

UVM ScholarWorks

Evaluation of National Park Service 21st Century Relevancy Initiatives: Case Studies Addressing Racial and Ethnic Diversity in the National Park Service

Item Type	dissertation;article
Authors	Stanfield McCown, Rebecca
Download date	2026-06-12 07:50:11
Link to Item	https://hdl.handle.net/20.500.14849/4160

EVALUATION OF NATIONAL PARK SERVICE 21ST CENTURY RELEVANCY
INITIATIVES:
CASE STUDIES ADDRESSING RACIAL AND ETHNIC DIVERSITY IN THE
NATIONAL PARK SERVICE

A Dissertation Presented

by

Rebecca Estelle Stanfield McCown

to

The Faculty of the Graduate College

of

The University of Vermont

In Partial Fulfillment of the Requirements
for the Degree of Doctor of Philosophy
Specializing in Natural Resources

May, 2011

Accepted by the Faculty of the Graduate College, The University of Vermont, in partial fulfillment of the requirements for the degree of Doctor of Philosophy, specializing in Natural Resources.

Dissertation Examination Committee:

_____ **Advisor**
Robert E. Manning, Ph.D.

Clare Ginger, Ph.D.

Daniel Laven, Ph.D.

Jennifer Jewiss, Ed.D.

_____ **Chairperson**
Sherwood Smith, Ph. D.

_____ **Dean, Graduate College**
Domenico Grasso, Ph. D

Date: January 26, 2011

ABSTRACT

A long standing program of research has found consistent and substantial evidence of the underrepresentation of people of color in national parks and has identified potential reasons for this underrepresentation and barriers to participation. However, little research has examined cases where the National Park Service (NPS) has begun to successfully address diversity issues and engage diverse audiences. Through exploration of programs that successfully engage diverse youth, this study identifies promising practices that can be incorporated into NPS diversity programs across the national park system. The study was conducted in two phases. Phase one examined the current state of knowledge and learning needs of the NPS related to relevancy among new and diverse audiences through the use of qualitative interviews with NPS staff and select individuals outside the NPS. The findings from the interviews were used to develop a conceptual model based on key themes for successful engagement. The model was then applied in phase two of the study through the examination of relevancy programs within the NPS. Phase two used case study research techniques to explore programs designed to engage youth of color at two NPS units, Santa Monica Mountains National Recreation Area and Boston Harbor Islands National Park Area. This research examined how programs at the two study areas were successful at engaging youth of color. A model of deep engagement was developed, building on the model developed in phase one. The model of deep engagement highlights six processes through which parks can more effectively engage diverse and traditionally underserved audiences.

ACKNOWLEDGEMENTS

There are many people who have helped make the completion of this dissertation possible. I would like to thank my advisor Robert Manning and my committee members Daniel Laven, Clara Ginger, Jennifer Jewiss and Sherwood Smith for their valuable advice and direction. I would also like to thank Nora Mitchell, Woody Smeck, Bruce Jacobson, and Robert Fudge from the National Park Service for their support of this research. This research could not have been completed without the assistance and guidance of Barbara Applebaum from Santa Monica and Kelly Fellner from Boston Harbor.

There are many people that have supported me throughout this process (and before) and deserve my gratitude and thanks: the Park Studies Laboratory, both past and present, especially Bill Valliere, Jeffrey Hallo, Laura Anderson, Pete Pettengill and Logan Park; the original motivator for graduate school, Peter Newman; the Rubenstein School community and the many other friends that have encouraged me.

Finally, I would like to thank my family for being the ultimate inspiration and support system. Thank you to my parents for teaching me the importance of education. Thank you to my husband for always being my cheerleader and keeping me focused while I was pregnant and writing this dissertation.

And to Sean, your arrival has made this even more meaningful. May you have endless adventures in our national parks.

TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS.....	ii
LIST OF TABLES.....	v
LIST OF FIGURES.....	vi
CHAPTER 1: INTRODUCTIONS.....	1
1.1. Diversity in National Parks.....	1
1.1.1. People of Color and Outdoor Recreation.....	1
1.1.2. 21 st Century Relevancy in National Parks.....	3
1.1.3. 21 st Century Relevancy in Related Fields.....	4
1.2. The Study.....	6
1.2.1. Purpose.....	6
1.2.2. Methods.....	8
CHAPTER 2: PHASE 1- CONCEPTUAL MODEL.....	16
2.1. Theme 1: Program Sustainability.....	17
2.2. Theme 2: Inclusive Interpretation and Histories.....	19
2.3. Theme 3: Media and Communication.....	21
2.4. Theme 4: National Park Service Climate.....	24
2.5. Theme 5: Workforce Diversity.....	26
2.6. Theme 6: Community Involvement.....	28
2.7. Main Challenges and Opportunities to Increasing Diversity.....	31
CHAPTER 3: PHASE 2- NATIONAL PARK SERVICE UNITS CASE STUDIES.....	33
3.1. Park Descriptions.....	33
3.1.1. SHRUB.....	35
3.1.2. EcoHelpers.....	36
3.1.3. SAMO Youth.....	37
3.1.4. Anahuak Outdoors.....	38
3.1.5. Harbor Connections.....	39
3.1.6. Native American Youth Institute.....	40
3.1.7. Island Ambassadors.....	41
CHAPTER 4: PHASE 2- RESULTS AND DISCUSSION.....	44
4.1. 6 Processes of Deep Engagement.....	44
4.2. Practicing Deep Engagement at Santa Monica Mountains National Recreation Area.....	47

4.3. Practicing Deep Engagement at Boston Harbor Islands National Park Area.....	56
4.4. Deep Engagement in National Parks.....	67
4.5. Study Findings and Research on Underrepresentation of People of Color in National Parks.....	70
CHAPTER 5: IMPLICATIONS FOR MANAGING TOWARDS A MORE DIVERSE AND RELEVANT NATIONAL PARK SERVICE	73
5.1. Reflective Questions for Park and Program Managers.....	73
5.2. Study Limitations and Future Research.....	80
BIBLIOGRAPHY.....	86
APPENDIX A: STUDY PROGRAMS’ CHARACTERISTICS.....	96
APPENDIX B: SELF-REFLECTIVE ESSAY.....	97
APPENDIX C: PHASE 1 INTERVIEW GUIDE.....	101
APPENDIX D: PHASE 2 INTERVIEW GUIDES.....	103

LIST OF TABLES

Table	Page
Table 1. Model of Deep Engagement.....	66

LIST OF FIGURES

Figure	Page
Figure 1. Framework of Study Findings.....	15
Figure 2. Relevancy Model.....	17
Figure 3. Map of Santa Monica Mountains National Recreation Area.....	34
Figure 4. Map of Boston Harbor Islands National Park Area.....	35
Figure 5. Intensity of Engagement.....	68

CHAPTER 1: INTRODUCTION

1.1 Diversity in National Parks

1.1.1 People of Color and Outdoor Recreation

Research has shown that there are substantial differences in national park visitation based on race and ethnicity. For example, a 2003 study found that 13% of blacks and 27% of Hispanics had visited a national park in the last two years compared to 36% of whites (Solop et al., 2003). A review of the NPS Visitor Services Project, a long time series of visitor surveys conducted at many units of the National Park System, showed that an overwhelming majority of visitors, often as high as 90% or more, are white and this pattern of visitation does not reflect the racial and ethnic diversity of local populations (Floyd, 1999, 2001; "Visitor Service Project," 2007). The NPS workforce also lacks racial and ethnic diversity among its full-time personnel and seasonal employees. According to a recent study, 82.3% of the workforce is white while only 7.9% are black, 4.6% are Hispanic, 2.9% are Native American, and 2.2% are Asian ("The Best Places to Work," 2007).

Research has explored potential reasons for underrepresentation of people of color in national parks in order to identify barriers to visitation and understand differences in recreation choices and preferences between people of color and Whites (Floyd, 1999; Manning, 1999). This research has led to development of several hypotheses regarding the underrepresentation of people of color along with differing preferences for recreational experiences between Whites and people of color (Floyd, 1999; Johnson, Bowker & Cordell 2001).

These hypotheses include marginality, cultural or ethnic differences, and contemporary discrimination or fear of discrimination (Floyd, 1999; Gomez, 2002; Shinew, 2006). The marginality hypothesis attributes differences in representation of people of color to socioeconomic factors or measures of social class, such as limited financial resources, lower levels of education, and limited employment opportunities caused by historic discrimination (Floyd, Shinew, McGuire & Noe 1994; Johnson, Bowker, English & Worthen 1998). The subcultural values or ethnicity hypothesis recognizes the influence of marginality on leisure and recreation patterns, but attributes differences in national park visitation at least partially to cultural norms, value systems, social organizations, and socialization practices (Chavez, 2000; Ho, Sisidharan, Elmendorf, Willits, Graefe & Godbey 2005). The discrimination hypothesis places importance on contemporary discrimination that occurs from interpersonal contact with other visitors or park personnel or through institutional policies (Philipp, 1998; Stodolska, 2005). While initial empirical tests of these hypotheses have not determined any one to be the primary factor in the underrepresentation of people of color, it appears that some aspects of all the hypotheses can impact recreational choices and therefore influence underrepresentation of people of color in national parks (Gomez, 2006).

Studies have also explored differences in recreational preferences of Whites and people of color. Findings suggest that people of color tend to prefer settings with more built facilities, visit parks in urban areas more frequently than parks in natural, remote areas, and take fewer trips out of state to visit parks (Dwyer and Barro, 2001a; Dwyer and Barro, 2001b; Manning, 1999). These differences in recreational preference could have

an impact on the management of parks, including national parks as park managers attempt to increase participation of people of color.

1.1.2. 21st Century Relevancy in National Parks

The underrepresentation of diverse racial and ethnic groups in national parks and the growing population of people of color have important implications for national parks (Murdock, 1995; U.S. Census, 2000). If communities of color continue to be underrepresented in the national parks, it will diminish the ability of the National Park Service (NPS) and the National Park System to remain relevant in an increasingly diverse American society. Important components of this issue include underrepresentation of minority racial and ethnic groups as visitors to the national parks, lack of diversity in the NPS workforce, and low participation in NPS planning and management activities by communities of color.

The Northeast Region of the NPS convened a conference and published an associated report titled, *Keeping Parks Relevant in the 21st Century*, which developed a framework and identified key themes for addressing issues of diversity (Mitchell, Morrison, Farley, & Walters, 2006). The framework and identified focus areas in the *Keeping Parks Relevant in the 21st Century* report provides the foundation for this study and the focus of the research (Mitchell et al., 2006). The four focus areas from the report are 1) work with others to tell inclusive stories, 2) engage in an ongoing dialogue with openness, sensitivity, and honesty, 3) sustain community relationships, and 4) create a workforce reflective of society.

1.1.3. 21st Century Relevancy in Related Fields

Many environmental organizations, including zoos, aquariums, science centers, and museums, are facing similar challenges as national parks: making their resources and services relevant to a changing population. These institutions and organizations also face barriers to participation similar to those in national parks. The hypothesized reasons for underrepresentation in museums are the same as those hypothesized reasons for racial/ethnic underrepresentation in national parks: socio-economics, institutional bias, and cultural factors (*Exhibitions and Their Audiences: Actual and Potential*, 2002; Falk, 1993). These organizations and attractions are addressing the issue of diversity through programming, education, and research as well as addressing the lack of diversity in the workforce and management.

One area in which these fields are attempting to address diversity is at the board or governing council level. The American Zoo and Aquarium Association (AZA) published a report called *A Business Case for Diversity* which details the economic impact of diversity and suggests recruitment strategies for a diverse workforce (Castro et al., 2003). The AZA has also begun to identify programs in zoos and aquariums that are successful at promoting diversity ("Diversity Programs in Zoos and Aquariums," 2008). So far, six programs have been identified nationwide as successful, productive programs.

A study conducted by the Peabody Museum of Yale University explored barriers to museum visitation and approaches to attract more diverse audiences (*Engaging Our Communities*, 2005). Focus groups were conducted with New Haven, CT residents of color who had never been to or infrequently visited the Peabody Museum. The main

barriers that emerged from the focus group data were lack of connection, communication, and partnership between the museum and the local community. These barriers to visitation are also manifested in the NPS when examining underrepresentation of communities of color in national parks (Roberts, 2007).

Former Director of the NPS, Robert Stanton, conducted a review of diversity in conservation organizations and programs for the Natural Resource Council of America (the Council) (Stanton, 2002). The study looked at current diversity in conservation organizations and programs affiliated with the Council and recommended actions to increase diversity. The study found that there is a substantive lack of racial/ethnic diversity, only 9%, in board membership in conservation organizations as well as less than 13% in staffing. The study recommended 15 actions for the Council which included addressing communication and language barriers, development of Diversity Employment Plans for member organizations, partnerships among member organizations and Historically Black Colleges and Universities and the National Association for the Tribal Colleges, and providing training in equal employment opportunity and workforce diversity. The development of strategic partnerships to address underrepresentation of communities of color, such as colleges and other organizations, has also been explored within the NPS (Makopondo, 2006).

1.2 The Study

1.2.1. Purpose

The University of Vermont and the NPS Conservation Study Institute initiated a project to apply evaluation theory and methods to identify barriers and opportunities to increasing the visitation and participation of new and diverse audiences in national parks. The purpose of this study is to identify promising practices for engaging communities of color in national parks. Through the use of qualitative evaluation techniques, this study explores how units in the National Park System engage people of color, particularly youth.

