advertise positions (when feasible) without park housing -Encourage/support participation in organizations that benefit the community	superintendents
	-Encourage park programs or activities that promote community involvement (e.g., high school interns) -Support community/organizational meetings and events in the park within financial capabilities	superintendents
Help NPS personnel understand values that local communities attribute to resources.	-Incorporate local community/area history summaries as part of park employee orientation (both seasonal and permanent employees)	superintendents
Maintain consistent and coordinated consultation with the tribes	-Develop and provide parks with consistent regional consultation plans, procedures, and guidelines -Develop MOAs with various tribal groups (agency or interagency) on consultation procedures (one in each region)	ARDs-resource management
	-Initiate regular management awareness sensitivity sessions on cross-cultural issues	regional training officer, equal opportunity officer
Assure full participation of American Indian tribes in NPS operation/programs	-Use local hiring authorities to achieve affirmative action goals (provide clarification and summary of authorities that exist)	superintendents
	-Provide clarification and summary of existing hiring authorities	ARDs-administration
	-Support tribal participation in park programs/events	superintendents



APPENDICES



Appendix A BASIS FOR NPS STRATEGIES

The National Park Service celebrated its 75th anniversary in 1991. One of the activities was a 75th Anniversary Symposium. The park service chose that event to dedicate itself to improving its future and the future of the invaluable resources for which it is responsible, rather than to merely celebrate its past. Throughout the nation, individuals from both the public and private sectors stepped forward to contribute to the 75th Anniversary Symposium. At the core of this effort was a working congress tasked with reviewing the problems and challenges confronting the National Park Service, and then developing and deliberating over recommendations for confronting those problems and challenges. Many of those recommendations, presented in *Our National Parks: Challenges and Strategies for the 21st Century, Report and Recommendations to the Director of the National Park Service from the Steering Committee of the 75th Anniversary Symposium*, are referenced in the Four Corners area strategies.

If the National Park Service is to adequately meet the challenges before it, management must be guided by a clear sense of its mission. The 75th Anniversary Symposium Steering Committee developed the following mission and objectives:

The mission of the National Park Service should be to preserve, protect, and convey the meaning of those natural, cultural, and historical resources that contribute significantly to the nation's values, character and experience.

Service to this mission and implementation of reforms and initiatives stand on core strategic objectives that serve as the pillars of the policies and management of the nation's parks system. The strategic objectives promote the underlying purposes and responsibilities of the National Park Service and the nation's park system.

Resource Stewardship and Protection: The primary responsibility of the National Park Service must be protection of park resources from internal and external degradation.

Access and Enjoyment: Each park unit should be managed to provide the broad spectrum of people that constitutes the public with access to, and enjoyment of, the lessons contained in each park, while minimizing impairment of those unique park attributes that embody that unit's contribution to the National Park System.

Proactive Leadership: The National Park Service must be a leader in local, national, and international park affairs, actively pursuing the mission of the National Park System and assisting others in protecting their park values.

Science and Research: The National Park Service must engage in sustained programs of natural, cultural, and social science research aimed at creating and using the information needed to meet the objectives of its mission.

Professionalism: To meet its mission, the National Park Service must create and maintain a highly professional organization and work force of career employees.

The establishment of a Strategic Planning Office in January 1992 is a result of recommendations from the 75th Anniversary Symposium. It creates a focus for strategic thinking that will involve every segment of the National Park Service and its cooperators in the public and private sectors. The National Park Service's strategic plan will be a dynamic framework, updated annually, which will address the NPS mission, a vision of how the organization will look when it is achieving its full potential, basic strategies, time frames, costs, and responsibilities. The plan will redirect policy, legislative, budget, and operating activities as appropriate, and place special emphasis on public/private partnerships in strategy implementation.

The 21st Century Task Force reported similar conclusions in the April 1990 *A Report Back to the 21st Century Respondents*. Recommendations concerning NPS roles were divided under six themes. Those relating to the Four Corners area have been reproduced below.

