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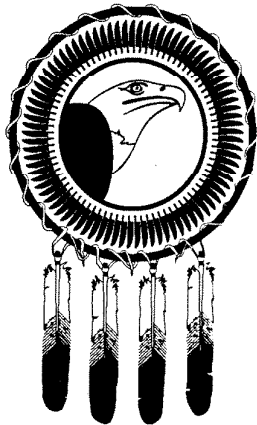
*Tourism Development for American Indians in Arizona:
The Potential for State Involvement*

by

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EXECUTIVE SUMMARY

Tourism is being explored by many tribes in Arizona as a tool for economic development. However, given their limited financial and marketing resources, there is a great need for outside actors to support the tribes in their development efforts, especially the State government.

Despite the legal separation of the State and the reservations, both can benefit from increased cooperation. The tribes can benefit from the State's technical knowledge in developing infrastructure and facilities and from its marketing expertise in promoting tourism attractions. Benefits to the State include the increase in off-reservation expenditures generated by tourists visiting the reservations, and the general expansion of its reputation as a tourist destination.

Assistance programs that have proved most effective in other states are those that have avoided legal issues of tribal sovereignty and jurisdiction. Examples of such policies include the provision of seed money and donation of buildings or land for a development initiative. Another effective policy is the institution of an 'Indian Coordinator' to act as a liaison with other state, federal and private organizations, and trigger new initiatives and cooperative efforts.

In Arizona, just as in other states, there is a need to improve communication channels among tribes and State agencies. A number of the tribes, especially the smaller, more rural communities, appear to mistrust State intentions. At the same time, State officials voice frustration at the minimal level of tribal response to their initiatives.

RECOMMENDATIONS: The State of Arizona can divide its efforts among three of its agencies - the Departments of Tourism and Commerce, and the Commission

for Indian Affairs. Each agency must first improve its working relationship with the tribes. Because of poor communication, the tribes are not making use of existing programs offered by the agencies, and the agencies therefore become unwilling to expand their efforts. An initial public act of 'reconciliation' to demonstrate the good intentions of a state has often proved worthwhile - especially if on the initiative of the governor's office or legislature. Next, each department should consider effective means of expanding its programs to meet the unique needs of the reservations.

The Department of Tourism should consider a new tourism appeal for Arizona. Currently Arizona is the 'Sunshine State' its outdoors appeal based primarily on golf and hiking. Instead, Arizona could become a state renowned for the variety of its recreation attractions from fishing to rodeos, and the richness of its American Indian culture and history.

First Priority:

- Initiate an effective outreach effort by the Government Liaison Officer to the tribes to assure them of their role in Arizona's future tourism initiatives.

Other Priorities:

- Maintain an updated inventory of attractions;
- The state vacation guide should have more extensive representation of the American Indian culture;
- American Indian interests should be more aggressively promoted at trade fairs and symposiums.

The Department of Commerce can play an important role in linking the reservations with potential private developers and venture capital firms. It should also be more aggressive in assisting the tribes understand the myriad of federal and state programs available and assist in tying up available funds.

- Create an 'Indian Desk' to handle these liaison and initiative-taking efforts.

The Arizona Commission for Indian Affairs can play a much more aggressive role in supporting and promoting the tribes via inter-tribal coordinated efforts as well as tribal-state cooperative efforts.

First Priority:

- The Commission should be held accountable to specific goals established with the tribes.

Other Priorities:

- Coordinate inter-tribal tourism development by encouraging the more sophisticated tribes to advise the less-sophisticated.
- Suggest inter-tribal tourism development and promotional efforts such as joint promotional materials or tours.
- Lobby for tribal interests at the Interagency Economic Coordinating Council.

The Executive Office of the Governor has unlimited potential to affect change in the attitudes and performance of all state departments servicing American Indian needs.

- Execute a public act of support in recognition of the important role of the tribes in the state's tourism effort.
- Consider the donation of seed money or infrastructure to start-up an Indian Cultural Center.

OVERVIEW

This policy analysis exercise began as a study of the potential for tourism development on the Indian reservations in Arizona. An inventory of an inventory of existing attractions (see Appendix), revealed numerous existing and potential tourism development sites of quality. An issue this paper focusses on is the roles that the actors involved in tourism development play, and how these roles can be put to better use.

The actor who has the technical expertise and physical resources to expand its support of American Indian tourism development and promotion, and with the most to gain (apart from the American Indians), is the State government of Arizona. An expansion in State funding is not critical. What is more important than increased funding of programs on the reservations, is a greater recognition of the positive contribution that American Indians can make to the state. By demonstrating its confidence in the professionalism of the tribes, it would be encouraging private developers and tour operators to explore development opportunities on the reservations. This would provide the reservations with more choices, and reduce State-responsibilities.

The structure of the paper will be as follows: Part One will be a discussion of why tourism makes sense for the tribes and how the State benefits; Part Two will be an assessment of State resources provided to meet the two requirements for a successful tourism initiative: facility development and marketing, and Part Three will conclude with recommendations for future action.

PART ONE - WHY TOURISM AND WHY STATE INVOLVEMENT?

Introduction To The Tourism Industry

The three ingredients to a successful tourism industry appear to be:

- o Attractions including those unique enough to create an impression.
- o Aggressive and extensive marketing of the attractions, to both domestic and international markets.
- o A network of relationships with private tour operators, travel agents and promoters: to market your product to the largest possible audience, and to keep abreast of new ideas.

For the state of Arizona, the American Indians - the uniqueness of their culture and the attractions existing on the reservations - provide a wonderful opportunity for the expansion of its tourism image. For the American Indians, the State provides a wealth of knowledge and potential assistance in terms of technical development assistance, marketing support and contacts.

1. Why Tourism Development For American Indians?

Tourism appears an excellent vehicle for tribal economic development in Arizona for two reasons. First, nationwide, tourism is an industry of great growth potential. Second, it is an industry especially suitable to the needs of Arizona's tribes: they will benefit from job creation; their cultures can be strengthened and it is an industry that can prove cost-effective due to its use of existing attractions.