The objectives of this study are to 1) identify opportunities and challenges in the NPS and in parks for addressing issues of diversity, 2) enhance understanding of what the NPS needs to do to improve practice regarding diversity in the NPS, and 3) provide a foundation (or first steps) in the development of a program development and early evaluation tool for NPS 21st Century Relevancy Initiative and related diversity programs.

Evaluation research is an established field within the social sciences that is used for understanding program development, implementation, and impact (Patton, 1997; Weiss, 1998; Mathison, 2005; Patton, 2011). It has been widely applied in the fields of public health, public administration, and education (Patton, 1997, 2002; Russ-Eft & Preskill, 2001; Weiss, 1998), and is increasingly used in the field of natural resources (Copping, Huffman, Laven, Mitchell, & Tuxill, 2006). A common definition of evaluation is “the *systematic assessment* of the *operation* and/or the *outcomes* of a program or policy, compared to a set of *explicit* or *implicit standards*, as a means of

contributing to the *improvement* of the program or policy” (Weiss, 1998). Evaluation can be a critical tool for examining the effectiveness or success of a program, initiative, system, or person (Russ-Eft & Preskill, 2001). This type of research offers many potential benefits, including ensuring program quality, prioritizing resources, ensuring accountability, and demonstrating the effectiveness of a program, and promoting organizational learning (Henderson & Bialeschki, 2002; Patton, 1997, 2001; Russ-Eft & Preskill, 2001; Weiss, 1998).

There is an important distinction between outcome and process evaluation. Outcome evaluation examines the end results of a program while process evaluation examines *how* something happens (Weiss, 1998; Patton, 2002). Process evaluation asks questions about the services provided through a program, how people are involved in a program, and the problems or barriers a program faces. Programs designed to build community engagement are often process focused, meaning the activities of the program itself are the means to achieving the desired outcome of community engagement (Patton, 2002). This study will use evaluation methodology, in the form of process evaluation, to explore the efforts of NPS units to increase the representation of communities of color.

One challenge of evaluation research is the implementation and use of study findings (Patton, 1997; Weiss, 1998). Utilization-focused evaluation addresses this challenge by incorporating the intended user of the evaluation into the evaluation process (e.g., defining the purpose of the evaluation, evaluation design, and focus). Utilization-focused evaluation is defined as “the process for making decisions about [these] issues in collaboration with an identified group of primary users focusing on their intended uses of

the evaluation” (Patton, 1997). Methods for including the intended users in the evaluation study include identifying stakeholders, reaching consensus regarding evaluation goals, and including the *decision maker* in the process. To help ensure the use of evaluation results, utilization-focused evaluation methods were incorporated into the study design. Utilization-focused evaluation methods used in this study included workshops with park and partner staff to identify study programs, current successes and challenges of those programs, identify potential study questions, and review and discuss study findings. Park and partner staff also participated in the development of interview guides and protocols and identifying potential study participants. The involvement of the parks and their partners in the development of the study and review of study results demonstrates the usefulness of the study data and adds to the validity of the study findings. Concepts of reliability and validity as applied in this study are described in the next session.

1.2.2. Methods

This study was conducted in two phases. The first phase consisted of the development of a general conceptual model regarding key elements needed for parks to engage diverse audiences. The second phase consisted of case studies at two NPS units to apply the model developed in phase one. Qualitative research and evaluative techniques, along with case study approaches, were used to explore park efforts designed to increase diverse participation at the two case study sites.

The first phase of this study examined the current state of knowledge and learning needs of the NPS related to relevancy issues among new and diverse audiences. This

assessment was done using qualitative, semi-structured interviews with NPS staff and select individuals outside the NPS. Qualitative research looks to understand human behavior in depth and in context (Patton, 2002). Qualitative research explores the meanings, concepts, characteristics, and symbols of a phenomenon, unlike quantitative research, which focuses on counts, measures, and statistical calculation (Berg, 2007). Due to the nature of qualitative research, validity of the findings and generalizability are often viewed as a limitation to the research (Maxwell, 2002). Unlike quantitative research, qualitative research is not designed to be generalizable to a wider population or draw statistical inference; it is designed to develop theory and gain understanding of processes (Maxwell, 2002; Patton, 2002). Despite this limitation, there is an emerging body of literature that suggests qualitative findings can be transferable to other cases (Patton, 2002; Torrance 2008).

The concepts of validity and reliability are viewed differently in qualitative and quantitative research. While quantitative research focuses on being reliable and having high validity, qualitative research focuses on trustworthiness and authenticity. To have a study that is trustworthy and authentic, it must be fair, balanced and represent multiple perspectives and views of reality (Patton, 2002). Trustworthiness is similar to scientific rigor and authenticity refers to reflection on one's own perspective and fairness in the depiction of others' perspective (Patton, 2002). In this study, trustworthiness and authenticity were addressed in several ways including multiple interviews, use of interviews, observations, and program materials, and multiple coders. By including multiple perspectives and program materials in the study, views on the program and

analysis of the data are triangulated to help ensure accurate interpretation of that data and processes of the programs, called trainagualtion (Maxwell, 2005; Patton, 2002).

Involving park staff, program partners, participants, and other community members in the study ensures multiple perspectives, thus ensuring the trustworthiness and authenticity of the study. Also, by having multiple researchers involved in the coding provides another method of triangulation.

A total of 25 in-depth qualitative interviews were conducted for phase 1 of this project. Conducting qualitative interviews allows for the exploration of the interviewees' perceptions and how meaning and relationships are formed around a particular phenomenon or program (Berg, 2007; Glesne, 2006; Patton, 2002). The focus of these interviews, and the foundation of the semi-structured questions, was (1) identifying past and present programs designed to enhance cultural diversity in national parks, (2) evaluating the success or failure of those programs, (3) identifying reasons for success or failure, (4) identifying NPS goals and objectives regarding relevancy in the 21st century, and (5) examining reasons for underrepresentation of communities of color in national parks. For this study, interviews were recorded and transcribed to allow for open-coding. Open-coding is an analysis process in which qualitative data are broken into thematic categories that emerge from the data and are not developed beforehand (Coffey & Atkinson, 1996; Miles & Huberman, 1994). The computer software NVivo was used to organize the data and manage the coding process. A sub-sample of interviews were coded by multiple individuals to ensure coder reliability (Miles & Huberman, 1994).

Intensity sampling, a type of purposeful sampling, was used to select study participants (Patton, 2002). Study participants were selected based on their high level of knowledge and experience regarding diversity issues in national parks in order to provide the most information possible and maximize the knowledge gained from the sample. Of the participants, 16 were from within the NPS and 9 worked outside of the NPS. Study participants included superintendents, chiefs of interpretation and education, Cooperative Ecosystem Studies Unit (CESU) coordinators, park rangers, youth program coordinators, former NPS personnel, presidents of partner organizations, presidents of consulting groups, and academics. Study participants were geographically as well as racially/ethnically diverse.

Phase 1 of the study suggested common key ingredients (or themes) that enable parks to effectively engage diverse audiences. Phase 2 focused on park level research to apply the model and key themes identified in phase 1 through the use of case study research. Phase 2 examined how programs at Santa Monica Mountains National Recreation Area (SAMO) and Boston Harbor Islands National Recreation Area (BOHA) were successful at engaging youth of color. These parks were selected due to their development and implementation of highly visible and seemingly successful programs that engage youth of color as well as the neighboring communities. SAMO was selected due to the high profile of the superintendent, on diversity and youth engagement, and the SAMO Youth program. BOHA was included in the study because of their interest in the SAMO Youth program and in learning ways to implement a career intake program at

BOHA. Both parks participated in the study to advance their own programs and advance the thinking of the NPS with regard to youth programming.

To select specific programs, facilitated workshops were held at each park, during which researchers, park employees, and key partners determined which programs would be included in the study. In total, seven programs were included in this phase, four programs from SAMO and three from BOHA. Those programs are, from SAMO (1) EcoHelpers, (2) SHRUB, (3) SAMO Youth, (4) Anahuak Outdoors, and from BOHA (5) Island Ambassadors, (6) Harbor Connections, and (7) Native American Youth Institute.

In this research, each park represents a case study. Case studies are often used in evaluation research in order to explore the implementation of a program or initiative (Love, 2004). Case studies are a methodological approach for gathering data about a particular group, event, or social setting to understand how it operates (Stake 1995, 2006). In case study research, the unit of analysis is a specific, unique, and bound system (Stake, 1995; Yin, 2002). For this study, the park site served as the unit of analysis. A park is a specific and unique unit within the NPS, bounded by reach, authority, and mission.

There are three types of case studies: 1) intrinsic case studies which are used to gain insight into a *particular case* and often that case is not chosen by the researcher, 2) instrumental case studies which are used to gain insight into a *research question*, and 3) collective case studies in which several instrumental case studies are used to theorize about a larger issue (Berg, 2007; Stake, 1995). Two important considerations for case

selection are picking cases that will 1) maximize what can be learned and 2) are receptive to inquiry which allows for easy access to information (Stake, 1995).

Since two parks are explored in this study, collective case study methods were used with the aim to generate theory and understanding of how national parks can more successfully address the issue of diversity. Case studies are commonly used in organization research to develop theory (Eisenhardt, 2002). Theory is generated through the triangulation of literature, case study data, common sense, and experience (Pfeffer, 1982). The use of case study design and qualitative research in this study provides a foundation to begin building and testing theory associated with NPS diversity programs implemented at the park level.

The youth programs at each park were explored using qualitative, semi-structured interviews with NPS management, partner management, NPS program staff, partner program staff, teachers/coaches or mentors, and past participants or parents of current participants. Commonly used qualitative research techniques are interviews, observations, focus groups, and document reviews. This study uses in-depth interviews as the primary method of data collection. A common definition of qualitative interviews is conversations with the purpose of gathering data (Berg, 2007; Glesne, 2006). Qualitative interviews can be designed as informal conversations, interviews guided by a few open questions, or structured, standardized interview questions (Patton, 2002). In qualitative interviews, it is important to avoid yes-no questions; questions should inspire conversation and reflection on the part of the interviewee (Krueger, 1998).

Semi-structured interview guides were developed for each of the the six groups listed above, focusing on the experience and knowledge of the various roles of the interviewees. The focus of these interviews, and foundation of the semi-structured questions, was identifying (1) what key ingredients help to make the program a success (2) how the program overcomes challenges and capitalizes on opportunities, (3) how the community is involved in the development and implementation of the program, and (4) how the program meets organizational goals of the park and its partners.

A total of 74 qualitative interviews were conducted for this phase (38 interviews at SAMO and 38 interviews at BOHA), and study participants were purposefully selected by park and partner staff because of their knowledge and experience regarding the park programs or participant experiences in the programs. The interviews were conducted during the summer and fall of 2009 either in-person during park visits to SAMO and BOHA and or over-the phone. The interviews lasted between 30 minutes and an hour.

The interview data from phase 2 were coded using the same technology and methods as the interview data from phase 1. In order to apply the conceptual model, the same thematic codes developed in phase 1 were applied to this set of interview data. This was done to determine if the data fit the same thematic coding scheme, thereby supporting the model. Data that did not fit into the phase 1 thematic coding scheme were examined for patterns and linkages to other themes. All the themes were then reexamined to determine if any linkages or relationships between themes were different from the phase 1 data. This process allowed for the retooling and refinement of the

conceptual model as well as the identification of promising practices within parks and programs for successfully engaging youth of color.

Results from this study are presented in three parts. Phase 1 findings are presented in a conceptual model of relevancy in Chapter 2, phase 2 findings are presented in a model of deep engagement in Chapter 4, and recommendations for parks are presented in the form of reflective questions in Chapter 5. The conceptual model of relevancy and the associated themes in phase 1 are preliminary findings and were used to develop the interview protocols and model of deep engagement developed in phase 2. The findings from phase 1 and 2 were then used to develop the reflective questions described in Chapter 5. The foundation for the research presented in this dissertation comes from efforts within the NPS to address diversity and relevancy such as the *Keeping National Parks Relevant in the 21st Century* report (Mitchell et al., 2006).

Figure 1 illustrates the connection between the study phases and the reflective questions.

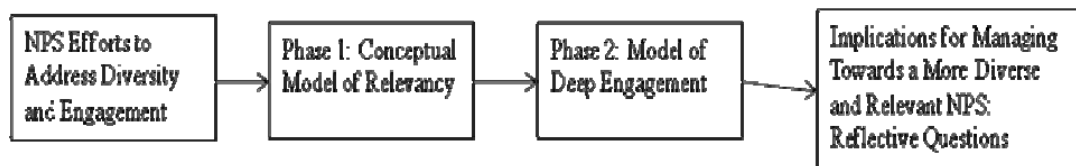


Figure 1. Framework of Study Findings

CHAPTER 2: PHASE 1- CONCEPTUAL MODEL

The findings from the phase 1 interviews identified six themes key to the success of NPS diversity initiatives. Those themes are (1) program sustainability, (2) inclusive interpretation and histories, (3) media and communication, (4) NPS climate, (5) workforce diversity, and 6) community involvement. Subthemes that describe different aspects of the six themes identified above were also developed from study data. Analysis of study data also suggested that the six themes are connected in certain ways. The conceptual model shown in Figure 2 represents how these themes are generally connected. It is important to note that the model and associated themes are not one dimensional. There is no identified entry point to the model because the data suggest a more comprehensive approach to addressing diversity was needed. The relationships between the themes of the model flow in both directions and all of the themes are connected through multi-directional relationships. Due to the comprehensive nature of addressing diversity that emerged from the data, the model is a simplified depiction of themes important not just to a singular program in a national park unit but to the overall management for the national park unit.