■ The National Park Service as a STEWARD of the nation's premier natural, cultural, and recreational resources needs to greatly expand its knowledge of ecological systems as a basis for preserving resource values in the face of accelerating environmental changes in the twenty-first century. This role will require the park service to:

Complete baseline inventories of the cultural and natural resources of the system.

Develop servicewide programs of research necessary to manage cultural and natural resources and visitor use.

Institute long-term monitoring of natural and cultural resources to document change.

Approach natural and cultural resource management from an ecosystem perspective, working cooperatively with others to study and protect resources outside park boundaries as necessary.

■ The National Park Service as a LEADER needs to strongly assert its role as a global conservation advocate. As a leading conservation agency, the park service should:

Research and develop effective processes and techniques that can be applied to management of cultural, natural, and recreational resources throughout the nation and the world.

Invigorate national programs aimed at environmental education and strengthening the conservation ethic.

■ The National Park Service as an EDUCATOR needs to actively promote an environmental ethic by increasing the public's knowledge of the major environmental and conservation issues of the twenty-first century. To accomplish this purpose the park service must:

Develop innovative approaches for communicating environmental principles to visitors having a great variety of backgrounds.

Promote environmental education in schools through on-site and off-site programming.

■ The National Park Service as a PARTNER needs to join forces with other agencies and organizations involved with resource conservation on a local, national, and international level, recognizing that the complex issues of the twenty-first century will

require a united effort. To strengthen its effectiveness through cooperation with others, the park service should:

Work with public and private partners to protect and manage the integrity of ecosystems.

Cultivate cooperative relationships with park neighbors to foster open communications, provide mutual support, and address concerns.

Increase assistance to governments and groups involved in the preservation and use of natural, cultural, and recreational resources outside park boundaries.

Promote partnerships with other park and recreation managers for purposes of interagency planning, providing a range of appropriate activities, and ensuring compatible management.

Identify and communicate the economic value of parks to local communities as well as the need for park managers and community residents to work together to protect the resources that attract visitors.

Work cooperatively with others to develop innovative marketing tools and techniques to enhance tourism and tourist services.

■ The National Park Service as a HOST needs to recognize the changing nature of park visitors and to adapt programs and facilities to accommodate them. To continue providing high-quality visitor experiences and appropriate services into the twenty-first century, the park service should:

Maintain an atmosphere in which visitors can be inspired by the values the parks were established to preserve.

Provide prospective visitors with adequate trip-planning information to help ensure that their expectations are realistic and lead to enjoyable and environmentally sensitive park experiences.

■ The National Park Service as an ORGANIZATION needs to invest in itself -- in its natural and cultural resources, services, programs, people, and facilities -- to ensure its effectiveness in meeting the challenges of the twenty-first century. Specifically, it must:

Bring funding up to the level needed to accomplish its responsibilities and meet national standards.

Foster management characterized by flexibility, accountability, consensus, and informed strategic planning.

What rightfully distinguishes the National Park System from other providers of aesthetic, cultural, environmental, and historical experiences and makes it the appropriate focus of a unique status and management philosophy?

The answer lies in the link between the units of the National Park System and those traits of environment, wilderness, landscape, history, and culture that bind Americans together as a distinct people. The units of the National Park System should constitute the sights, the scenery, the environments, the people, the places, the events, and the conflicts that represent elements of shared *national* values, identity, and experience -- what can be called a national character -- drawn from the diversity that is this nation's heritage. Just as it is the responsibility of the National Park

System to protect and nurture resources of significance to the national character, so must it convey the meanings of those resources -- their contributions to the nation -- to the public, in a continuing process of character building.

The National Park Service does not function in a political or institutional vacuum; it must deal with other parts of the executive branch, with Congress, with foreign, tribal, state, and local governments, with interest groups, and with the publics. A clear understanding of the mission and strategic objectives of the National Park Service provides a foundation from which managers can make informed decisions that will lead the National Park Service into the next century.



Appendix B STRATEGIC PROCESS AND TEAM

This document records the results of a thought process that builds consensus among participants, assures logic and consistency in proposals, and provides defensible rationale in decision making. The steps listed and defined below are shown on the Strategic Process flow chart. It is shown as a linear process, but each step feeds forward and backward. The completion of one step helps to better define and revise information in previous steps, as well as form the basis for defining the next step.