Potential For Tourism

Tourism is Arizona's second largest industry after manufacturing. In 1984,

16.1 million tourists visited Arizona, spending over \$3.9 billion¹. Tourism department officials envision tourism becoming the number one industry within the next few years.

This growth trend is reflected nationwide. In 1986 tourism was a \$269 billion industry in the United States, and is expected to continue to grow at 5-6% for the rest of the decade². What is especially interesting for the tribes, is the growth in foreign tourism, their numbers increasing at 17% compounded annually since 1980. This has special significance for the tribes given the success in marketing cultural tours to foreign groups (suggested by the sell-out success of an International Tour of the Blackfeet Tribe in Montana, organized by a private tour operator and the U.S. Department of Commerce, and the success of a tour for German tourists arranged by the Native American Tourism Center.)

Benefits To The Indian Tribes

Tourism is an opportunity for the tribes to address three important issues:

- o The need to create employment opportunities on the reservations.
- o The need to improve awareness of the public at home, and overseas, of the many scenic and wildlife attractions on the reservations.
- o The need to strengthen and preserve their Indian cultures.

Job Creation: On many of the reservations, especially those in rural locations, the unemployment rate can be as high as 70% (the 1987 rate for the Hualapai

¹Vic Heller, A Survey of Arizona Tourism, Northern Arizona University, 1985, p.209.

² The Commission for Accelerating Navajo Development Opportunities, A Business Plan for Establishing A Navajo Tourism Initiative, May 1988, i-4.

tribe). On average, the rate appears to hover around 35% (estimated rate for the Navajo and San Carlos Apache reservations)³. These rates are more than five times the U.S average, with the problem of unemployment especially acute among the young. Many are forced to leave the reservation to find job opportunities. This exodus off the reservations is another threat to the preservation of each tribes culture and way of life.

Tourism can be a labor intensive industry. It can also provide work opportunities requiring a wide-range in skill-level, which provides for more flexibility in employment of those on the reservation. In the Navajo's tourism plan, they project to create 4,000 jobs by the year 2000.⁴

Utilize Existing Attractions: The reservations across Arizona are filled with scenic, wildlife, recreational cultural and historical attractions. They include the Four Corners, Monument Valley the White Mountains and San Carlos Game and Fish Reserve. These are already well-visited. However, there are also less well-known sites such as the Hualapai's path to the base of the Grand Canyon, the Navajo's Canyon de Chelly and the Hopi's mesas.

There are other sites that offer untapped potential - either as simple campgrounds for the passing hiker, or as more elaborate facilities to attract domestic and foreign tour groups.

³ Estimates from Arizona Department of Commerce's Reservation Profiles.

⁴ Businesss Plan for Establishing A Navajo Tourism Initiative, p.i-5.

Cultural Preservation: Many fear the gradual loss of the traditions and cultures of the tribes. Those living on the reservations are given little opportunity to nurture their old way of life. Tourism can offer an opportunity to preserve those traditions that are important to each tribe's future.

One tradition that all tribes can explore as a potential tourism business, are arts and crafts. Examples here include: the silver-work of the Hopi's; the textile crafts of the Navajo and the basket-making of the Apache. The establishment of small-scale cooperatives⁵, and effective marketing channels could encourage the quality of these crafts and protect against imitations.

The lifestyles and traditions can also be preserved in the form of tribal ceremonies and festivals. However, if these are to be opened to the public, careful consideration of costs of exposure must be weighted against the benefits.

2. How The State Benefits

In theory, the State is not obligated to assist the tribes in their development efforts. The reservations are separate nations, with distinct laws and limited financial involvement with the State.

Despite the separation of the State and the reservations, there are many social and economic reasons to justify increased cooperation. In the instance of tourism development, a cooperative effort by the State is especially warranted due to the off-reservation dollar expenditures spent by tourists visiting the reservations. More generally State assistance of reservation economic

⁵ Suggested by Dick Walters, Business Manager for the San Carlos Apache tribe.

development efforts can be supported by the indirect State taxation of indians; the state sales tax imposed on their off-reservation purchases; off-reservation employment of non-Indians and even by the reduction in State AFDC payments with job creation on the reservations. (Currently 13-15% of Arizona's AFDC recipients are American Indians.⁶)

Tourist Expenditures: The reservations are attractive destinations for tourists. Not only do they include historic sites, museums, scenic beauty, hunting, fishing and camping, but also the uniqueness of the Native American culture. Statistics that reveal the popularity of reservation attractions are:

- o In 1988, over 300,000 visited the Gila Indian Museum and Crafts Store.
- o 165,000 skied at the White Mountain Resort in 1988.⁷

Visiting tourists not only contribute directly to the economic prosperity of the reservations (and indirectly to the state via indian's off-reservation expenditures), but they also generate millions of dollars directly to the State and its residents by their buying gasoline in off-reservation stations, flying into Arizona on privately owned air-lines, staying in off-reservation hotels, eating in off-reservation restaurants and buying off-reservation gifts.

No studies have as yet been done on the tourist numbers generated by the reservations and their attractions. However a large number of national parks and monuments lie within or are adjacent to the reservations. Three rural

⁶ Quote by Michael Hughes, Deputy Director for Intergovernmental Relations in Arizona's Department of Economic Security.

⁷ Quote from Sam Goodhope, White Mountain Apache Tribe.

Counties: Cococino, Apache and Navajo, are primarily Indian territory. A study by the Bureau of Economic Research estimated that ten million tourists were drawn to the three counties during fiscal year 1979-1980, and made expenditures amounting to \$352,694,300 (see Exhibit #4).

Generation of Sales Tax Revenue: A general argument for state support, and one not directly related to the tourism industry is the contribution that indian spending makes to state tax coffers. Studies of the purchasing behavior of reservation populations have shown that generally, 65% of on-reservation per-capita income is spent off-reservation. This percentage figure is an estimate and varies with closeness to and size of the off-reservation market, as well as economic fluctuations and characteristics of the area. Using 1980 census numbers of total on-reservation per-capita income, these income numbers for every reservation were multiplied by this percentage figure. The total of spending injections for all counties in Arizona was \$199 million (in 1980 dollars - see Exhibit #2).