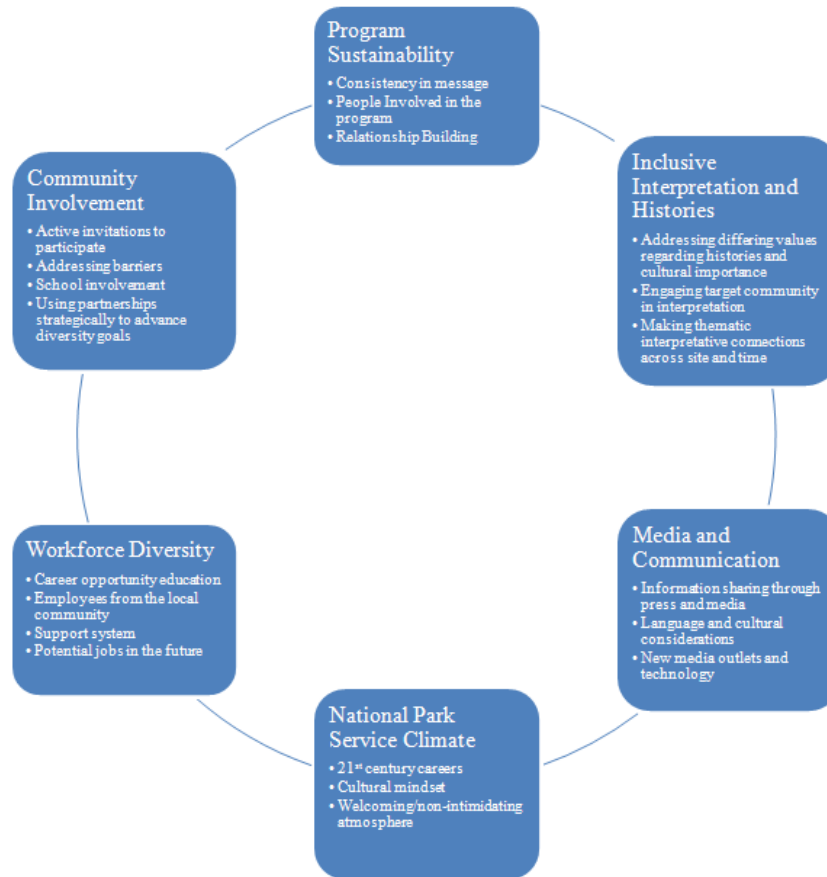


Figure 2. Relevancy Model

2.1. Theme 1: Program Sustainability

“So it died for these two reasons. I think one because there was no sense of connection among the students and two because it was so [hinged] on one individual that when he left, there was no way to keep the program up” ID#016

The notion of program sustainability emerged as an important part of program success for several reasons. For example, study data indicated that programs that go beyond “one-touch” (single event) experiences appear to build more lasting relationships with community partners. One-time, special event programs may provide an entry point

to new audiences, but study participants felt strongly that programs which take place over a few weeks or even months form deeper relationships. Study participants also described the ways in which program sustainability is linked with the ability to overcome budgetary and leadership changes, as well as the development of strong partnerships. The above quote illustrates the importance of consistent leadership in order for programs to be successful. The three subthemes associated with *program sustainability* are (1) consistency in message, (2) people involved in the program, and (3) relationship building.

Consistency of message means that everything an NPS unit does (interpretation, advertising, workforce) should reflect a commitment to diversity. Diversity focused programs are one way to show a commitment to diversity, but many aspects of the park, even those seemingly not directly diversity-related, should reflect a strong commitment to this issue. According to study participants, this consistency communicates a commitment to addressing underrepresentation as well as efforts to be a welcoming place for people of color. For example, a NPS unit that has translated interpretive material into Spanish but has not provided facilities for extended family gatherings may not be sending a consistent message to the community because studies have shown that recreational styles between whites and people of color differ and that facilities and sites need to be more universally designed to accommodate different styles of recreation (Chavez, 2000).

People involved in the program refers to those individuals involved in the program as well as their degree of involvement. Study data strongly linked the notion of program sustainability to leadership and the individuals involved in the program. For example, numerous stories emerged from the data highlighting programs that deteriorated

after a key individual left. The *people involved in the program* subtheme also refers to community members that are or should be involved in the program. Multiple members of a community should be involved to ensure program success and sustainability. Just like in park management, community leadership can change and impact vital programmatic connections.

Building meaningful, intentional relationships is a crucial part of program success and sustainability. While linked closely with the previous subtheme, this subtheme goes beyond individuals and refers to a more systematic approach to relationship building. This subtheme also emphasizes the importance of long-term efforts; relationship building takes time and parks should be committed to working and talking with community groups to build and maintain meaningful relationships. As described above, maintaining leadership and commitment is also key in developing lasting relationships with the community and other organizations.

2.2. Theme 2: Inclusive Interpretation and Histories

“But if you look at America, what is determined to be historically significant... has usually been determined around criteria of its architectural significance as opposed to its social or historical significance...And very often the diverse communities have not been at the table when the importance of things or places is determined so criteria used for the primarily European American community may or may not be applicable to why a place or a building is of importance to my community” ID#004

The second theme represented in the model, ***inclusive interpretation and histories***, looks at the stories interpreted at NPS units. The above quote describes one

study participant's perspective on reasons why interpretive themes have not always been meaningful to traditionally under-represented audiences. Ensuring that interpretive programs encompass the experiences of diverse people associated with a particular story is crucial for increasing visitation and relationships with traditionally underrepresented communities. This theme looks at not only what stories are told, but how and by whom they are told. The three subthemes associated with *inclusive interpretation and histories* are (1) addressing different values regarding historical and cultural importance, (2) engaging the target community in interpretation, and (3) making thematic interpretative connections across sites and time.

Addressing different values regarding historical and cultural importance

focuses on ensuring that diverse groups are part of the decision-making process when defining what resources are considered "important" enough to interpret or protect. As the above quote illustrates, typical approaches to historic preservation may have excluded some segments of society. Study participants noted that many structures or places of historical significance to minority cultural groups may be located in buildings of little architectural significance. Consequently, the stories associated with these places may not be well documented or interpreted. Ultimately, study participants felt that in order for park managers to know what resources to interpret and protect, they need to continue to work with community partners to better understand the values, perspectives, and experiences of different cultural groups in a particular context.

Engaging target communities in interpretation refers to the engagement and inclusion of target communities, particularly the specific community whose story is being

interpreted. Study participants felt strongly that in order to tell inclusive histories and present stories from various cultures, members of those cultures need to be part of the process, and when possible, participate directly in the interpretation of those stories. For example, the underground railroad is a significant story that transcends NPS units and boundaries. As an interpretive theme, it lends itself to interpretation by a broad base of individuals, not just NPS employees. Engaging target communities in interpretation may occur through increasing workforce diversity, partnering with local historical societies, as well as using volunteers from the target community.

Making thematic interpretative connections across sites and time refers to the ways in which interpretation at any specific site might connect to broader stories and themes across the National Park System. For example, study participants noted that there may be opportunities to thematically link civil war sites and themes with civil rights sites and themes. This, in turn, may create the context for interpreting the stories of not only important historical figures/events, but how they were shaped and influenced by other events and people in the nation's history. While not every site in the National Park System will relate to every racial and ethnic group, connecting interpretive themes in meaningful ways across time and space may help broaden the context and relevance of specific NPS units to include constituencies that have yet to be engaged.

2.3. Theme 3: Media and Communication

“If we’re thinking that the program alone is going to do it and we’re relying on our normal promotional materials for the general public, it’s a lot more hit or miss than

when we're really also including active promotion through outlets that people will connect with." ID#005

The ***media and communications*** theme refers to the use of non-traditional media outlets and technology to help ensure program success. Along with the use of new and different forms of communication, study participants felt that the type of information communicated is important for welcoming and engaging diverse audiences. Providing information that is specific to target communities and fills knowledge gaps about the NPS is important to engaging diverse audiences. As the above quote suggests, media and communication can not only encourage visitation to national parks but may also provide an opportunity for the NPS to connect to a more technology savvy generation. The three subthemes associated with ***media and communications*** are (1) information sharing through press and media, (2) language and cultural considerations, and (3) new media outlets and technology.

Information sharing through press and media refers to using the press and media to provide communities with information about national parks and the range of programming that they offer. This information sharing can focus on numerous aspects of the national park experience including activities people can participate in at the park, special services a park might offer, and new exhibits and interpretive material. Study participants agreed that educating communities about the NPS could be successfully done through effective and appropriate press and media. This approach would allow the NPS to take advantage of information

dissemination as a way to educate communities about opportunities and activities available in national park units.

Addressing cultural and language considerations is crucial when developing a media or communications plan. According to one study participant, learning about language and cultural differences and then adapting media and communications strategies appropriately will likely enable messages to reach broader communities. Several study participants noted that cultural barriers often go beyond language differences and it is important to understand ways in which different cultures access information. Traditional forms of advertisements may not reach certain cultures; radio ads may have more impact on one culture than another. Learning about and understanding these differences are crucial for a successful program.

New media outlets and technology emerged from the data to reference the use of non-traditional media outlets and new forms of technology. Many study participants emphasized the importance of using new technology for engaging youth. Study participants noted that when possible, the NPS might think about incorporating newer technologies like MP3 players, Facebook, and MySpace. In the minds of most study participants, exploring ways that technology can enhance a national park experience while bridging gaps between nature, culture, history, and technology will be increasingly important for engaging youth and making national parks relevant to youth, not just youth of color.

2.4. Theme 4: NPS Climate

“It’s not a ‘nice to-do’, but a ‘must-do’. But that’s going to need to be followed by a willingness to fund, a willingness to experiment. Actually, a barrier might be that we have very traditional ways of doing things in national parks and that can create cultural barriers essentially. We need to do programs differently, offer services differently...based on what audiences might need.” ID#005

The **NPS climate** theme refers to what underrepresented park constituencies perceive as the agency’s “attitude” or “orientation” towards diversity issues in a general sense. As the above quote illustrates, the vast majority of study participants felt strongly that successfully addressing 21st century relevancy goals requires an NPS climate or organizational culture characterized by a willingness to experiment with new ideas as well as the commitment to fund initiatives. The four subthemes associated with **NPS Climate** are (1) 21st century careers, (2) cultural mindset, (3) supportive authorizing environment, and (4) welcoming/non-intimidating atmosphere.

21st century careers addresses the NPS’s ability to be competitive in the contemporary job market. Study participants commented on changes in society and the NPS’ potential inability to remain current in the context of these changes. One study participant described it like this, “Now the estimate is that a youngster coming into the workforce may change jobs 15 to 20 times. And I don’t know that the agency is prepared for that kind of turnover.” Participants also brought up issues such as competitive salaries and desirable work locations as possible barriers to viable career opportunities.

The notion of a *cultural mindset* emerged from the data as an important aspect of *NPS Climate*. Study participants described this in different ways. For example, one agency employee stressed the need for NPS to continue to work toward broadening the perceptions that different cultural groups may have about the role of national parks as well as the mission of NPS. Another study participant described it this way, “I mean everybody’s not going to stand in front of the scenery and get the same kind of impact. And I think that’s hard for people to understand. So I don’t think you can assume that just because you provide them with transportation that there’s a foregone conclusion that they’re going to first want to come, and to have an impactful kind of experience.”

Supportive authorizing environment highlights the importance of strong and consistent support from all levels of NPS management, but particularly from the regional and national leadership environments. Study participants felt strongly that NPS personnel need to understand the importance of diversity and need to be advocates for including 21st Century Relevancy and related diversity objectives (i.e., receive training) and that various authorizing environments encourage, promote, and mandate diversity programs and initiatives.

Welcoming, non-intimidating atmosphere is closely linked to the *supportive authorizing environment* subtheme, but refers more broadly to the environment created by NPS employees, policies, and tradition. Creating a welcoming/non-intimidating atmospheres refers to both visitor and employee experiences. Several study participants reflected on the strong tradition and culture of the NPS and the ways in which this can be intimidating, while making the work environment hard to navigate for some people of

color. This notion extends to challenges that new hires, particularly personnel from minority groups, may have in navigating the agency's culture. For example, one study participant noted the struggle that people of color can sometimes have in remote locations where they are the only person of color on staff and in the community. Study participants widely agreed that support networks should be set up for new hires because creating a welcoming/non-intimidating atmosphere for park visitors also relies on supportive staff. One study participant noted all staff members need to be culturally competent because visitors can pick up on subtle, sometimes unintended signals that make them uncomfortable.