1. Scan the external environment.

Listing, and judgement of, alternative outcomes of existing trends and initiatives, as well as speculation about emerging developments (e.g., mandates, threats, interest groups). Specifically, it focuses on impacts and opportunities.

2. Scan the internal environment.

An NPS self-assessment of its human, financial, technological, and structural/informational capacities and potentials (staff, present strategies, desired futures, etc.). Specifically, it focuses on the organization's strengths and weaknesses.

3. Direction setting: NPS Four Corners area vision and desired futures.

The strategic process is embedded within a vision that provides guidance for the organization. Direction setting renders the vision concrete in terms of defining desired futures.

4. Identify strategies and actions necessary to achieve the vision and desired futures.

The strategies and actions to reach the desired futures and vision have been identified. The responsibility for accomplishment of each item has been assigned, with a corresponding time frame for completion.

This strategic effort for the Four Corners area is grounded in mission, strategic objectives, and many of the findings and recommendations contained in reports from 75th Anniversary and 21st Century Task Force steering committees.

NPS Efforts in the Four Corners Area--Strategies for the Future was developed from information generated at two workshops. The first in Denver, Colorado, on April 21 and 22, 1992, identified a study area and the internal and external environmental factors affecting NPS programs and operations in that area. Purpose, NPS vision, desired futures, and challenges to achieving those desired futures were developed. Team members met again June 8 and 9, 1992, in Durango, Colorado, to refine the information from the first meeting and develop actions necessary to achieving the desired futures. They established the criteria for setting program priorities and defined the implementation strategy and evaluation criteria. The final priority setting session was September 29, 1992, in Farmington, New Mexico. Prior to approval, the draft document was reviewed by the twenty-one parks in the study area and the three NPS regions.

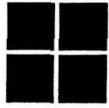
The team for this effort included:

Superintendents:

Lawrence A. Belli, Chaco Culture National Historical Park
Charles Cartwright, Hovenweep National Monument
Steve Chaney, Natural Bridges National Monument
Barry C. Cooper, Aztec Ruins National Park
Gary T. Cummins, Petrified Forest National Park
Walt Dabney, Canyonlands National Park
John H. Davis, Grand Canyon National Park
Reed E. Detring, El Morro National Monument
Douglas E. Eury, El Malpais National Monument
Anna M. Fender, Navajo National Monument
Sam Henderson, Sunset Crater National Monument, Walnut
Canyon National Monument, and Wupatki National Monument
Robert C. Heyder, Mesa Verde National Park and Yucca
House National Monument
John O. Lancaster, Glen Canyon National Monument and
Rainbow Bridge National Monument
Charles Lundy, Capitol Reef National Park
Noel Poe, Arches National Park
Charles D. Wyatt, Hubbell Trading Post National Historical Park
Herbert T. Yazhe, Canyon de Chelly National Monument

Other Team Members:

Adrienne B. Anderson, Regional Archeologist, Rocky
Mountain Region
Douglas D. Faris, Assistant Regional Director, Planning,
Southwest Region
Jan Harris, Planner, Denver Service Center (facilitator)
Peggy Lipson, Chief Division of Planning and
Compliance, Rocky Mountain Region
Neil Mangum, Regional Historian, Southwest Region
Ben Moffett, Public Information Officer, Rocky Mountain Region
David Ruppert, Regional Ethnographer, Rocky Mountain Region
Michael D. Snyder, Associate Regional Director, Planning and
Assistance, Rocky Mountain Region
Christine L. Turk, Chief Branch of Compliance, Rocky
Mountain Region



Appendix C EXTERNAL ENVIRONMENT

Successful management requires the systematic identification and analysis of trends and events. Then realistic goals can be set, specific strategies can be created, and initiatives can be managed effectively. The team identified existing initiatives that influence National Park Service operations in the Four Corners area. They are divided below into three areas: tourism and tourism-related economic development, communication and education, and resource preservation.