Off-reservation spending on taxable items generates direct sales tax revenue. I calculated this by assuming 70% of off-reservation expenditures are subject to sales tax of 4%.⁸ When applied to each reservation's off-reservation expenditures, these percentages led to a state sales revenue figure of \$5.6 million (see Exhibit #3).

⁸ Formula from: County Government in Arizona: Challenges of the 1980's. Prepared by the Center for Public Affairs, Arizona State University, Ch. 4.

Summary Table of Expenditures and Sales Tax Revenues

COUNTY	TOTAL OFF-RESERVATION EXPENDITURES	SALES TAX GENERATED
Apache	62,736,042	1,756,609
Cococino	29,462,299	824,944
Gila	8,039,460	225,105
Graham	3,375,859	94,524
Maricopa	12,158,525	340,439
Navajo	2,366,759	66,269
Pima	46,946,011	1,314,488
Pinal	11,443,929	320,430
Yavaqui	9,694,203	271,438
Yuma	1,589,292	44,500
TOTALS:	<u>\$199,352,942.</u>	<u>\$5,581,882</u>

A practical example of this pattern can be drawn from the Navajo nation estimate that \$540 million were spent by tourists in the Four corners area in 1988. Given that the Navajo's are only capturing seven percent of these dollars⁹, the remaining \$502 million are being spent off-reservation. However, of the \$28 million being contributed to the Navajo economy, \$509,600 is going to the state in sales tax revenues ($\$28 \text{ million} * 65\% * 70\% * 4\% = \$509,600$).

⁹Navajo Tourism Initiative, i-5.

PART TWO - ASSESSMENT OF ARIZONA'S EFFORTS

The State of Arizona does have programs that directly or indirectly are available to support tourism development on the reservations. Four principle State agencies involved in the provision of development, marketing or liaison efforts are: the Departments of Commerce, Tourism, and Game and Fish and the Arizona Commission for Indian Affairs.

HOW TO ASSESS PERFORMANCE

The services of these agencies vary as much as the needs of the individual tribes. In assessing the services provided by the agencies it is important to use as benchmarks:

- o How they meet the varying development needs of the tourist attractions provided or planned - whether cultural, outdoor, recreation, arts and crafts or touring.
- o How they meet the three major facets of a tourism industry: development of infrastructure and facilities; marketing and promotion of existing facilities or events, and liaison efforts with outside players to direct alternative sources of assistance to the tribes.
- o How the needs of tribes at different levels of development are met, i.e. from the large-scale infrastructure and facility development needs of the Navajo, to the start-up planning needs of smaller tribes.

The Department's of Tourism and Commerce have defined missions in the areas of marketing and development respectively. They have specific programs, some available to the tribes, and therefore their performance can be partly assessed on the 'success' of these programs in meeting the needs of the tribes. I also tried to measure the creativity and aggressiveness of state institutions

in their outreach to the tribes. I found such assessment could be most usefully done on a comparative basis, not only looking at how the agencies compare in terms of reputation among the tribes, but how they compare with similar agencies in other states in terms of program delivery and outreach. State agencies such as the Arizona Commission for Indian Affairs and the Governor's Office do not have defined programs to deliver, and their roles as 'liaison agencies' becomes much harder to assess without the use of such comparative stories.

In my meetings with state officials a number of stumbling blocks continually reappeared that served to limit the extensiveness and effectiveness of their outreach efforts:

- o Funding restrictions imposed by the legislature.
- o Their unwillingness and/or inability to provide a service if a similar program was provided at the Federal level.
- o Poor communication among agencies and the tribes.

Section A: Development of Infrastructure and Facilities

Background

Greater development of reservation facilities is viewed as essential by many tribal members as well as outside consultants. One consultant at United Indian Development Association expressed personal fears that the tribes are currently not in a position to benefit economically from more tourist visits. He felt that the tribes must develop their own infrastructure (campsites, hotels, restaurants, visitor centers) before they can benefit from increased tourism dollars. Without their own facilities, all tourism dollars pass into private hands, with no

STATE, FEDERAL and OTHER AGENCIES SERVING TOURISM DEVELOPMENT

a) Facility and Infrastructure Development for American Indians

STATE	\$ Funding: Cap. Equip	\$ Funding: Infrastruct.	\$ Funding: Job Creation	Workshop Training
Governor/ Legislature	*Rec'd: start- up gift	*Rec'd: start- up gift	-----	-----
Commerce	Tribes rarely qualify.	Not yet available	Tribes rarely qualify.	*Expansion Recommended!
Tourism	-----	-----	-----	Rarely used! by tribes.
Game & Fish	-----	-----	-----	Successful
Indian Commission	-----	-----	-----	-----
FEDERAL				
B.I.A.	Provides	Provides	-----	-----
Labor	-----	-----	Under JTPA	-----
H.U.D.	Provides	-----	-----	-----
Commerce	-----	-----	-----	-----
OTHER				
Tribes	-----	-----	-----	*Rec'd: Large! tribes assist! smaller.
Native Am. Center	-----	-----	-----	-----
Private	-----	-----	-----	-----

* Recommendation

benefits to the tribes of additional revenues or jobs.

Three state agencies are currently involved in the development of tourist attractions. The Department of Commerce via financial assistance and some workshops on land-use; the Department of Game and Fish via training support and enforcement activities and the Department of Tourism through workshops.

PROGRAMS PROVIDING FINANCIAL ASSISTANCE FOR FACILITY DEVELOPMENT:

Available state programs that provide financial assistance are limited to the Department of Commerce. The five funding programs provided by the Department are:

1) State Matching Fund. A pool of \$100,000 is available for 50% funding of projects of \$6,000 - \$7,000. Only non-profit organizations are eligible, and this could apply to the tribes. Examples of projects funded are: a recruitment brochure, or a special study for economic growth. No tribes have applied. One possible use of the funds could be for training workshops (see subsequent section). However, Department officials argued that these would be difficult to fund, given the existence of the Federal Joint Training Partnership Act, which funds job-creating programs.