2.5. Theme 5: Workforce Diversity

“I think we need to have a better understanding of different ethnic and cultural understandings and I think that's going to happen by having people on the workforce so that if we broaden our workforce it means that we're going to have more opportunities to have focus – that have...different viewpoints involved in making these connections so we would have more critical mass in making that happen.” ID#002

Workforce diversity emerged from the interview data as an important theme in the overall context of NPS 21st century relevancy and related diversity initiatives. According to many study participants, a diverse workforce demonstrates a commitment to diversity and creates a more welcoming environment for under-represented visitor groups. Study participants felt strongly that, ultimately, the NPS workforce must reflect the ethnic and cultural diversity of the US population in order to achieve 21st century relevancy and other related diversity goals. As the above quote suggests, a diverse

workforce provides a broader range of interpretive voices and may create new avenues for connecting diverse communities with national parks. The four subthemes for *workforce diversity* associated with (1) career opportunity education, (2) employees from the local community, (3) support system, and (4) potential jobs in the future.

Career opportunity education refers to educating youth and other potential employees of the NPS about the range of career opportunities available within the agency. Study participants noted that potential applicants from diverse communities may perceive NPS as only offering “ranger-type” careers. Several study participants felt that materials and/or outreach efforts that explain the possible avenues of employment in the agency may help ensure that individuals are aware of jobs and career opportunities beyond the traditional park ranger. Other study participants suggested using career fairs, developing relationships with high schools and universities, as well as using new media and technology to communicate with diverse audiences about the wide array of careers opportunities in the NPS.

Employees from the local community refers to the importance of hiring from the local community. According to many study participants, parks that are located in diverse communities may have opportunities to attract local applicants. Hiring from the local community not only increases the diversity of the workforce but also strengthens bonds and relationships with key local partners. This relates to the community involvement theme discussed later in this dissertation. Hiring people of color from local communities can create a relationship between the park and that employee’s social network, thus providing an entry point for other individuals to visit the park. Having a

diverse workforce also provided opportunities for interpretation of histories and stories by group members and people closely associated or related to a story (as discussed in Theme 3).

Support systems focuses on the need that many new hires and interns have for some type of support system to ensure their successful transition into NPS. Study participants suggested the use of team-hiring practices as well as team-building retreats before employees report to their duty stations. Several study participants acknowledged that bonds with other employees may be especially important for new hires of color assigned to units or offices that have little or no staff diversity. In some situations, these employees may also be the only person of color in the surrounding community, underscoring the importance of connecting these employees with people who understand this situation. Providing a mentoring network was also mentioned as an important part of increasing workforce diversity because it creates a support network for new employees helping to ensure their success in the agency.

Potential jobs in the future surfaced as a very important element for ensuring creation of a diverse workforce. Numerous study participants mentioned that interns are highly qualified and highly trained by the completion of their internship but, in many instances, there is no position or opportunity to hire them. Study participants repeatedly suggested a “pipeline” approach, whereby NPS would create direct opportunities for interns to enter the agency upon conclusion of the internship.

2.6. Theme 6: Community Involvement

“...I’m really a proponent of going into the community and taking the park to the people. A lot of the times people are very uncomfortable going into a new environment or if they don’t see people of their own...type, class, culture groups – it’s a little bit harder for them to feel comfortable... Speak to groups that are already established like...museum groups that are in the city and try to build some sort of partnership or network...”

ID#022

Community involvement emerged as an important theme associated with the ways in which national parks can effectively engage diverse communities. As the above quote illustrates, many study participants felt that community involvement can provide opportunities for diverse audiences to get to know their NPS unit and personnel. Many study participants emphasized the importance of community involvement both inside and outside park boundaries. This refers to interacting with the community within the park (e.g., special events and interpretative exhibits) and at location and events within the community (e.g., churches and festivals). Study data associated with this theme also suggest that there may be substantial value in partnering with non-traditional groups already working to address issues of diversity. Developing partnerships with museums addressing diversity, local government agencies (e.g., housing authority), and community groups working with communities of color (e.g., grass roots organizations, non-profit groups). The four subthemes associated with **community involvement** are (1) active invitations to participate, (2) addressing barriers, (3) school involvement, and (4) using partnerships strategically to advance diversity goals.

Active invitations to participate requires more than just being open to visitors, but actively going into the community and reaching out to underserved audiences. A majority of study participants felt that providing communities with the opportunity to get to know the park, its mission, and personnel in a comfortable, familiar setting (e.g, local schools, recreation centers, churches) can help build a meaningful relationship between communities and national park units as a whole.

Addressing barriers to park visitation emerged as an important subtheme. Study participants felt strongly that park managers need to understand and respond to the challenges that some groups face in terms of visitation. For example, several study participants identified the lack of transportation as a potential barrier in some instances. This involves getting to know the specific needs of the community and crafting programs that respond to these.

School involvement also emerged as an important subtheme. Many of the programs that study participants felt had been successful involved schools, particularly those that brought park personnel into the school and used this opportunity to encourage full family visitation. Study data underscored the importance of engaging children to get whole families involved in park activities.

Using partnerships strategically to advance diversity goals emerged in many of the themes but primarily when study participants described initiatives that were designed to involve and engage communities. Study participants felt that the NPS should reach beyond traditional partner groups and work with community organizations, such as churches and community recreation centers, to reach diverse audiences. The NPS might

also consider partnerships with organizations already addressing underrepresentation of people of color in other areas. Museums and zoos, for example, are developing programs and initiatives to increase minority visitation.

2.7. Main Challenges and Opportunities to Increasing Diversity

Previous research on underrepresentation of people of color in national parks has focused mostly on visitation. Results from phase 1 of the study show that visitation is only one aspect of underrepresentation. Study participants spoke to the importance of addressing not only the lack of visitation by people of color but also workforce diversity and the role of national parks in local communities. To engage people of color in national parks, parks need to create welcoming environments that are inclusive and reflective of local or target communities. Moreover, for parks to accomplish those goals, they need to develop long-term relationships with local communities. These findings reframe the issue of underrepresentation as not just solely about visitation but also about the role of national parks in communities and society at large.

Phase 1 data also emphasized the importance of addressing the issue of diversity and underrepresentation in a comprehensive, systemic and holistic manner. The six themes identified above should be addressed at concurrently, when possible. Focusing on one theme from the model and neglecting the others will not lead parks to effectively address diversity issues. All of the themes and subthemes identified on this first phase of work (as presented in Figure 2) together to address underrepresentation in national parks. The second phase of this study was conducted to better understand how the themes of the model work in the field. By exploring the ways in which parks and their programs

overcome challenges and become successful at engaging diverse audiences, phase 2 of the study identifies how two national parks address the six themes of the model and go beyond visitation to connect people of color with national parks and the NPS.

CHAPTER 3: PHASE 2- NATIONAL PARK SERVICE UNITS CASE STUDIES

3.1. Park Descriptions

The conceptual model described in the previous chapter reflects key ingredients, identified by study participants, that are needed for a national park unit to successfully engage diverse communities. While these ingredients touch on most aspects of park management including interpretation, education, and personnel, it is necessary to explore how individual parks address diversity issues through programming and other park activities. Phase 2 explores how two national park units address the six themes from the model described in the previous chapter through the implementation and development of youth engagement programs. Through case study research at Santa Monica Mountains National Recreation Area (SAMO) and Boston Harbor Island National Park Area (BOHA), this study attempts to identify promising practices in engaging diverse youth and identify ways in which the NPS is successfully addressing diversity issues.

SAMO was designated as an NPS unit in 1978. It is located outside of Los Angeles, California and stretches from the Santa Monica Mountains to the Pacific coast, Figure 3. The recreation area encompasses towns, cities, private recreation lands, and state park lands. While the recreation area consists of 153,250 designated acres, the federal government owns only 15% of those acres. In order for SAMO to manage the patchwork of ownership within the recreation area, the park is partnership based. SAMO works with 67 government partners and 30 non-government partners including the Santa Monica Mountains Conservancy, Mountain Recreation and Conservation

Authority, Coastal Conservancy, LA Unified and Oxnard School District, and the California State Parks. It is through these partnerships that the park is able to develop and implement programs that engage the diverse surrounding communities of Los Angeles, Oxnard, and Thousand Oaks.



Figure 3. Map of Santa Monica Mountains National Recreation Area

BOHA was designated as a unit of the NPS in 1996. It encompasses 50 squares miles of shoreline and islands, Figure 4. The park is managed by the Boston Harbor Islands Partnership, a collective of federal, state, local, and non-profit organizations. Unlike traditional national park units, BOHA does not own land within the designated recreation area. It is through the management of the Boston Harbor Islands Partnership, the Boston Harbor Islands Advisory Council, and other partnerships that the park is able to develop and implement programs that engage the diverse surrounding community of Greater Boston.



Figure 4. Map of Boston Harbor Islands National Park Area

3.1.1 SHRUB

SHRUB stands for Students Helping Restore Unique Biomes. SHRUB focuses on restoration and non-native species abatement. SHRUB is a school program for 5th graders, reaching 60-79 students a year. During the school year, students visit the park eight times. During these visits, students collect native plant seeds, grow seedlings, plant seedlings, and weed plots of native plants. These visits also include a family day and an overnight camping trip.

The park feels that SHRUB has been a successful program for many reasons. Through repeat visits, students and their families are introduced to SAMO and learn about activities at the park. The lessons are based on California educational standards

and are cross curricular. The interdivisional work between resource staff and interpretation and education staff allows students to interact with a range of park personnel. The school, Manzanita Elementary School, has invested in the program, which was started by one the school's teachers.

While SHRUB is successful in many ways, the program still faces challenges. Maintaining funding each year is difficult, especially in the current financial climate of California. The program requires a large investment of park staff time that is not always a formal part of their duties. The camping trip is an important part of the program but cultural differences can make it difficult to convince parents to allow children to participate in the trip. Expanding the program to reach more students is a future goal of the park and school but maintaining and ensuring high quality ranger-student interactions and hands-on experiences is important. In addition, getting information about the program to other teachers and schools in the area has been challenging.

3.1.2. EcoHelpers

EcoHelpers is a school program that focuses on habitat restoration. It is a one-touch program that reaches between 2,000-5,000 youth a year. Youth participate in the program usually through their high school and about 65 classes a year participate in the program. Each class has about 30-50 students. Community groups and other organizations can also participate in the program.

The park considers EcoHelpers to be successful for many reasons. The program can be easily adapted to fit specific groups or class needs and can accommodate special need groups. The program requires minimal school preparation before trips. The park

and its partners provide bus transportation from the school to the park. And the program provides youth with a positive experience in the park.

While the park sees EcoHelpers as successful in various ways, the program still faces challenges. Pre and post trip materials are provided however, creating materials that will be used in the schools is a continual challenge. Aligning the program with California standards and the teaching goals of schools is also a challenge. EcoHelpers appears successful at engaging school groups and youth, it can struggle to engage families in the program. Planning and organization are also a challenge because there is no full-time program administrator.

3.1.3. SAMO Youth

SAMO Youth is a program designed to introduce youth of diverse backgrounds to career opportunities in the NPS through summer employment. The goal of the program is to reach youth during their junior or senior year of high school and provide them with opportunities to explore career choices within the NPS.

The program focuses on involving students in real NPS work from multiple divisions within the park, having students work side-by-side with park personnel, and explaining where their work contributes to the protection of resources and achievement of the park's missions. This is accomplished through a six week employment experience in high school during which the students work as part of a crew and seasonal employment opportunities at parks throughout the NPS during college.

The park considers SAMO Youth to be a success in many ways. The program is employing students as NPS staff, not interns, making the program both financially and

experientially beneficial to the students. Students can participate in the program for multiple years, creating a deep relationship with the NPS. The park provides transportation for the students so they are able to get to and from the park. There is support from park staff for the students for both career development and college preparation.

While SAMO Youth is seen as successful in many ways, the program still faces challenges. It is hard for park staff to provide the needed academic support so students succeed in college and can return to the park. It can be a challenge to select students with an interest in natural resources and who are likely to choose NPS careers. Cultural considerations regarding park placement can be difficult with students preferring to stay close to family and in the LA area. Expanding the program is also a challenge as recruiting more students may impact the quality of the program.

3.1.4. Anahuak Outdoors

Anahuak Outdoors is a collaborative program between the Mountain Recreation and Conservation Association (MRCA) and the Anahuak Soccer League. It is a 12 week junior ranger program in which one soccer team at a time participates in environmental education activities including monthly day trips to park locations and family days. Naturalists and rangers are provided by the MRCA. Groups also participate in community service projects four times a year.

The park and MRCA consider Anahuak Outdoor to be successful at engaging their target community in many ways. The program fosters a relationship between the youth, the park, and the MRCA staff. Family fun days are run as facilitated park

experiences and not as highly planned or predetermined activity days. The youth involved in the program are already committed to soccer and the program capitalizes on that commitment. The director of Anahuak Soccer has strong ties with the community.

While Anahuak Outdoors is considered successful in many ways, the program still faces some challenges. Family days can include up to 300 people and the park sites and staffing do not have the capacity to meet the needs of groups that large. It has been a challenge to reach community members who are not involved in the soccer league. Language can be a barrier as well as cultural considerations regarding supervision of overnight trips.

3.1.5. Harbor Connections

Harbor Connections is a school program focused on providing teachers with Place Based Education curriculum focused on science in the Boston Harbor Islands and providing students with access to the islands. Fifth to eighth graders participate in a year long program that includes school visits from park rangers and at least one island visit. Approximately 2,400 students from the Boston Public Schools participated in 2007. The program is sponsored by Thompson Island Outward Bound (TIOB) and the main staffing is four NPS rangers and one TIOB staff. The goal of Harbor Connections is raising awareness of stewardship, citizenship responsibilities, and opportunities among students regarding the Boston Harbor Islands, connecting teachers and schools to active science in the park, and providing curriculum that is aligned with Massachusetts standards.