INITIATIVES	POTENTIAL IMPACT ON NPS OPERATIONS
TOURISM AND TOURISM-RELATED ECONOMIC DEVELOPMENT	
<i>New Areas/Expansion</i> <ul style="list-style-type: none">-Proposed legislation for Escalante National Park Study-Hovenweep NM/Goodman Point Proposal of Boundary Adjustment and establishment as a separate national monument-Yucca House Donation/Boundary legislation-Anasazi National Monument Study-Nancy Patterson Site (east of Blanding, UT) -- potential new area study-Trail of the Ancients-Pueblo Trail (formerly Massau Trail)-Chaco Outlier System-Georgia O'Keeffe Study of Alternatives	Each of these initiatives involves an expansion of National Park Service operations in the Four Corners area. Additional sites representing the Anasazi culture would be added to the National Park System. Most of these actions would require increases in park operating funds and staff. Interpretive activities could increase. Archeological Resource Protection Act (ARPA) costs would be increased. Intergovernmental agreements might need to be expanded to reduce duplication between agencies.
<i>Tourism- Related</i> <ul style="list-style-type: none">-Intermodal Surface Transportation Act-Scenic Byways Program (USFS, BLM, and some states)-Utah Heritage Sites (natural, historic, or cultural)-Ute Mountain Ute Study-Navajo Nation department of tourism -- offers Indian guides at Monument Valley and would like to offer more-Potential Navajo-operated visitor center for Chaco sites	Each of these initiatives is designed to encourage and promote tourism within the Four Corners area. Some of the initiatives have the potential to direct tourism. Increased visitor use may require additional operational funding for staff and maintenance. Should visitation increase substantially, the present visitor experience could be altered because of increased crowding. The potential exists to "open up" previously inaccessible areas to public use.

INITIATIVES	POTENTIAL IMPACT ON NPS OPERATIONS
COMMUNICATION AND EDUCATION	
<p><i>Cooperation</i></p> <ul style="list-style-type: none"> -Four Corners Heritage Council -Draft Interior Agreement with Four Corners Heritage Council -Hovenweep Cooperative Management Strategies -Four Corners Governors' Conference - June 19-21, 1990 -Wirth Seminar, Anasazi Historical Treasures - August 5, 1991 -Friends of Mesa Verde -Joint Cedar Mesa Initiative 	<p>There is a great deal of interest in cooperative resource preservation and tourism efforts in the Four Corners area. NPS is being asked to be an active participant in these efforts. There is an opportunity to leverage NPS funds through cooperative efforts, however, any involvement would require commitment of additional funding and staff, or diversion of existing funding and staff. This could encourage searching for new sources of outside funding. It could also change the way NPS regions program their money.</p>
<p><i>Indian Relations</i></p> <ul style="list-style-type: none"> -Native American Graves Protection and Repatriation Act (NAGPRA) requires consultation with tribes and possible return of artifacts -Sacred Indian sites protection/management strategies -- cooperatively prepared between Indians and NPS -Indian Involvement in Four Corners Heritage Council -- assure that Navajo/Ute/Paiute/and pueblo concerns are incorporated -SHPO helps tribes set up their own historic preservation offices (section 36) 	<p>Potential to increase communication and coordination with the Indian tribes and pueblos, to adequately preserve and protect Indian concerns.</p> <p>NAGPRA involves large financial and time commitments. It is often difficult to determine who can speak for individual tribes.</p>
RESOURCE PRESERVATION	
<ul style="list-style-type: none"> -Chaco Archeological Protection Site System -- 33 areas in New Mexico and Arizona -- interpretation/education/protection -Archeological Resource Protection Act interagency task force -Archeological Conservancy proposed legislation to establish the Northern Anasazi Historical Park 	<p>These initiatives provide the mechanism to protect sites and be proactive to ensure the future preservation of sites. The National Park Service must provide the commitment, funding, and staff to implement these legislative directives.</p>



Appendix D

INTERNAL ENVIRONMENT

The National Park Service has great strengths -- and it has major problems. Without question, its greatest strength is its employees. Beyond the energy and dedication of its employees, the second great strength of the park service is the quality of the cultural, historical, and natural resources under its management. These resources are the foundation of the broad base of public support for the park service, and they are the source of the natural inclination to look to the park service to manage new resources that might warrant protection.