2) Revolving Loan Fund, distributing federal Community Development Block Grant Funds. No funds are available for Indian reservations, given that U.S Department of Housing Urban Development controls their allocation.

3) Small Business Administration (SBA) 504 Program. Federal funds for loans of \$50,000 to \$750,000 for continuing operations. Capital structures could be financed including motels or hotels. Over the past five years no Indian application or invitation to visit a reservation has been received by the office. One major difficulty with the program's suitability to the reservations, is that development projects such as motels or museums would provide poor quality collateral. The state could not take a collateral position on tribal land, so its only resource would be leasehold improvements.

4) Mainstreet Program for downtown revitalization. No reservation communities qualify, as all have insufficient population. Eligibility requirements include a retail area and population of 10,000.

5) Rural Economic Development Program. Funding assistance to support the position of economic coordinator. If a non-profit association agreed to employ such a coordinator for three years, the State would pay half the salary for the first year (approximately \$15,000). The tribes are eligible.

Of these five programs, two have eligibility requirements that make them unsuitable to the tribes - the SBA 504 program, and the Mainstreet Program. Two others have federal funded replicas that make state funding either impossible or close-to impossible - the Revolving Loan Fund and the State Matching Program. The one program remaining potentially provides a maximum \$15,000 gross to each tribe. One result of this unavailability of funds for the reservations is that it limits opportunities for communication channels to develop between the tribes and the Department.

PROGRAMS PROVIDING TRAINING ASSISTANCE FOR FACILITY DEVELOPMENT:

While financial assistance is critical to the development of existing or planned facilities, many tribes are not ready to take a major development initiative. Their needs are rather educational and support oriented as evidenced by the mismanagement of some smaller tribal enterprises. Some tribes may be in a 'start-up' position, needing to assess their development potential and learn about alternatives that are acceptable to the tribal council. Others lack the financial resources to begin a capital-intensive development effort. Instead they want to explore tourism efforts which will utilize existing natural resources, limiting their reliance on outsiders to training and information-providing.

State agencies could be providers of such assistance. They are information centers to non-tribal enterprises, and more importantly are professional organizations that are experts in the fields of interest. The Departments of Commerce, Game and Fish and Tourism all provide workshops and on-site training, however only the Department of Game and Fish has established a reputation among the tribes as an effective provider of assistance.

While the Department of Commerce has run workshops on land-use and other economic development issues, none have yet been offered on issues closely relating to tourism development. However, their recent publication of a self-help guide to 'Tourism Development in Rural Areas' provides an opportunity for training outreach to the tribes.

The Department of Tourism runs a series of nine workshops in May and June in each of seven marketing regions. They can also be offered on an ad-hoc basis if requested. The tribes are informed about the programs by a mailing, and to date only five tribes are reported to have attended one or more of the workshops: the Navajo, Hopi, Hualapai, Apache and Pima Maricopa. Poor attendance can be attributed to poor marketing by the Department of Tourism, unappealing subject material and an apparent lack of confidence in the Department's intentions. The workshops offered are:

- o An Introduction to the Department of Tourism
- o Assessing Community Development Potential
- o Tourism Sales and Market Principles
- o Developing Tourism Market Plans
- o Organizing Familiarization Trips
- o Trade Shows and Sales Missions
- o Advice on techniques and Analysis
- o Travel Writers and Media
- o Designing Publicity Campaigns

The Department of Game and Fish has been making efforts to work successfully with the tribes in enforcement of State and tribal wildlife laws, and training of tribal members in enforcement and management techniques. Cooperative agreements have been signed with various tribes to provide these services.

o A cooperative agreement signed with the San Carlos Apache tribe by which the Arizona Game and fish department will train tribal personnel in fish and wildlife and boating enforcement, boating safety and wildlife management techniques. Expenses will be paid by the Tribe.

o The Department has signed a cooperative enforcement agreement with the Fort Mohave tribe. In past hunting seasons, enforcement problems have arisen from the fact that Reservation land ownership patterns are 'checker-boarded' with state lands. It proved difficult for members of the public and law enforcement officers to determine reservation boundaries, whether they were on or off the reservation or if State or tribal laws apply at any location. Procedures have been developed for the Tribe to deputize Department Game Rangers as tribal police deputies to enforce tribal hunting regulations. As such, Game and Fish officers will be authorized to enforce tribal hunting laws against enrolled members of the Fort Mohave tribe, Indians not enrolled in the tribe, and non-Indians on the Reservation.¹⁰

A successful relationship between the Department of Game and Fish and various tribal councils has grown from the fact that both parties recognize the mutual benefits of a cooperative strategy. Both parties gain from improved enforcement of their respective laws, and preservation of their natural resources.

The actions of the Game and Fish Department illustrate how a constructive state role in tribal affairs is not dependant upon extensive use of state resources. The tribes are willing to work closely with the State and to pay their way when there is something of value to be gained.

¹⁰ Press releases and articles supplied by Mark Jecker, Arizona Department of Game and Fish.

LESSONS LEARNED FROM OTHER STATES ON THE DEVELOPMENT OF AN INDUSTRY:

Successes in other states appear to be based on the Department's of Commerce or the Governor's Office taking an initiative in one of the following ways:

- o Avoidance of legal conflicts that arise when assisting the tribes via credit financing. Rather small to large donations or grants are provided as start-up support for tourism projects.
- o A clear signal of state commitment to tribal development efforts which reassures the tribes of the state's support. This is especially important when there has been a history of tension and conflict among the state and tribal governments. It can be done in a number of ways: in a public act of official support by a high-ranking government official; creation of an 'Indian Desk', manned by an Indian.
- o General commitment to improving communication channels.

Examples of Start-up Support: The State of North Dakota, in collaboration with the city of Minott, donated an old train depot to become the site for an Indian Culture museum.¹¹

In Oklahoma, a mutual state and tribal goal is to build a Heritage Center costing \$70 million. The Governor has agreed to provide start-up money of \$2-3 million, and a trust authority with representatives from the tribes, will have the authority to float development bonds to finance the remainder. Each tribe will be represented in the Center¹².