The park and TIOB consider Harbor Connections to be successful in many ways. The program has reached many students in the greater Boston area. Teachers

appreciate the classroom visits by rangers and the Harbor Connections curriculum is well linked to the schools curricular needs. The program also has free transportation for the island visits for five years.

While Harbor Connections is seen as successful in many ways, the program still faces challenges. The park would like to reach more students and provide more pre-program teacher outreach. Maintaining the curriculum based aspects of the program takes a significant amount of time and is a continual challenge. Seasonal staff work with the students most and there is high turnover each year in staffing. The park would like more continuity of staff each year and to have a more diverse staff working with the students.

3.1.6. Native American Youth Institute

BOHA is legislated to interpret Native American history. One program through which the park does this and engages the Native American community is the Native American Youth Institute (NAYI). NAYI is a media production program that documents the stories of native communities. Youth ages 13 through 18 years old work as production assistants with younger children working as helpers. The program is based on Massachusetts curriculum and provides participants with the opportunity to gain experience working in film production. The program is run as a one week residential program on Thompson Island during the summer and one fall weekend. Park staff and tribal elders participate in the program. The goals of the program are to help Native American youth understand their connection to the Boston Harbor Islands, gain real life

skills in media development, and transfer traditional ways of telling stories into a medium for a broader audience.

The park considers NAYI to be successful in many ways. The program fosters a dialogue between the NPS and tribal communities and provides tribal communities with an authentic gathering place. The program provides mentoring for youth through the inclusion of filmmakers that are experienced working with diverse youth and communities. The program meets the social needs of the participants and provides a place for participants to reflect on their role in their community and the film project. Park staff have also started to attend tribal social gatherings, increasing the visibility of the program.

While NAYI is seen as successful in many ways, the program still faces challenges. As with many programs, sustainable funding is a continual challenge. It is also difficult to keep up with new technology and to provide access to equipment for the students. While production of the films goes well, editing and completing the projects are often harder due to time constraints and access to equipment. The park would also like to explore ways to provide more control of the program to the tribal communities.

3.1.7. Island Ambassadors

Island Ambassadors is a year round program designed to employ high school students in the park in order to introduce them to NPS careers. Each year, 12-15 students participate in the program that runs through the summer and after school during the year. The students range in age from 15 to 18 and come from Boston public and private schools. The students are paid to work in different areas of the park including habitat

restoration and public interpretation and education. Some of the goals of the program are to provide students with exposure to careers in the parks, science, and public policy, to diversify the face of the park, to help students get into college with a focus on studying the environment, and to help students apply classroom knowledge to the real world.

The park considers Island Ambassadors to be successful in many ways. The program creates a long-term bond with students because it lasts throughout the year and requires the commitment of students to work after school, on weekends, and during the summer. The retention rate for the program is high. The students in the program are connected with youth from around the city and give interpretative presentations in schools. The program provides job skill training to the students making them better prepared to enter the workforce.

While Island Ambassadors is seen as successful in many ways, the program still faces challenges. As with most programs, consistent funding is a challenge. The program needs better meeting spaces and a location that is youth friendly. The program currently meets in the Boston Harbor Island Alliance office and there is limited space for program participants. It is also difficult to connect the program participants with the right resources for projects and with other programs run by the park and its partners. Transportation to and around the park areas is a continual challenge. There are areas where participants do not feel safe traveling by public transportation and the program does not provide vans or busses. The park and its partners would also like to give more voice to the participants and allow them to pick projects that interest them. However, this creates a challenge because the park needs to ensure that the needs of the park are met.

These seven programs were designed to engage diverse youth. They represent examples of highly active and seemingly successful youth engagement programs run by the NPS and its partners. Appendix A provides a summary table of the main attributes of each program. Qualitative interviews were conducted with individuals deeply involved in each program in order to get a better understanding of how each program allows the park to successfully engage diverse communities and make connections with diverse audiences.

CHAPTER 4: PHASE 2- RESULTS AND DISCUSSION

Phase 1 of the study developed a conceptual model of relevancy which was then further examined in phase 2. The seven programs at SAMO and BOHA described in the previous chapter were explored through qualitative interviews to better understand how parks operationalize the themes from the conceptual relevancy model from Chapter 2. As described in Chapter 1, interviews were designed to collect information about how the programs work and identify common patterns in program design and implementation.

4.1. 6 Processes of Deep Engagement

Based on the field data from SAMO and BOHA, a preliminary model of “deep engagement” was developed (Table 1). This model identifies six processes through which SAMO and BOHA engage diverse audiences by utilizing youth programming. The model of deep engagement also illustrates how SAMO and BOHA programming incorporates, or implements, the themes identified in phase 1 of the study (Figure 2). Like the relevancy model developed in phase 1, processes are cyclical in nature and are each interconnected. The six processes in the deep engagement model (Table 1) are highly consistent across the seven programs sampled in this study and are summarized below.

Process 1- Skilled Staff: Programs have staff that are reflective of the local community and are skilled in youth development and leadership. According to the interview data, this type of staffing leads to program participants feeling more comfortable with program staff and allows staff to become mentors to program participants – both within the

program setting as well as in life outside the program. These types of interactions, in turn, help to create a welcoming environment and begin the process of building deep and sustainable relationships between local communities and the park. This process articulates how SAMO and BOHA address the themes of *program sustainability* and *NPS climate* in the relevancy model (Figure 2).

Process 2- Supportive Leadership Environment: Having a management climate that is supportive of relevancy initiatives and programs allows park and partner staff to experiment with programs and be flexible when developing, administering, and delivering programs. Such flexibility allows programs to be adapted to best meet the needs of the target audience and to be redesigned or adjusted in response to unanticipated opportunities and challenges encountered during program development and implementation. This process echoes the *NPS climate* theme in the relevancy model (Figure 2).

Process 3- Working with Schools and Communities: Programs that emerge from dialogue with community members or community groups (such as schools) and involve partnerships with multiple organizations are better positioned to be responsive to community needs. When designed in this way, community engagement programs can better deliver services in a manner that will be used by the target audience, thereby allowing the park to better meet the needs of the community (e.g., school standards and barriers to visitation). This process demonstrates the *program sustainability* and *community involvement* themes in the relevancy model (Figure 2).

Process 4- Community Service and Giving Back: Each program examined in the study had a community service aspect. Either through work in the natural environment, interpretation projects, or other forms of community service such as outreach to schools, participants are able to gain hands-on experience and a sense of accomplishment and pride in their work while also helping to meet park objectives. According to study participants, these service-learning projects foster a sense of stewardship toward the community resources. This process illustrates the *NPS climate* and *community involvement* themes in the relevancy model (Figure 2).

Process 5- Recruitment of Park Stewards: Career education and exploration are incorporated in the programs examined in the study. Participants are exposed to various career opportunities and in some cases hands-on experience and mentorship in various divisions of the park. When participants are exposed to career options, mentorship by program staff assists participants identifying areas of interest and the park assists in placing students in job/internships that are best suited to their interests. These types of interactions between program participants and park staff address the *workforce diversity* theme in the relevancy model (Figure 2).

Process 6- Knowledge of Local Culture: Program staff that can speak the language(s) of the local community and are well versed in the local culture enable program participants to feel comfortable and welcomed in the program and the park. This kind of environment can help program participants connect with program staff in ways that transcend language and cultural barriers that have sometimes existed between parks and their host communities. When park staff and community members are able to interact and

communicate in this way, programming is more likely to address community needs. This process reflects themes of *community involvement* and *media and communication* in the relevancy model (Figure 2).

4.2. Practicing Deep Engagement at Santa Monica Mountains National Recreation Area

While the six processes were highly consistent across all seven programs included in the study, interviews from each park highlighted how the processes are reflected in the on-the-ground experiences in the park. Interview data from SAMO highlight some of the ways in which the park and its partners have made connections and engaged diverse audiences through the processes summarized above.

SAMO and the park's partners have developed staff that are skilled in youth development and leadership. The parent of a program participant said, "...they love working with the kids. They work hard to think of ways to engage them and make the program more interesting to them and bring it down to their level, but not speak down to them, but not make it too challenging so they have fun and move around" ID #205. SAMO and partner staffs are also reflective of the local communities, providing a level of comfort for program participants and allowing program staff to assume the role of mentor – both within the program setting as well as in life outside the program. A former program participant said, "I felt comfortable with [program staff] because they grew up around the same area... I could relate to [program staff]. I guess you would say and so I didn't feel so nervous. I felt okay. I just felt okay. I knew I could rely on [program staff]. I just felt comfortable" ID #229.

These interactions have helped to create a welcoming environment and have begun to build deep and sustainable relationships between local communities and the park. One SAMO program staffer commented about a particular interaction with participants illustrating the connections program participants make with park staff, “We want to make them feel comfortable - comfortable enough so that they would want to come back out there. And one of the things I tried to do was to make sure we had the same people show up so that the kids knew who they were by name and I think that makes them feel comfortable because they do act differently when [program staff] is there that day...girls came up; they were asking ‘We want to see the Ranger *Jane* and say hi to her.’ So again I think it’s the connection with the park staff which was a key to making it successful” ID #206.

Through this process, SAMO ensures program sustainability and addresses aspects of NPS climate that help engage diverse audiences. One interviewee from SAMO said, “...these kids go into the program not knowing what a national park is. And they finish the program not only knowing what a national park is, but having visited a few of them, feeling like they belong in the park, and getting excited about getting the stamps when they visit one of the other national parks” ID #212.

According to study participants, SAMO has a management climate that is supportive of relevancy initiatives. Support from the superintendent, deputy superintendent, and division chiefs creates an environment that allows park and partner staff to experiment with programs and be flexible when developing, administering, and delivering programs. One interviewee spoke about the supportive environment and how

that allows for programmatic innovation, “It's the support from all the players. And also innovation on the part of any people who are part of this and...willing innovation from the rangers; we have new teachers coming on board who are extremely innovative” ID #219. Another interviewee from SAMO spoke to the importance of support from the superintendent, “The support is coming from the very top...it came from the superintendent, just behind us 100%... that showed overwhelming support - so that means that the Rangers can give their time to it and can carve it out of whatever their other missions are, so we are grateful” ID #237.

Study data suggests that management at SAMO allows park and partner staff to be flexible in the design and implementation of programs. A program staffer from SAMO spoke about the importance of experimenting, “...often there are pilot programs and if they don't work for whatever reason it's like, okay, then that doesn't work. And in this arena, that can lead to we'll see why these people don't want to come or whatever. And you know, we just keep at it” ID #218. Another interviewee mentioned the need to constantly be evaluating efforts to ensure they are meeting community needs, “We are constantly having to check ourselves on that and make sure that we're going into this with wide open ears, listening for and trying to capture what the community wants of us and desires of us. And that's constantly testing us. I think we still have a lot of blind spots that we're trying to cover and people are trying to help us cover those things” ID #220. This flexibility allows SAMO to better meet the needs of local communities and to adapt to challenges and opportunities as they arise.

Data from SAMO suggest that an environment that is supportive and allows for innovation and flexibility addresses aspects of NPS climate that may prevent parks with a less supportive authorizing environment to successfully engage diverse audiences. One SAMO interviewee spoke about the ability of partners to address challenges in the NPS climate, “We [the organization] don’t have the huge policy manuals and rules that the National Park Service and state park system sometimes come burdened with. We can move quickly, which is why I think the partnership with the park works so well because you know, [all supervisors], work really well together and it’s sort of like – well, here’s the mission. Here's what we want to accomplish. How do we get it done and how do we get it done fast?” ID #215.

SAMO and its partners have many programs that were developed through dialogue with community members and rely on partnerships with community groups and schools to be successful. One SAMO program partner reflected on how a program idea originated, “We met at a teacher workshop and she came to me and said she'd like to start up some sort of a program with the 5th grade students...I started looking into what we might be able to do in terms of contacting our resource management division and we started up the program. And we started it up within a couple of months of our initial meeting” ID #206. Another interviewee from SAMO spoke about the importance of being present in the community, “You've got to go out and show that you're there with the community, working with the people trying to improve the neighborhood...it is just really important that you show that you're there, that you're present, and you are part of the community. You just have to make sure it happens. And I think it happens by going

to all of the small, little events and letting them know who you are and what you're there doing" ID #214.

SAMO's programs were designed to address school curriculum and barriers to visitation in the local communities. Designing programs like SHRUB and ECOHelpers to meet school and community needs took time and considerable effort on the part of the park and partners. One interviewee reflected on the challenge of working together to develop a useful program, "It was difficult at the beginning letting the Rangers know what our needs were and coming together with them. It took many meetings. It took a lot of time with a lot of players, um, coming to the table and saying what they could do, what they were willing to do - and also what they could not do" ID #233. Another interviewee spoke about how a program is able to address a barrier to participation for target communities, "One important thing that really highlights the program is the free bus transportation that we offer to groups of 25 or more. A lot of times, especially now because of the budget in California, um, schools have a hardship of getting money for the school buses and so we started providing that because transportation just makes it a whole lot easier for the classes to come out and/or community groups" ID #224. Through time and communication, the programs were developed in a way that meets community needs but that would not have been possible without commitment from all parties to build a relationship.