The first section to follow briefly discusses the strengths the team believes the park service exhibits within the Four Corners area. The second section discusses some areas in which the park service currently operates, but which could be improved to increase effectiveness.

NPS STRENGTHS

Interpretation -- Face to Face

The units of the National Park System have an important story to tell -- a story that is interesting, instructive, and inspiring. The National Park Service has an outstanding international reputation for the quality of its interpretive programs. This has been, and continues to be, one of the great strengths of the park service. This personal contact continues to generate great public support for the National Park Service.

Education

The quality of materials and programs available for educational purposes is exceptional. Parks in the Four Corners area support

state archeological preservation week activities, and their staffs have produced a teachers' guide for Utah, and have sponsored teacher workshops in Colorado. However, there are many unfulfilled opportunities to do far more than current funding supports.

Planning -- Design and Management and Commitment to Planning

The NPS is committed to long-range planning for units of the National Park System. Proposed management actions and development are grounded in park purposes as defined in their establishing and subsequent legislation. The NPS has adopted sustainable design as the guiding principle for park planning and development. By definition, this means meeting present needs without compromising the ability of future generations to meet their own needs. In practice, sustainable design minimizes the short- and long-term environmental impacts of development activity, through resource conservation, recycling, waste minimization, and the use of energy-efficient and ecologically responsible materials and techniques for construction.

Law Enforcement

Rangers with law enforcement responsibilities complete rigorous training at the Federal Law Enforcement Training Center (FLETC) prior to receiving their commission. This commitment to both initial and continued training gives NPS the tools to provide effective enforcement within the units of the National Park System. Park rangers are charged with enforcing ARPA requirements.

Provide Quality Visitor Experience

The National Park Service does an outstanding job of providing quality visitor experiences in physical settings, in which the designed facilities blend closely with the natural and cultural

resources. The productive partnership between the NPS, cooperating associations, and concessionaires is key to this success.

Recognized Leader in Management and Resource Preservation

NPS is a recognized expert in prehistoric ruins stabilization activities and archeological research. The park service provides training and information on all aspects of the management, conservation, and preservation of natural and cultural resources to professionals throughout the world. The NPS is a key participant in activities in the Four Corners area (e.g., Colorado Plateau Workshop and the ARPA Interagency Task Force). The park service provides cross-cultural training, as well as training in understanding and communication, resource protection, stabilization skills, and ARPA through FLETC.

Outreach – Technical Assistance/Grants

The National Park Service historic assistance program provides technical assistance in planning, restoration, and preservation of cultural resources. It also administers grant programs and the Land and Water Conservation Fund. The recreation assistance programs provide help to communities on rivers and trails, and recreation planning. No other agency in the federal government provides this kind of assistance to encourage historic preservation and recreation facility development.

NPS WEAKNESSES

Marketing Themselves or Systems/Programs

The park service generally does not promote its expertise or success stories to the public or to other agencies. No vehicle exists for the park service to share the research information it gathers or the innovations it creates. This reluctance to market its strengths results in the park service not receiving credit for some of its accomplishments.

Complacency

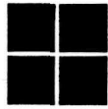
The park service is one of the world's recognized leaders in conservation and preservation. The pressure to catch up to or surpass, another agency or organization in this field is not there to help foster new and creative thinking. Creative thinking requires taking risks in an agency that does not encourage risk-takers and is not tolerant of failures. Encouragement and reward are needed to stimulate and encourage new ideas.

Human Resources – Recruitment, Training, Management Development

The park service is finding it increasingly difficult to attract and retain high-quality employees. The private sector can offer more lucrative proposals to potential candidates, and in many cases other federal agencies can offer higher pay scales for comparable positions. There are not sufficient funds to adequately train personnel in much more than in the required enforcement, safety, and contracting areas. Managers are often given the responsibility, without the authority or financial ability, to implement programs.