Examples of Executive Leadership: The Governor of North Dakota has also pledged his assistance to the tribes in creating a catalogue to promote their arts and

¹¹ Interview with Tex Wounded Face, North Dakota Association for Native American Arts.

¹² Interview with Dr. Charles Gourd, Commissioner of Oklahoma's Commission for Indian Affairs.

crafts. Two years into his term the Governor presented the awards at a North American Arts and Crafts show at the Capitol. He has also supported a local entrepreneur's efforts to hold seminars on the reservations, teaching Native Americans how to make their arts and crafts into a business. Thirteen of the day-long seminars have so far been held on various reservations, and have identified two hundred arts and craft producers. The seminars were funded by the Job Training Partnership Act, and covered the following topics: packaging and presentation; motivation and management; realities of the art industry and financing and business plan development.¹³

Oklahoma has also recently recognized their Native American culture as an important ingredient of their identity. This was partly due to a Price Waterhouse study which concluded that the State was overlooking the Indians as a primary resource to draw people and businesses to the state. In the state's five year economic development plan they note the intention to "Market Oklahoma's cultural diversity as a distinctive and important element of the State's character".¹⁴

¹³ Interview with Tex Wounded Face, (see above).

¹⁴ Interview with Robert Anderson, Oklahoma Department of Commerce, Small Business Affairs, Indian Desk.

Section B: Marketing and Promotion

Background

Once a reservation has developed a tourist attraction, its success depends on it being actively marketed and promoted to the public. The Department of Tourism's marketing efforts include: contacting travel agents; establishing strong relationships with travel agents and tour operators; attendance at trade shows such as Huddle West and Pow-Wow in the U.S. to target the international market; visits to trade shows overseas and an annual Governor's Tourism Symposium provides a forum to discuss promotional efforts.

Just as the Department of Tourism assists private agencies and Chambers of Commerce to promote their attractions, it should be doing the same for the reservations. Such support will not only help the established facility flourish, but it will also encourage other reservations to develop.

One opportunity for such equivalent support is through the Native American Tourism Center. The Center was established to address the need of the tribes to market their tourism resources. In many ways, its role of marketing American Indian interests, and coordinating promotional efforts with other public and private actors, is an equivalent 'Indian Desk' position to that I have recommended be introduced at the Department of Commerce. The Center's activities include: booking hotel and campground spaces; designing customized tours for groups; selling fishing permits and ski-lift tickets; providing itinere assistance for auto-tours; distributing tribal brochures and making presentations to convention groups. In many of its functions it resembles a Chamber of Commerce, but offers the state much more in terms of the uniqueness of the groups

STATE, FEDERAL AND OTHER AGENCIES SUPPORTING TOURISM DEVELOPMENT

b) Marketing and Promotional Support for American Indians

STATE	\$ Funding: Marketing	Training	General Promotion	Develop Tours
Governor/ Legislature	-----	-----	-----	-----
Commerce	-----	-----	-----	-----
Tourism	Introduced in 1988.	Not found useful by tribes.	*Expansion of coverage of tribes rec'd.	-----
Game & Fish	-----	-----	-----	-----
Indian Commission	-----	-----	*Rec'd they coordinate a tribal effort!	-----
FEDERAL				
B.I.A.	-----	-----	-----	-----
Labor	-----	-----	-----	-----
H.U.D.	-----	-----	-----	-----
Commerce	-----	-----	-----	Has initiated tours.
OTHER				
Tribes	-----	-----	*Rec'd inter tribal effort!	-----
Native Am. Center	-----	-----	Extensive	Extensive
Private Groups	-----	-----	-----	With guidance!

* Recommendation

it represents.¹⁵

To date, misunderstandings and general unfamiliarity between the Department and the tribes, have led to strained relations. On meeting with tribal representatives, they express their concerns that the state is generally uninterested in promoting their resources. On the other side, state officials feel that they have made an effort, but are thwarted by the lack of organization and reliability of the American Indians. The results of such poor communication may be illustrated by the poor attendance of the tribes at the Department's training workshops. One recent step forward in improving communication channels was to invite a member of the Hopi tribe onto the Tourism Advisory Council. The council advises the Director on future policy and program decisions.

PROGRAMS PROVIDING FINANCIAL ASSISTANCE FOR MARKETING:

The Department of Tourism should be credited for opening up its cooperative advertising program to Indian Reservations in 1988. Available is \$350,000 for media advertising, brochures and travel trade shows. All changes and increases in expenditures by the Department must be approved by the Legislature, and given the latter's historical reluctance to fund programs supporting Native Americans, this decision to extend funding to the reservations is applauded.

¹⁵ Recently the BIA provided funding for the Center's manager and tribal representatives to attend an overseas trade show.

GENERAL MARKETING SUPPORT:

Although the tribes can participate in the trade shows and symposiums arranged by the Department of Tourism, this has occurred infrequently, if ever. Tribes are unaware of this marketing possibility, and the average cost of attendance set at \$2,000 plus airfare is usually too high.

Another avenue for marketing state-wide attractions is the state's "Arizona. If you knew it" tourism brochure. In the brochure, representation of the rich and varied culture and history of the tribes and their reservations is limited to one region in the north-east of the state. There is no listing of the tribes, or hint at the multitude of tourist resources they offer - from skiing, elk hunting to rodeos, tribal fairs and canyon dwellings.

COMPARISON WITH OTHER STATES

Arizona does not compare favorably with its established competitors for tourists interested in the 'Indian' market. New Mexico has a booklet for travel agents which lists and describes all Indian communities and their attractions, with a map of each area. Their state Vacation Guide for tourists includes a detailed description of each reservation, its history, culture, attractions, and feast days. Also listed is a calendar of events on the reservations. The state assisted eight northern tribes in developing a brochure/booklet describing the attractions of the 'Eight Northern Pueblos'.