Through this process, SAMO is able to help ensure *program sustainability* and *community involvement*. One interviewee from SAMO said, "I don't know if organization is the right term, but certainly to build a partnership, to create a relationship

at the school and the local national park so that we could help them do what their needs were...and then to make sure that this was understood by the teachers on staff and then to make sure that it would be an ongoing program and would be able to stand on its own legs” ID #219. This quote illustrates the ability of partnerships to help ensure the longevity of a program.

SAMO’s programs all had an aspect of community service built in. Whether program participants were planting native species, cleaning up portions of the LA River, or working in their local communities, participants were able to gain hands-on experience and gain a sense of accomplishment and pride in the work they did. One SAMO program staffer said, “...with our program, that by them planting native shrubs, they are making a contribution to the park. They're learning about the biodiversity and the stuff that goes on, you know, with the non-native plants. And so I think that by them participating in the program, they are kind of giving back to the park. And they feel like, hey, I'm doing something for these mountains or for this climate” ID #224.

Community service and service-learning projects helped program participants at SAMO develop a sense of stewardship and ownership towards the resources in the park. One interviewee from SAMO said, “...well the park is getting more plants planted so I think the park is putting in a lot of time. But it's worth it because they have these kids that are going to care about that park down the road and they would want to help save it, protect it; they'll tell people not to pull up those plants. I mean they'll be great stewards for the national parks later on” ID #201. A former SAMO program participant said, “...when you're the one out there removing like, you know, we do plant removal and

stuff like that, you kind of develop a sense of - okay, this is my park. Like, I worked on it, so I have got to take care of it now. Like, I don't know how to explain it, but once you do stuff, when you're working for the park and you're doing... making a difference at the park, you kind of feel like you worked on it so now it's kind of your responsibility to take care of it and things like that” ID #217.

Through this process, SAMO addresses aspects of *NPS climate* and *community involvement*. A former SAMO program participant said, “But with the jobs they’re really doing it – I mean I felt important. I felt like was I really doing something. I personally felt important. And you know, they didn’t give us uniforms. We got a couple of shirts and they said volunteers and I felt important for doing that work every day. It was maybe just me...but I felt important on this job. I mean I was doing something” ID #234.

Another interviewee from SAMO said, “But I think it helps in the sense that it - as they [program participants] experience it and they pass it on to their friends and family and they are maybe catching onto the possibility of this as a career, that they may not otherwise know about. And one that isn't just labor-intensive, but one that really is a well-respected and there’s a lot of opportunities out there nationally” ID #218.

Programs at SAMO provide youth with an opportunity to explore many different career paths in the NPS. Whether a program is designed to be a career exploration program or not, interacting and getting hands-on experience with park staff from different divisions provides program participants with an introduction to different job opportunities within the NPS. One interviewee from SAMO said, “I like programs that open up students to lots of different types of jobs and career opportunities and education

opportunities. When children get to see those things, it makes the program really successful. Instead of just saying you have to be a doctor, you can do all these different things and still be a steward to the park - you know, have an environmental ethic - I like different things like that” ID #201.

SAMO’s programs not only expose participants to career opportunities, SAMO staff provides mentorship to assist program participants in determining their areas of interest and career pathways. One SAMO program participant said, “If you're interested in things other than natural resources, they make it a point to get you connected with people who may be involved in things that you're more interested in” ID #234. Another interviewee from SAMO said, “The Park Service and other parks in the region have kind of caught onto the program...they call us sometimes and ask us if we have the students available for the summer. And if a student wants to go out there, then we'll...we'll network them out there” ID #218. This mentorship leads participants to not only desire to work in the NPS and related fields but can facilitate employment. One SAMO program participant said, “And I knew that I had a knack for it. I mean I would talk to everybody with this easy flow and I would just connect with the people. And I would connect them with the natural resource and [the program staff] saw that. And he told me you know what? You have a knack for this. Why don't you try this out? And that's how I got that position...being an interpretative ranger and it worked out fine” ID #223.

The ability of programs and SAMO to educate program participants about career opportunities and to mentor participants focuses on enhancing the *workforce diversity* of both SAMO and the NPS. A former SAMO program participant, when reflecting on his

time in a program said, "...it's important to get them hooked and consider the National Park Service as a career for them. Because frankly I think it's great to diversify our workforce, to be more representative of the communities that we serve. So the communities see themselves in the staffing. So they begin to hire and diversify the workforce in all career fields" ID #222.

SAMO and its partners have a diverse staff, many of whom can speak the same language as local communities. Having the ability to communicate in a preferred language with local communities is important in engaging diverse communities. One interviewee from SAMO commented on the importance of people's involvement in the community, "I think it's really important that you know your community and that you have representation within your organization that reflects the community as well. Like I said, *John* speaks Spanish. He's Latino. He's able to clearly and easily relate to a lot of the Latino community here. So I think it's kind of being an organization with people that (1) reflect it and (2) can speak the language and (3) are present" ID # #214. Another interviewee from SAMO mentioned the effort it can take to communicate with audiences who speak different languages, "It took a lot of time with translators and everything to make sure everybody understood that the children would be taken care of safely and when we would put their child on the bus...the bus would come back safely" ID #227.

Having staff and partners that can openly communicate with local communities can help the park address barriers to visitation and other needs of community members. One former SAMO program participant spoke about their comfort level in a program and the importance of having staff that they could relate to, "I knew I wasn't alone and I

knew that there was someone here who was just like me and that I could do this. And it's their career and they're doing it. And they came from the same area. So for me I felt more comfortable and I felt like it wasn't a total loss... After the first week after we got there and we got comfortable – I mean I was comfortable with everybody else - they were all cool guys and I got really comfortable with them, too” ID #221. Since SAMO staff and community members are able to interact and communicate in this way, programming has been able to address community needs.

Through this process, SAMO can ensure *community involvement* and address issues related to *media and communication*. An interviewee from SAMO spoke about the importance of having someone that can provide entry into a community or act as an ambassador for the park, “...as you move into the city and into the inner city, the level of connection really starts to drop off. Yet, the level of need is probably higher than anywhere and that's where we're beginning to really focus and trying to go into the communities and make/create connections. Part of the challenge in doing that is that there's not a great deal of awareness and so we're kind of a foreign entity coming in and trying to make an introduction and what we found is we can go in with an intermediary who is familiar with the community and helps make an introduction, and helps us extend the invitation and provide the welcome, and it's much more effective than if we were to go into a community in our ranger uniforms and try to do that” ID #220.

4.3. Practicing Deep Engagement at Boston Harbor Islands National Park Area

As in SAMO, interview data from BOHA provides insight into how the park and its partners work through the six processes outlined above to develop and implement youth engagement programs that successfully reach diverse populations.

Having staff that are able to deal with youth development issues was an important aspect of program staffing. One interviewee commented on the ability of partner staff to deal with personality issues during a program, “We didn't have a lot of character personality issues over the summer, but we did have a couple...And none of us really had that character-building group dynamic - dealing with group dynamic kind of thing training. And when it came time to sort of implement those exercises, we didn't have it up our sleeve, but the Outward Bound instructors did and it was really amazing. And that's huge.” ID # 108. While park staff did have the specific training to address certain issues, partner staff provide the experience and knowledge necessary to have a successful program.

It was also important at BOHA to have staff that is able to make program participants feel comfortable. Some of the programs at BOHA bring youth together from different backgrounds which can be challenging in the beginning. One program staffer mentioned the dynamics of participants at the beginning of a program and the role that staff plays in making youth more comfortable, “in the beginning of the summer the kids kind a stayed together in separate groups, suburban kids and city kids... but the staff were great with the kids and made them feel real at ease...I think, you know, the kids felt comfortable with the staff” ID # 131. Along with having staff that are skilled in youth leadership and development and are able to make program participants feel comfortable,

staff at BOHA understands the importance of mentorship and being able to effectively communicate with youth. One program staffer spoke of the importance to communicate in the ways that youth are communicating, “I definitely see it as a part of my job, even if I’m not being paid to do it but a continual mentorship I think is very important... I had to get text messaging when I worked with these youths...because that’s how they communicated and I wasn’t getting through to them any other way and I found a way to communicate with them on their level.” ID # 114.

By having the skills and knowing the importance of mentorship and communication, program staff is better able to connect youth with different aspects of a program in order to better engage their interests. A former program participant spoke to the staff’s ability to discover what participants are interested in, “The program leaders have really dedicated themselves to each youth, even the youth that are not very committed to the project, they still find a way for them to get something out of it...there are youth who sort of never take that cause and run with it, but they find some other...they get something else out of the program. The staff are dedicated to them as well, and finding what they can run with...” ID # 108.

Supportive leadership was a constant theme at both SAMO and BOHA. Both parks reported having supportive staff and a leadership dedicated to diversity issues. One staff member at BOHA, when speaking about the park and partners, said, “One is that we have an amazing leadership that wants to do this. They really see the importance of it. They’ve embraced it. They...for some it’s very passionate and they infect others with that passion and I think for all they understand the importance of it and are truly

engaged” ID # 102. This type of support allows program staff to freely evaluate and adapt programs in order to make them more successful. A program staff member spoke to the park’s ability to experiment and be flexible with programming, “I think we're really willing to constantly evaluate and admit when we make mistakes and try something new if something doesn't work. We've been at this a long time and we have some model programs that we think are successful and we are really proud of and we have some things we've tried where it’s like – oooo – we’re never going to do that again! Or we’re going to do that again, but this is the piece that we need to do differently” ID # 115.

Having leadership that created an environment that encourages innovation and flexibility allows staff to capitalize on their skills and the interest of program participants. A program staffer spoke to the ability of staff to adapt programs for their special skills and ideas, “You want to have programs and activities that are appropriate for a particular island and for just the park in general. And how do you balance that with not stomping out creativity and imagination and really...so we try to strike a balance between giving our seasonal rangers ideas and support and you know, creating programs that maybe draw a lot from their...certainly from their own interest and motivation, but in many cases, their backgrounds from other jobs - either from their formal education” ID # 101.

This process of innovation and flexibility addresses issues of NPS climate and the need for program staff to be able to adjust programs and view challenges as learning opportunities, not failures. One BOHA interviewee spoke about the organic nature of program design, “So yeah, it’s...again, the organic is part of that - to figure out what

works and to figure out if something doesn't work, take the time to figure out why, but don't let it stop you” ID # 129. Another interviewee spoke about evaluation and adaption as a fundamental part of program design and implementation, “It’s often part of the design of the activity trying to get at the goal and you know, it's like any program design - you learn something, you adjust, you test it, you learn from that, you adjust, you test, and you continue to try and refine and it's...we’ve had in the testing and evaluation process some setbacks and some lessons...” ID # 114.

Like at SAMO, many of the programs included in the study at BOHA started from interest and dedication of community members and partners. Data from BOHA highlighted the importance of having support from the local community in many forms. Support from teachers is an important part of school programming. One program developer spoke about the need for teacher buy-in, “It started with the principal who was interested in trying something innovative.... And I was working with a curriculum director who was also very ... I learned early on it doesn't matter what the administrators think, but if the teachers are not really interested, it's not going to work that well. So you really have to have teacher buy-in” ID # 106. The data showed that teacher support is important in pre-trip preparation, making connection with required curriculum, student behavior, and post-trip follow-up. Without commitment from teachers, student participants may not be well prepared for field exercises and not make connection between classroom concepts and on the ground experiences.

Part of the success of BOHA’s school programming relies on teachers being supportive in asking for and implementing change in the programs so that programming

always meets state educational standards and is in line with classroom curriculum. One program staffer spoke to the role of teachers in helping to facilitate changes, “We have to adjust sometimes...include materials that are useful for teachers [relate to standards]. But we make those adjustments, and most teachers are really good about helping us make those adjustments...if not, the program wouldn’t be as good as it is and it wouldn’t have lasted, you know, it’s been years...” ID # 107. Data from BOHA demonstrate the importance of community involvement, highlighted here as school involvement, to ensure that a program has support, meets the needs of the target community, and can be adapted to meet the changing needs of a community.

Like at SAMO, all the programs included in the study from BOHA had an aspect of community service. Community service projects provide program participants with opportunities for hands on experience and to take on leadership roles. One program staff member spoke about program participants being able to accomplish a significant amount work while being leaders, “Over the summer they were really involved with citizen science projects and the cleanups are often so big and there are so many volunteers for it that our youth will take more of a... in those kinds of activities and that's the kind of things that we like them to be able to do as much as possible. In some projects, they even take on a leadership role [with other youth groups]...They are in charge...” ID # 108.

The experience and sense of accomplishment that participants reported when engaged in community service projects also provides participants with a sense of stewardship and ownership towards the resource. Having hands-on experience provides

participants with an opportunity to interact with resources and understand the importance of stewardship. One program staffer spoke to the importance of programs introducing participants to stewardship ideas, “To have kids go out there and feel a real attraction to the resource and kind of a good feeling about it. And then they'd know that this is a public space and it requires everybody to kind of speak up and care about it if it's threatened at all. That is part of our [program participants] conversation” ID # 116.

BOHA data also highlighted the importance of the hands-on experience in assisting participants in making a deeper connection with the resources than if they were not to leave the classroom. One BOHA interviewee mentioned this connection, “That other groups might make a visual connection to a salt marsh or to a tidal zone in the context of this is why you should care about that. So you can tell them why they should care about it in the classroom, but if they're participating in the environment I think it sticks more” ID # 118.