Lack of Coordinated Legislative Effort

Each piece of legislation introduced for the park service is thought of independently. Consideration must be given to the cumulative effect of legislative directives, as well as overall objectives for larger areas or regions of influence. Coordination between regions could improve the effectiveness of the legislative effort.



Appendix E

GLOSSARY OF INITIATIVES

Listed below are short descriptions of the initiatives in the order discussed in section two.

TOURISM AND TOURISM-RELATED ECONOMIC DEVELOPMENT

■ **Proposed legislation for Escalante National Park Study**

■ **Hovenweep NM/Goodman Point Proposal of Boundary Adjustment and Establishment as a separate National Monument** -- It has been proposed that the Goodman Point Unit be designated as a separate national monument from Hovenweep. It has also been proposed that the present 142.08 acres of the Goodman Point Unit at Hovenweep National Monument, Colorado, be expanded by an additional 623.27 acres, to include about 326.97 acres of private lands and 296.30 acres of public lands, managed by the Bureau of Land Management. These lands contain Anasazi ruins dating from the late 1100s. The area is considered one of the prehistoric regional centers for the Montezuma Valley and the entire northern San Juan Anasazi. Goodman Point is different from other Hovenweep units in that it includes large pueblos rather than the canyonhead sites generally associated with Hovenweep. Should the expansion occur as proposed, Goodman Point Unit would total about 765.35 acres.

■ **Yucca House Donation/Boundary legislation** -- S 2397 was introduced by the administration during the 102nd Congress. The bill would expand Yucca House National Monument from its present 9.6 acres to 33.87 acres, through a private donation to the

National Park Foundation, and subsequent transfer to NPS. The proposed additional acreage contains portions of the Yucca House ruins as well as an opportunity to provide for visitor use and management activities (research, visitor parking, visitor contact facility). Capital improvement expenditures are estimated at \$2.5 million, with annual operating expenses of approximately \$100 thousand.

■ **Anasazi National Monument Study** -- In 1988, Congress directed the NPS to evaluate alternatives for establishing an Anasazi National Monument in southwest Colorado. The study was completed and transmitted to the Department of the Interior in November 1989. In May 1990, the Department transmitted the study to Congress. The study was a cooperative effort between NPS, BLM, USFS, and the state of Colorado, and was limited to southwestern Colorado. Twenty-one sites were evaluated in detail and five alternatives were proposed: Establish a Northern Anasazi National Park; Establish a Northern Anasazi Cultural Reserve; Establish a Northern Anasazi Conservation Area for BLM-and USFS-administered sites; Develop an Anasazi Cultural Heritage Partnership; and Foster a Southwestern Colorado Tourism Marketing Partnership.

■ **Nancy Patterson Site** -- The Nancy Patterson site is a large pueblo that was used many years, and which is just north of Hatch Trading Post in Montezuma County, Utah. Brigham Young University conducted extensive fieldwork of the site, and initiated interest in potential addition of the site to the National Park System. At the request of Utah Congressman Bill Orton, the National Park Service prepared a workload analysis for preparation of a special resource study.

■ **Trail of the Ancients** -- A commission has been proposed to recommend routes and encourage designation of a trail in

southwest Colorado connecting with Utah's Trail of the Ancients and New Mexico's Massau Trail. The trail would be a vehicular tour route along public roads, linking historic, cultural, natural, scenic, and recreational sites in southwest Colorado.

- **Pueblo Trail (formerly the Massau Trail)** -- This trail comprises designated and signed highway routes connecting heritage sites in New Mexico. In the future, could be connected to the Trail of the Ancients.
- **Chaco Outlier System**
- **Georgia O'Keeffe Study of Alternatives**
- **Intermodal Surface Transportation Efficiency Act of 1991** -- Provides a funding source for roads, trails, visitor centers, and transportation research. It could provide access to many areas that were previously inaccessible.
- **Scenic Byways Programs (Forest Service, Bureau of Land Management, some states)**
- **Utah Heritage Sites**
- **Ute Mountain Ute Study** -- Congress directed NPS to work closely with the Ute Mountain Ute Tribe to identify tourism-related economic opportunities for the tribe. The process has narrowed the enterprise options to those related to operations and tribal development and activities on Soda Point, immediately south of Mesa Verde National Park. It provides some evaluation of tribal casino plans. Ideas for the Ute Mountain Tribal Park include developing a visitor center and motion picture film set. The draft study evaluates only the economic feasibility of the alternatives and does not make recommendations.