Section C: Liaison Efforts

Background

Given that the availability of State funds is often restricted, one important role for state agencies to play, is to refer the tribes to institutions or individuals that do have resources available - be they federal agencies or private developers or tour operators.

Two agencies that have great potential to play such a role are the Arizona Commission for Indian Affairs and the Department of Commerce.

DEPARTMENT OF COMMERCE

This state agency is involved in the following:

- o Assists in linking those interested with private developers and venture capital firms.
- o Assists by referring applicants to other sources such as the loan guarantee programs of the Small Business Administration, the Economic Development Administration, and the Farmer's Home Administration.

The efforts of the staff involved in such liaison work is hampered by the fact that assisting the tribes is only one of their many responsibilities. The last 'Indian Coordinator' was appointed under Bruce Babbitt. Since then, this coordinator has been given additional responsibilities with much less time available for Indian related business.

ARIZONA COMMISSION FOR INDIAN AFFAIRS

The Commission is meant to serve as a liaison figure between the tribes and state agencies. To date this agency has served in a passive role of a coordinator and distributor of information to Indian tribes. Recently, the

STATE, FEDERAL AND OTHER AGENCIES SUPPORTING TOURISM DEVELOPMENT

c) Liaison Efforts to Support American Indian Tourism

STATE	Indian Desk	Agency Coordination	Tribe Coordination
Governor/ Legislature	-----	-----	-----
Commerce	*Recommend	*Large role to play.	-----
Tourism	-----	-----	-----
Game & Fish	-----	-----	-----
Indian Commission	-----	*Rec'd be more supportive.	*Rec'd be more creative.
FEDERAL			
B.I.A.	-----	-----	-----
Labor	-----	-----	-----
H.U.D.	-----	-----	-----
Commerce	-----	-----	-----
OTHER			
Tribes	-----	-----	*Rec'd inter-tribal efforts
Native Am. Center	-----	-----	-----
Private Groups	-----	-----	-----

* Recommendation

tribes voted to maintain the Commission despite arguments of ineffectiveness. The Chairman of the Commission is appointed by the tribes.

When meeting with both state and tribal officials in Arizona there was little mention of the contribution to state and tribal relations played by the Commission. It was often expressed by both tribal and state officials, that more assertive behavior could lead to positive results. Opportunities for action include the Commissioner's membership of the Interagency Economic Coordinating Council, headed by the Department of Commerce, and attended by officials from all state agencies. They could also play an important role in coordinating the tribes in tourism development, taking lessons from the success of the eight northern Pueblos in New Mexico.

COMPARISON WITH OTHER STATES

In 1988, Oklahoma's Department of Commerce hired a Choctaw Creek Indian in the position to coordinate Indian Economic Development. He is known by other state officials as the 'Indian Person', and provides an important resource for information and contacts, and a coordinator of state, federal and private initiatives. He is especially interested in joint-venturing efforts, and working with the tribes to develop their trust land using tax shelters and has published a report: Tax and Financing Incentives For Developing A Private Sector On American Indian Trust Lands: A Tribal Perspective. He interacts daily, meeting with tribal members and tribal councils, educating them on available federal and state programs.

Oklahoma also recently created a Commission for Indian Affairs. The Commissioner is currently most active in coordinating the development efforts behind the Heritage Center.

PART THREE: RECOMMENDATIONS

Conclusion

Overall, the two main lessons for the state to recognize are:

- o In its marketing of state resources, it is not taking advantage of the richness and diversity in attractions that the reservations provide.
- o Without spending much money, and often by simply improving communication channels, its outreach efforts to the tribes could prove much more successful.

The following recommendations are based on the overall assessment of the delivery of the following services: development assistance via financial and training tools; marketing support via financial and general promotional vehicles and communication efforts. Recommendations will be made on an agency basis, given that this is how they will be implemented. They are based not only on what the state agencies in Arizona can do better, but new ideas are also suggested, given success stories in other states.

DEPARTMENT OF TOURISM

Clearly, promotion of Indian culture should be viewed as beneficial to the State. The Department of Tourism is an excellent vehicle for this promotion given that it is an established player in the marketing business. The Department should consider adopting the programs described below, which would not be costly to administer given its existing resources, and would contribute to its reputation.

First Priority: Improve communication channels. Existing communication channels have proved to be ineffective, and therefore a new approach must be

considered.

- o To indicate the valuable role attached to the tribes, meetings with the director and tribal officials are recommended. Increased exposure to Indian concerns by the Department's Government Official, and by the Indian representative on the Tourism Advisory Council.

Other Priorities: Promotion of Reservation Attractions

Marketing of existing tourist activities should be expanded. This should be carefully done, with the tribes allowed to veto what is included in any promotional material in order to safeguard against concerns of exploitation.

Marketing possibilities include:

- o Keep an updated inventory of Native American attractions.
- o Introduce a section on 'Native American Culture and Activities' in the State promotional brochure.
- o Aggressive marketing of its Cooperative Advertising program and regional workshops on the reservations.
- o Making it regular procedure to inform each tribe and the Native American Tourism Center of domestic and international marketing events.
- o The Native American Tourism Center must be more aggressively used as a source of information and advice.
- o Representation of the American Indian culture at the Department's symposiums.
- o Promotion of hunting, fishing, boating and camping as tourist attractions.

Resistance to these expanded promotional efforts may be shown by some reservations who fear state control over their activities. The success of increased state promotional efforts is therefore dependant on communication first being improved.

DEPARTMENT OF COMMERCE

The first priority should be the establishment of an 'Indian Desk' responsible for economic development on the reservations and tourism in particular. This desk should be the function of the Department of Commerce due to the necessity for many tribes to develop facilities.

First Priority:

- o Introduce funding in 1990s budget, for the position of 'Indian Coordinator', to be filled by an American Indian. His or her responsibilities would include: liaison efforts among tribes, federal, state and private groups; joint-venturing; managing training programs and workshops.

Other Priorities:

- o Establish seminars for Native Americans on Business Development and Marketing. Coordinate efforts with other state or federal agencies, if no Commerce Department funds are available.
- o Aggressive marketing on the reservations of its recently completed "Guide for Tourism Development".