When program participants develop connections with park resources, the program is better placed to engage the larger community. Programs that engage youth in the resource and the activities of the program provide an introduction to the park and programming for other community members. One interviewee spoke to the importance of engaging program participants in order to engage their whole family, “Once the students are hooked, they can hook their parents. We have seen that in our programming...also, they [program participants] can hook other students; their families can encourage other families to be involved. For tribal communities the family can be the

most important community; they have to be involved and feel confident in sending their kids to the program...and we get siblings and cousins” ID # 130.

Programming that engages youth in park activities exposes them to various career options in the NPS whether or not they are career focused programs. One BOHA interviewee spoke to the program and staff’s ability to expose youth to different aspects of the park, “The ones who are successful at it are able to make the islands relevant to their own life and help kids see that – I think exposing them to more than just the place, but also, you know, possible jobs. We try to help them see that there are all these different people involved when they come out to the islands. There’s the park ranger, there’s the instructor that’s maybe leading them through some activities, but there’s also the person who drives the boat and there’s the person who takes care of the island. But it’s about making it relevant, too” ID # 113.

A program participant at BOHA spoke about the unique opportunity to see behind the scenes of park management, “It is because you don’t see that...just when you go out for a visit or what not to a park, you don’t get to see everything that’s involved with the park or what actually goes in to make what the park is so it’s nice to be able to be a part of it. You know what you’ve got to do. I mean like, what is involved to make the park what it is” ID # 126.

BOHA and its staff not only expose program participants to different career options but they provide mentorship and opportunities for youth to get experience in preferred fields. One BOHA staff member spoke about a particular youth’s interest, “[a program participant] told me they wanted to be an accountant and I thought, okay, we're

going to work on that. It's not one of the usual things that we talk about in the Park Service, but you need that support. So let's see if there's something for you" ID # 115.

This exposure to the various aspects of NPS employment and the park's ability to mentor program participants into paths that highlight their interests and talents helps to foster a desire to work in the NPS or explore more volunteer options. A program staffer at BOHA spoke about his role in mentorship of program participants, "I have always looked at my job as to try to engage them in any way so I think it's really good if we try things outside of just science or outside of just kind of public advocacy and we've incorporated media production and outdoor recreation. We are constantly trying to engage them in several ways...Once that happens they are usually interested in a job opportunity or a further volunteer opportunity" ID # 108.

While language was not as a large a barrier to participation as it was in SAMO, BOHA data did illustrate the importance of having a diverse staff particularly when working in an urban environment. One BOHA interviewee mentioned the importance of language in a diverse and multi-cultural urban environment, "In the city it makes a difference. I mean, for some kids seeing people that look exactly like them is at least an opening step. And the language is obviously a key one, too. People are not...English is not a first language, and they need somebody that speaks their language. That's what makes a difference" ID # 116. The ability to speak with target communities expands beyond language at BOHA, particularly when native communities are engaged in the program planning and implementation process.

Working with native communities requires that parks and partners understand cultural difference among tribes and the larger population. BOHA was able to address challenges in their NAYI program by ensuring native culture was at the forefront of the program outputs. One program staffer spoke about how this was accomplished, “We saw that we really were missing that piece - a cultural consultant to work side-by-side with a [other staff] just to ensure that the community is being represented accurately and the youth voices are represented and to really understand who we are and where we come from in terms of artistic direction” ID # 125.

Interview data from BOHA demonstrated the need for communities to have time and cultural understanding in order for them to open up both to the park and to other communities. One interviewee spoke about this process in terms of developing trust, “It can take awhile for communities to open up, you know. They need time to build trust ...the program can start to do that but people have to have patience...knowing the history and the people helps” ID # 120. Having staff and partners that are able to communicate with program participants and target audience in effective ways, allows programs to address community needs, adapt to challenges and capitalize on opportunities, and ensure community involvement throughout the program.

Table 1. Model and Process of Deep Engagement

	Initiating Ingredients	→ Early Impacts	→ Later Impacts	→ Goals
Process 1: Skilled Staff	<p>Program staff are skilled in youth development and leadership</p> <p>Diverse staff, that is reflective of local community, work with program participants</p>	<p>Program participants feel comfortable with program staff</p> <p>Mentorship by program staff for both the program and life outside the program</p>	<p>Welcoming environment created in the NPS</p> <p>Deep, sustained relationship between program participants, program staff, and organization</p>	<p>Program Sustainability</p> <p>NPS Climate</p>
Process 2: Supportive Leadership Environment	<p>Authorizing environment that is supportive of staff and diversity programs</p>	<p>Park and program staff are able to experiment with program design and delivery</p> <p>Park and program staff are flexible when administering and delivering programs</p>	<p>Programs are adapted to best meet the needs of the target audience and staff are able to redesign programs according to successes and challenges previously faced</p>	<p>NPS Climate</p>
Process 3: Working with Schools and Community Groups	<p>Program development originates with schools/ community groups and parks</p> <p>Park develops partnerships with organizations throughout the community</p>	<p>Park and partners identify the needs of the target audience and how best to deliver services</p>	<p>Program meets the needs the community (e.g. school standards and barriers to visitation)</p>	<p>Program Sustainability</p> <p>Community Involvement</p>
Process 4: Community Service and Giving Back	<p>Program has a community service project aspect (e.g. planting native species or providing interpretive programs for community)</p>	<p>Participants get hands on experience in the resource</p> <p>Projects provide participants with sense of accomplishment and pride in meeting the needs of the park</p>	<p>Program fosters a sense of stewardship towards the resource</p>	<p>NPS Climate</p> <p>Community Involvement</p>
Process 5: Recruitment of Park Stewards	<p>Career programs expose participants to various aspects of park management and potential jobs</p> <p>Career program participants get hands on</p>	<p>Program has the capacity to either place student in jobs based on interests or assist them in finding an appropriate job at another site</p> <p>Mentorship by</p>	<p>Participants have desire to work for the NPS and are knowledgeable about career options and pathways to full-time employment</p>	<p>Workforce Diversity</p>

	experience and mentorship is all divisions of the park	program staff assist participants in identifying areas of interest and talent		
Process 6: Knowledge of Local Culture	Diverse staff can speak the same language as the target audience	<p>Program participants feel comfortable with program staff and welcomed in the program/park</p> <p>Local community feels comfortable with park/partner staff</p>	<p>After initial connections with staff that speaks similar language, participants are open to other park /partner staff</p> <p>Park/partners that create a relationship are able to better communicate with local communities</p> <p>Park/partners are able to address community needs for park based programs</p>	<p>Community Involvement</p> <p>Media and Communication</p>

4.4. Deep Engagement in National Parks

The data from phase 1 and phase 2 of this study highlight the importance of engaging youth in ways that make national parks a vital part of program participants' daily lives and visible members of surrounding communities. This type of engagement goes beyond traditional forms of outreach and engagement that rely on one-time/one-touch visits and the perspective that community members and youth are visitors to the park. This study has termed this approach *deep engagement*. The term deep engagement is commonly used in international relations, business, and consumer research (Arnould and Epp 2006, Nye 1995). In education psychology, a related concept, *deep learning* or *cognitive engagement*, is used to explore different learning styles and engagement levels of students in classrooms and/or specific subject areas (Ainly 1993, Pugh et al. 2010).

Parks utilize various methods to engage visitors, communities, and youth. These methods range from traditional marketing techniques and special one-time events to programs designed to lead into part-time or full-time employment in the NPS. Figure 5 illustrates the continuum of engagement programs and activities that parks employ based on the intensity of the engagement.

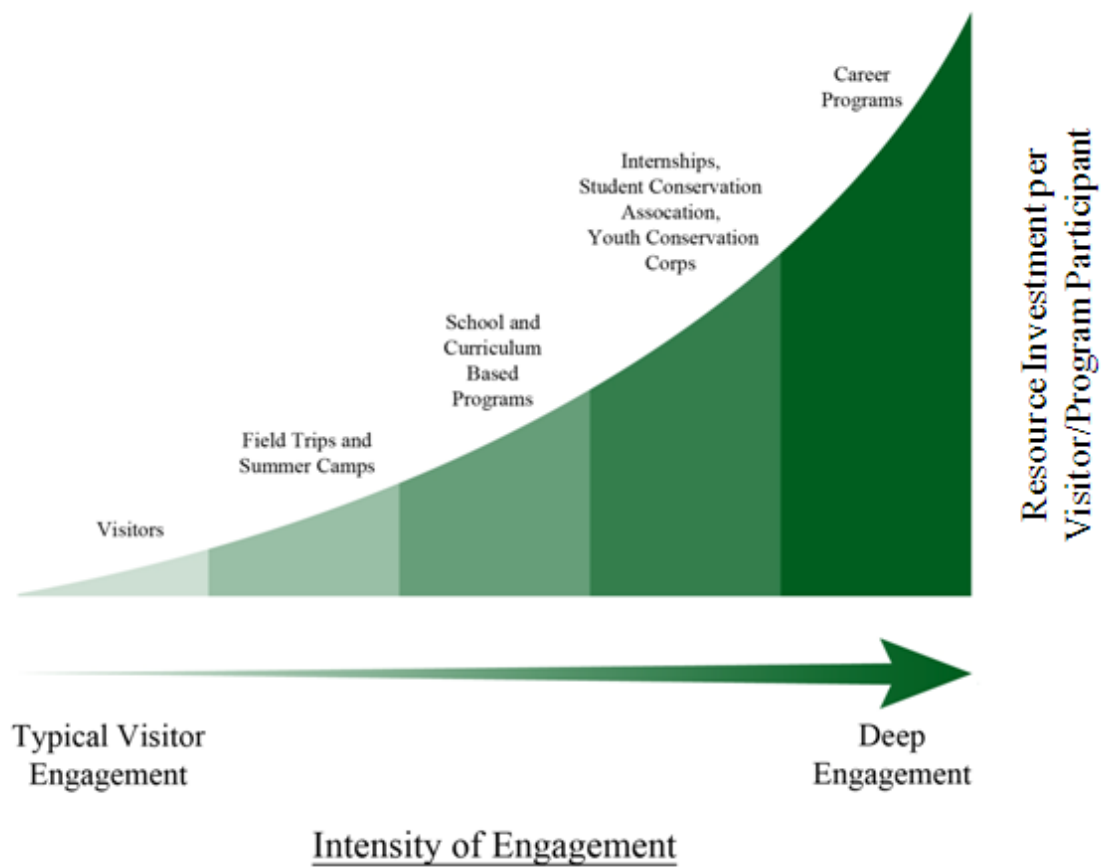


Figure 5. Intensity of Engagement

As programs and activities move from traditional engagement to deep engagement, the amount of time and resources dedicated to each program participant increases. For example, at the visitor level of engagement, interpretative materials are developed for and used by thousands or even millions of visitors. Therefore, the investment of time and resources spent on any one visitor is small. However, for a program located on the deep engagement end of the continuum (i.e. SAMO Youth), the amount of time and resources invested in one program participant will be extensive. This is considered deep engagement because the time and resources spent allow park staff to develop a long-term relationship with not only the program participant but also potentially with their family and community.

Much like the Recreation Opportunity Spectrum used to assist management in outdoor recreation planning, it is important for parks to provide engagement opportunities at all points along the continuum (Manning 1999). However, as the demographics of the U.S. population continue to change and parks work to reach traditionally underserved audiences, it will become increasingly important for parks to develop long-term and sustainable relationships with communities of color through deep engagement. The model of deep engagement is a tool for parks to use to assist in the development of deep engagement programs. By addressing each of the six processes within the context of their park, managers will be better position their parks to be successful at deep engagement of diverse audiences.

In addition to providing engagement opportunities along the continuum, study data highlight the importance of developing engagement programs that reach youth at

different stages of development. The concept of a “pipeline” emerged from data in both phases of the study. The programs included in the study focused on youth of different ages and in various contexts from school to internships to full employment. It would be possible for a youth to participate in a 5th grade school program or junior ranger program as an introduction to the park, work as an intern in high school, and then participate in a career-focused program during high school and/or college. This pipeline is an important concept for deep engagement because it allows the park the time, and therefore the opportunity, to develop deep, sustainable relationships with youth and their families. The pipeline concept also provides youth opportunities to become familiar with the NPS, its mission, potential careers, and develop an informal desire to work for the NPS. Finally, a pipeline allows parks to identify youth with an interest in the NPS and/or natural resources and continue a relationship with those youth throughout grade school, high school, and college.

4.5. Study Findings and Research on Underrepresentation of People of Color in National Parks

Study findings support research on underrepresentation in two main areas 1) there are various factors influencing underrepresentation and in order to be successful at engaging people of color, parks need to be as comprehensive as possible in addressing issues of diversity and relevancy and 2) the three main hypotheses of marginality, subcultural values and ethnicity, and discrimination impact the involvement of people of color in national parks. Study programs address each of these issues. As discussed in

Chapter 1, research suggests that all three hypotheses influence underrepresentation of people of color in national parks (Gomez 2006). The six processes of deep engagement provide additional evidence to the notion that in order to be successful at addressing underrepresentation, parks need to examine how the hypotheses impact the engagement of local communities. For example, addressing issues of marginality (i.e. cost to visit a park), parks may be neglecting other barriers to participation such as visitors feeling unwelcome in a park or interpretative material not being in a preferred language.