- **Navajo National Tourism** -- The Navajo Tourism Department prepared this plan to identify the obstacles that need to be overcome to increase tourism-derived revenues. These are: lack of infrastructure, accommodations, goods and services, and a business environment that enhances tourism.

- **Potential Navajo-operated visitor center for Chaco sites**

COMMUNICATION AND EDUCATION

- **Four Corners Heritage Council** -- Established as the primary recommendation of the Four Corners Governors' Conference to create a partnership among area agencies, Indian tribes, local communities, and private sector interests. The main goal of the council will be to establish a comprehensive and coordinated approach to improved cultural resource management, public involvement and education, interpretation, research, tourism promotion, and working with private landowners. The first meeting of the council was March 24-25, 1992. The four governors have signed an agreement supporting the council, and have each pledged \$10,000 annually to help support the council's activities.

- **Interior Agreement with Four Corners Heritage Council** -- The purpose of this agreement is for the U.S. Department of the Interior (through the Bureau of Land Management and the National Park Service) to enter into a cooperative effort, for the purpose of coordinating the management, protection, and promotion of the outstanding cultural and heritage resources of the Four Corners area. Through the agreement, NPS and BLM will subsidize \$20,000 annually (\$10,000 each agency) of the Four Corners Heritage Council operation costs. An agreement has been signed by the four governors and the Department of the Interior.

■ **Four Corners Governors' Conference -- June 19-21, 1990 --**

The conference was held to create a vision for the rich cultural heritage of the Four Corners area. The central recommendation of this conference called for the permanent establishment of a Four Corners Heritage Council, representing a partnership among area agencies, Indian tribes, local communities, and private sector interests.

■ **Hovenweep Cooperative Management Strategies**

■ **Wirth Seminar, Anasazi Historical Treasures -- August 5, 1991 --** Public forum hosted by Senator Tim Wirth and attended by 200-250 people. Presentations were made by Representative Ben Nighthorse Campbell, Michael Snyder-NPS, Sally Wisely-BLM, Stewart Udall-former Secretary of the Interior and Chairman of the Archeological Conservancy, and Ken Francis-Fort Lewis College. A majority of the participants favored increased protection and recognition of Anasazi resources, however, opinions on how this should be accomplished varied greatly. Support was expressed for a new national park and an Anasazi Heritage Council. Most of the concerns centered around landowner rights and possibilities of condemnation.

■ **Friends of Mesa Verde --** It is the purpose of the Friends of Mesa Verde to aid, encourage, help initiate, or carry out, certain fund-raising and philanthropic activities that are intended to benefit the historical, scientific, and educational activities of Mesa Verde National Park. Donations received by the Friends of Mesa Verde will be used for the construction, renovation, development, and expansion of a new visitor center and museum, research and storage facility, and interpretive exhibits at Meas Verde, and to aid the historical, scientific, and educational activities at Mesa Verde National Park.

■ **Joint Cedar Mesa Initiative**

■ **Native American Graves Protection and Repatriation Act (NAGPRA)**

RESOURCE PRESERVATION

■ **Chaco Archeological Protection Site System**

■ **Archeological Conservancy Proposed Legislation --** To establish the Northern Anasazi National Historical Park, to establish a national conservation area for the Anasazi sites and for other purposes, to establish an Anasazi Research Center, and to create a Trail of the Ancients commission. The latest available draft is dated 3-22-91. Present status of the legislation is unknown.

■ **Utah Interagency Task Force --** The Utah Interagency Task Force is a long-standing, multiple agency task force of state and federal agencies working together to encourage historic preservation, prevent vandalism, and disseminate information throughout the state.

NPS D-116a