ARIZONA COMMISSION OF INDIAN AFFAIRS

It is difficult to judge how aggressive a role the Commission could play. There would appear potential for it to play a leading role in improving communication channels between state and tribal parties.

First Priority: Introduce performance standards for the Commission.

- o Have the tribal councils determine specific goals that the Commission should achieve.

Other Priorities: Increase inter-tribal and state-tribal cooperative relationships.

- o Encourage support of smaller, less-developed tribes by the larger tribes

with successfully operating tourism facilities.

- o Organize inter-tribal promotional efforts. Examples could be establishing tours of two or more reservations or creating a multi-tribal brochure.
- o Use the Chairman's membership of the Interagency Economic Coordinating Council to promote American Indian concerns.

Governor's Office

The Governor's Office has unlimited potential to affect positive change. Two ideas of special merit would be:

- o For it to appoint an 'Indian Coordinator' at the Department of Commerce, as was done by Governor Babbitt.
- o Donate seed money or infrastructure to start-up an Indian Cultural Center.

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Ingo Bloendal, Private Tour Operator, 3/8/89

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Tony Machukay, Arizona Commission of Indian Affairs, 1/3/89

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Tandy Young, Phoenix Native American Tourism Center, 1/4/89

Exhibit #1

INVENTORY OF ATTRACTIONS

Camp Verde Yavapai-Apache Reservation:

FACILITIES:

- RV Park
- Visitor Information Center with Arts & Crafts center and gift shop

RECREATION:

- Fishing in the Verde river as well as hunting for deer, elk, antelope, bear, quail, duck and geese.

ATTRACTIONS:

- Nearby is Forte Verde State Park. Four of the original adobe fort buildings still stand and are open to the public. The park's museum contains early military artifacts, Indian relics.

Cocopah Resrvation

FACILITIES:

- RV park with 800 units

RECREATION:

- 18-hole golf course
- boat launching area
- picknicking and hiking trails

ATTRACTIONS:

- Train excursions from Yuma to the West reservation. At the end of the line, an early 1800's Cocopah Indian Village was re-created. Jewelry and fry-bread sold.
- Heritage Art Museum

EVENTS:

- traditional 'Dance Grounds' for tribal social events

Colorado River Reservation

FACILITIES:

- RV park

RECREATION:

- New Marina to be completed with restaurant.

- Museum
- Hunting (dove, quail, waterfowl, rabbit) and Fishing (trout, striped-bass, catfish, crapie, bluegill).
- Speed boat races

ATTRACTIONS:

- Old Mohave Presbyterian Mission and the frontier community of La Paz, Arizona.
- Museum
- Tribe is known for its basketry, beadwork and Indian motif wall clocks

EVENTS:

- All-Indian Rodeo

Fort Apache Reservation

FACILITIES:

- Campgrounds with retail stores
- Sunrise Ski resort with trails on three mountains and cross-country skiing, ice fishing
- Hondah Motel: 31 rooms, 10 cabins, conference room and restaurant
- White Mountain Apache Motel & restaurant: 20 rooms, restaurant
- Sunrise Lodge: 96 rooms, restaurant, bar.

RECREATION:

- River rafting on the Salt River
- Camping
- Boating
- Fishing
- Horseback riding
- (permits needed for fishing, camping, boating, rafting)

EVENTS:

- White Mountain Apache tribal Fair and Rodeo - First Weekend in September

Fort McDowell Mohave-Apache Resrvation

RECREATION:

- Bingo
- Hunting and Fishing
- River tubing & swimming

Fort Mohave Reservation

RECREATION:

- hunting, fishing with permit
- boating

ATTRACTIONS:

- Spirit Mountain & Oatman Mines

Gila River Indian Community

FACILITIES:

- Gila Indian Center:
 - Restaurant
 - Arts and Crafts
 - Museum
- Gila Heritage Park offers tours of authentic traditional Indian homes from the Pima, Maricopa, Papago and Apache tribes.
- RV park

EVENTS:

- Mul-Chu-Tha, Annual Tribal Fair: April 1989
- Indian School Annua Festival: March 4, 1989

Havasupai Reservation

FACILITIES:

- 20,000 visitors per year visit the tribal campgrounds or stay in the 24-room lodge. Advance approval is necessary for entry via trail or helicopter
- 8 mile trail to village through the canyon
- Cafe with deck
- Cultural center with traditional arts and crafts

EVENTS:

- Havasupai Peach Festival and Rodeo during second week of August

Hopi Reservation

FACILITIES:

- Hopi Cultural Center on Second Mesa
- Two Motels
- Jewelry and crafts

ATTRACTIONS:

- Awotavi ruins with pictoglyphs
- Walpi with high rise dwellings

EVENTS:

- Ceremonies open to the public:
 - 'Social Dances' in January and February

- 'Bean Dance' in February
- 'Kachina Dances' in Summer
- 'Niman Dance' in August
- 'Snake Dance and Flute Dance' are held in August of alternating years.

Hualapai Reservation

FACILITIES:

- Arts and Crafts in Peach Springs

RECREATION:

- Hunting and fishing
- Camping and hiking
- One and two-day river rafting trips
- Only road to the basin of the Grand Canyon

Kaibab-Paiute Reservation

FACILITIES:

- 48 unit RV park

ATTRACTIONS:

- Tourism complex with craft shop and museum is at Pipe Springs National Monument.
- More than 30,000 tourists annually visit the Mormon Fort at Pipe Springs.

Navajo Nation

FACILITIES:

- Two motels in Kayenta
- Motel in Window Rock
- Campgrounds
- Restaurants

RECREATION:

- Fishing: bass and catfish
- Fishing in Pasture Canyon Reservoir and Mohave reservoir.
- Tribal Zoo in Window Rock

ATTRACTIONS:

- Canyon de Chelly, a national monument
- Hubbell's trading post where silver jewelry and rugs are sold
- Monument Valley
- Grand Canyon National Park

- Navajo National Park
- Sunset Crater National Monument
- Wupatki National Monument
- Monument Valley National Recreation Park
- Navajo Tribal Museum
- Rainbow Bridge National Monument

EVENTS:

- Navajo Western Fair in Tuba City: late October
- Navajo Tribal Fair in Window Rock: early September
- Rodeo and Pow Wow in Window Rock: July 4
- Navajo arts and crafts fair in Window Rock: early December

Pascua Yaqui Reservation:

EVENT:

- Tribal Recognition Day: September 18

Salt River Pima-Maricopa Community

RECREATION:

- Tubing, camping and picknicking

San Carlos Apache Reservation

FACILITIES:

- Arts and Crafts

RECREATION:

- Fishing for trout, bass, channel catfish, crappie and bluegill.
- Hunting for elk, bear, deer, turkey, javelina,
- Lake activities: boat marina, store
- Hiking and Camping

EVENTS:

- Veterans Memorial Rodeo and Fair in November
- Sunrise ceremonies

Sells/Tohono O'Odham Reservation

ATTRACTIONS:

- San Xavier Del Bac Mission
- Tat Momolikat: Camp grounds, fishing and recreational park are planned.

- Fortaleza ruins (on Gila Bend reservation): 50 stone houses situated on a high encampment.
- Ventana Cave: human occupation for 10,000 years.
- Baboquivari Park: legendary home of I'ittoi, the Papago creator w. picnic area.
- Kitt Peak National Observatory

EVENT:

- Tohono O'Odham Rodeo and Fair

Tonto Apache Reservation

RECREATION:

- Arts and crafts, notably their bead-work
- hiking and picknicking

Yavapai-Prescott Reservation

FACILITIES:

- 162 room hotel and convention center complex with restaurant and swimming pool.

RECREATION:

- Bingo
- picknicking and hiking

INVENTORY OF ATTRACTIONS

	Camp Verde	Cocopah	Colorado River	Fort Apache	Fort McDowell	Fort Mohave
FACILITIES						
Motel				XX		
RV Park	XX	XX	XX			
Campgrounds			XX	XX		
Restaurant			XX	XX		
Arts & Crafts	XX	XX	XX			
Helicopter Pad						
Airport			XX			
Visitor Center	XX					
RECREATION						
Fishing	XX		XX	XX		XX
Hunting	XX		XX	XX		XX
Hiking		XX		XX		
River Rafting				XX		
Marina		XX	XX			
Water Ski			XX			
Snow Skiing				XX		
Golf		XX			XX	
Bingo						
Lake Boating				XX		
Boat Races			XX			
Horseback				XX		
ATTRACTIONS						
Museums		XX	XX			
Monuments						
Mission			XX			
Parks	XX					
Grand Canyon						XX
Ruins						
EVENTS						
Rodeos			XX	XX		
Fairs				XX		
Tribal						

Note: See attached listing for a detailed description

INVENTORY (cont.)

	Havas	Hopi	Hualapai	Kaibab Paiute	San Carlo Apache	Sells Tohono
FACILITIES						
Motel	XX	XX				
RV Park				XX		
Campgrounds	XX		XX			XX
Restaurant	XX					
Arts & Crafts	XX	XX	XX		XX	
Helicopter Pad	XX		XX			
Airport						
Visitor Center	XX	XX	XX	XX		
RECREATION						
Fishing			XX		XX	
Hunting			XX		XX	
Hiking			XX		XX	
River Rafting			XX			
Marina					XX	
Water Ski						
Snow Skiing						
Golf						
Bingo						
Lake Boating					XX	
Boat Races						
Horseback						
ATTRACTIONS						
Museums						
Monuments				XX		
Parks						XX
Grand Canyon	XX		XX			
Ruins		XX				XX
Other	XX	XX		XX		XX
EVENTS						
Rodeos	XX				XX	XX
Fairs					XX	XX
Tribal Dances		XX			XX	

INVENTORY (cont.d)

	! Yavapai !	! Navajo !	! Gila !	!
	! Prescott!		! River !	!
FACILITIES	!	!	!	!
Motel	! XX	! XX	!	!
RV Park	!	! XX	! XX	!
Campgrounds	!	! XX	!	!
Restaurant	!	! XX	! XX8	!
Arts & Crafts	!	! XX	! XX	!
Helicopter Pad	!	!	!	!
Airport	!	!	!	!
Visitor Center	!	! XX	! XX	!
RECREATION	!	!	!	!
Fishing	!	! XX	!	!
Hunting	!	! XX	!	!
Hiking	! XX	! XX	!	!
River Rafting	!	!	!	!
Marina	!	!	!	!
Water Ski	!	!	!	!
Snow Skiing	!	!	!	!
Golf	!	!	!	!
Bingo	! XX	!	!	!
Lake Boating	!	!	!	!
Boat Races	!	!	!	!
Horseback	!	!	!	!
ATTRACTIONS	!	!	!	!
Museums	!	! XX	! XX	!
Monuments	!	! XX	!	!
Parks	!	! XX	!	!
Grand Canyon	!	!	!	!
Ruins	!	! XX	!	!
Other	!	! XX	!	!
EVENTS	!	!	!	!
Rodeos	!	! XX	!	!
Fairs	!	! XX	! XX	!
Tribal Dances	!	!	!	!

Exhibit #4

Tourist Expenditures by County

County	# Tourists		\$ Expenditures in Millions	
	1980		1984	

Apache				
- Airline	61750	3.2	28965	3.8
- Highway	1633235	40.9	676966	32
- Total	1745000	44.2	705931	35.8
Cococino				
- Airline	356250	3.1	234357	37.7
- Highway	5935000	20.8	2762021	27.1
- Total	6291250	23.9	2996378	30.8
Navajo				
- Airline	49750	47.1	39498	5.2
- Highway	2014000	64.4	974831	92.6
- Total	2063750	69.1	1014329	97.8

Table adopted from Hogan, T.D., and L.R. McPheters, Bureau of Business and Economic Research, College of Business, Northern Arizona University, Tourism and Travel, 1981
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