The conceptual model from phase 1 (Figure 2) and the six processes for deep engagement from phase 2 (Table 1) of the study address aspects of all three hypotheses. While none of the study programs were designed based on the three hypotheses, in order to be successful at engagement of diverse youth, park staff had to address barriers to engagement related to each one. Most of the study programs addressed issues of transportation by either providing transportation to and from the park or covering the cost of transportation. Study programs also relied on the involvement of schools and other community members to determine the needs of the local community and how best to provide services such as curriculum-based lessons and community service. All of the study programs provided participants with an introduction to the park and the NPS mission. Results from the study highlighted the importance of addressing park culture and climate and the need for culturally competent staff so that issues of discrimination do not influence program participants or park personnel.

The concept of deep engagement also provides an opportunity to advance thinking regarding the hypotheses for underrepresentation. Deep engagement requires a

holistic approach to addressing diversity and this can be applied to a holistic approach to understanding reasons for underrepresentation. Much like Gomez's Ethnicity and Public Recreation Participation Model, which attempts to include aspects from all the hypotheses, using the concept of deep engagement will incorporate the hypotheses and the importance of engagement to explain why communities of color are underrepresented in parks and outdoor recreation (Gomez, 2006).

This study is part of a first step in research to develop a new hypothesis that merges the previous hypotheses and includes the concepts of engagement and community involvement. This hypothesis would look to the lack engagement of communities of color in local parks and outdoor recreation organizations as a reason for underrepresentation and a reason that parks and other organizations have not successfully addressed barriers to visitation and use, such as socioeconomics, discrimination, and cultural differences. Not only would this hypothesis be more holistic and explain reasons for underrepresentation but it would also provide guidance in addressing underrepresentation. While the current hypotheses provide explanations for underrepresentation, it is difficult for parks to address historical and contemporary discrimination and related economic disadvantages. However, by promoting deep engagement, parks can begin to effectively communicate with local communities and address barriers to visitation at the community level.

CHAPTER 5: IMPLICATIONS FOR MANAGING TOWARDS A MORE DIVERSE AND RELEVANT NATIONAL PARK SERVICE

5.1. Reflective Questions for Park and Program Managers

The Model of Deep Engagement articulated in Chapter 4 can inform the development and implementation of youth engagement programs. While the processes highlighted in the model were shown in the data to be critical elements in developing and maintaining successful youth engagement programs, how parks initiate these processes and address the key ingredients is context specific. Parks operate in different communities, with different histories and resources, and different desired outcomes. Research has found that programs that are successful in pilot form tend to fail when implemented on a larger scale without regard to the context of the program or organization (Schorr, 1997). Therefore, it is important for park staff to fully understand not only their goals regarding youth and diversity programming but also the surrounding community, partner relationships, and the park's commitment to diversity. Having an understanding of the context in which programs are developed and implemented will better prepared parks to capitalize on opportunities and overcome challenges when engaging diverse audiences.

To help guide parks through the six processes identified in the model of deep engagement, a series of reflective questions were developed. By working through these questions, parks and their program partners, have the opportunity to learn how to develop youth engagement programs that not only reach diverse youth but engage diverse audiences of all ages and make parks a vital member of the community or communities in

which they are located. Like the processes in the model of deep engagement, these questions probe beyond the program to examine the park's ability to develop and utilize partnerships, create work environments that foster innovation, and address large-scale issues such as workforce diversity. The questions presented below are not designed to be a one-time exercise for park staff but rather a facilitation tool for continued learning about program design, staffing skills, and park commitment. These questions are designed to be addressed before the development of a program, during development and implementation, and continuously throughout the life of program. When reflecting on these questions, park management can also begin to think beyond assessment and current circumstances and begin to identify ways to address deficiencies and overcome challenges that may surface.

Process one of the model focuses on the skills and abilities of program staff. It is important for parks to know the skills necessary for a successful program and to have staff that possesses those skills. Park managers should ask themselves, *do program staff have the right competencies and skill sets to ensure programmatic success?* Park and program managers should be able to identify the following skills in program staff or have the ability to provide training so that program staff can gain these skills:

- An understanding of youth development and leadership
- Mentorship ability/capacity
- The ability to work collaboratively
- A willingness to experiment (this includes flexibility and adaptability)
- An understanding of and ability to practice emotional intelligence

- Training in cultural competency
- Connections with the community

Study data showed that the skills of program staff were very important components of program success.

In order for program staff to utilize the skills described above, park management must be supportive of staff, the program, and diversity and youth engagement efforts in general. Process two of the model focuses on the leadership environment in the park and how that impacts program success. To ensure a leadership environment that encourages the development and implementation of successful youth programs, park managers can ask themselves, *how supportive is the program's leadership environment?* When determining if a leadership environment is supportive, park managers should look for the following elements:

- A culture that supports experimentation, adaptation, innovation, creativity and views challenges or “mistakes” as learning opportunities
- A culture that exhibits a collaborative leadership style
- Clear and open lines of communication between the park divisions
- Clear and open lines of communication between the park and its program partners
- A superintendent and management team that “buys into” and advocates for the program
- A willingness to make the program a funding priority

When management creates an organizational climate in which diversity programming and staff are supported, programs are more likely to be innovative, be given time to succeed, and be able to adapt to changing challenges and opportunities. A supportive leadership environment also allows for more collaborative partnerships with communities and schools.

Process three of the model highlights the importance of parks collaborating with schools and community groups to create and implement successful engagement programs. To ensure that parks are utilizing partnerships and working collaboratively in surrounding communities, park management and staff can ask themselves, *how well positioned is the park to develop and deliver programs in partnership with school and community groups?* In order to work collaboratively with schools and community groups, park management should look for the following elements in staff and the park:

- Park staff that is aware of and understands (and if necessary conducts due diligence on) the following concerns:
 - existing and potential partnerships between the park and relevant community groups
 - current school and community needs
 - potential barriers to access or participation in an intended program
- Staff that is able, and supported by management, to dedicate time to partnership building and engaging in community events
- Management that encourages collaborative program development

- Management that encourages shared program delivery (i.e. programs staffed by multiple organizations/partners)

SAMO and BOHA not only relied on collaboration with schools and community groups for development and implementation, but the programs at these parks also incorporated aspects of community service in their activities. Process four of the model focuses on the importance of community service in developing lasting relationships and fostering stewardship towards park resources among program participants. Park management and program staff can ask themselves, *what is the park/program's ability to provide service and "give back" to the community?* In order to determine the park's ability to provide service opportunities, park management and staff should look for the following elements in the staff, program design, and park culture:

- A program designed around real, authentic, and tangible work objectives
- Park staff/management that understands the community
- Park staff/management with the ability to balance and integrate NPS and community objectives
- A willingness to make a long-term (5-10 yrs) program investment to meet community needs
- The ability to fund and provide staff and expertise for service projects in communities (either through NPS funding or partnerships)

Programs that provide participants with opportunities to interact with the resource and do real, mission driven work, create an environment in which park stewards are

created and participants begin to view the park as a viable place to work. Process five of the model focuses on the ability of programs to recruit new park stewards and youth with a desire to work for the NPS. Each program in the study exposed participants to various career options in the NPS and the career oriented programs identified career pathways for participants. Park managers should ask themselves, *how well positioned is the program to effectively engage and recruit new park stewards?* In order to help position youth programming to recruit park stewards, park management should look for the following elements in programs and the park:

- A program that demonstrates and communicates the NPS mission in meaningful ways to the community and park partners
- A program designed to introduce participants to a range of career opportunities within NPS
- Opportunities or pathways for program participants to become NPS employees
- The human resource capacity and funding to sustain these programs

The context in which parks are engaging diverse audiences is important when addressing all the processes. Knowing the context means knowing not only the park and program staff, but knowing local and target communities. Process six of the model focuses on park staff's ability to communicate successfully with local and target communities. The ability to speak preferred languages and understand different cultures allows park staff and the park to develop long-term relationships with local communities. Park managers should ask, *how well does program staff understand local community*

culture and context? Park and program managers should be able to identify the following skills in park staff and key elements in their programs:

- Park staff that speaks the language(s) of the local communities of color
- Park staff that is aware of how the park (and the federal government) is perceived by the community and why
- Park staff that is perceived to be an “ambassador” by the community
- Park staff that has a collective understanding of how the community is changing demographically
- Programming that is structured in a multi-lingual way
- Park staff that understands why it is important to have knowledge of local culture

By exploring and reflecting on the above questions and looking for the identified elements in staff, climate, and programs, parks can develop and implement programs that are well positioned to provide opportunities for deep engagement. Again, these questions are designed to be guides and be revisited throughout the development and implementation of programs. It is also important that parks address all six processes and the associated questions. Like the relevancy model developed in phase 1 of this study, park units will benefit by addressing all aspects of the model of deep engagement.

This study not only has management implications for the NPS, but it can assist in the management of other environmental organizations attempting to address diversity and relevancy. Due to the similar reasons for underrepresentation of people of color at places like zoos, aquariums, and museums in the research discussed in Chapter 1, using the

concept of deep engagement will assist these fields develop youth programming to engage diverse audiences. These organizations will have other challenges and opportunities due to differing missions and resources, but the promising practices explored in this study will be helpful. Having an organization reflect on the processes of deep engagement and explore the questions presented above will help that organization explore the ways that the local community or target community is involved in the organization and if the organization's staff and leadership have the appropriate skills and training to develop and implement successful youth engagement programs.

5.2. Study Limitations and Future Research

While the study data provide insights into the process of parks and natural resource agencies engaging diverse audiences, there are limitations in both the study design and use of study findings. The research presented in this dissertation is a first step in identifying promising practices for engaging diverse audiences in national parks. As with all research, there are limitations to this study including lack of generalizability and limited community involvement. While providing significant insight into the processes and frameworks that allow for successful engagement of diverse youth, the findings from this research are not meant to be generalizable across other programs in the NPS but rather transferable to parks attempting to engage diverse audiences (Patton 2002). However, the need for study findings to apply to programs beyond those studies influenced the design and presentation of study findings.

While the processes identified are highly consistent across both study parks, the study examined youth programs in two highly urban parks and the processes through which the parks addressed challenges and opportunities to engage diverse audiences are context specific. Due to the importance of context in program design and delivery, recommendations from this study were framed as reflective questions for park managers (Schorr 1998). By recommending a set of reflective questions instead of prescriptive guidelines, park managers will be better able to utilize study findings in a way that assists in the development of successful engagement programs and does not lead to the implementation of a one-size fits all program design.

Another challenge of this research is making it transferable to more conventional parks. SAMO and BOHA are located in highly diverse urban areas and managed through partnerships. Traditional parks located in more remote areas and with less of a focus on partnerships will have additional challenges in addressing diversity. The six processes of deep engagement were designed to guide a national park unit's effort to increase diversity and can advance the thinking of remote parks with regard to identifying target audiences, training staff in youth development and cultural competency, and creating a leadership environment that encourages innovation. Remote parks will also have the challenge and opportunity to create networks with urban parks, develop relationships with their neighboring communities, use new media and technology to reach audiences across the country, and interpret inclusive histories and stories.

Another limitation is the use of key informant methodology. Study participants were selected based on the recommendation of park and partner personnel. Efforts were

made to include program participants, participants' families, and community members in the study and not just the perspective of the park and its partners. Even with efforts to engage the community, the study may not have fully incorporated the perspectives of all community members, particularly those who were not able to participate in an hour long interview due to language differences, timing constraints, or other reasons. Also, because the study was qualitative and conducted over a limited timeframe, participation by a representative sample of community members was not included in the study design. Highly informed community members were part of the study but they did not necessarily represent the feelings, perspectives, or opinions of their whole community. While this approach allowed the study to explore in great depth the processes through which parks engage diverse audiences, it did limit the scope of community involvement. Building on this study, future research could utilize quantitative techniques to examine broader impact of the engagement programs on communities. This research could explore the ways in which parks capitalize on the relationships built through deep engagement programs to engage the larger community.

This study represents an important first step in systematically identifying how parks successfully engage diverse audiences. However, there are many areas in which more research is needed. Two important areas of further research that are identified by this study are leadership style and staff development and skills. Study findings emphasized the importance of a supportive leadership environment and the skills and training of park staff.

Future research should further explore the ways in which leadership can provide an environment that allows for the development and implementation of successful engagement programs. This study begins to identify some of the important characteristics of a supportive leadership environment, but more information is needed on the ways to create that environment, identification of leadership styles and skills, and the potential for training opportunities to cultivate the needed leadership skills in the NPS workforce.

Mentorship and youth development knowledge were identified as particularly important in engaging youth in a deep and long-term relationship. While the study identified the importance of mentorship of program participants both inside and outside of the program, it provides limited information as to how mentorship should take place and the principles/practices of effective mentorship. Future research should fully explore the impact of mentorship on the lives of program participants and identify best practices for NPS personnel who mentor diverse youth. Research should also explore ways in which mentorship training can be applied to the NPS to ensure that all personnel in parks are prepared to act as mentors to program participants, particularly ones in career track programs.

Along with mentorship skills, the study identified the importance of cultural competency among NPS staff, partners, and all individuals working with a park. Working with diverse groups requires special skills identified in this study as knowledge and understanding of local cultures. Having the ability to learn about and understand diverse cultures, the willingness to engage in potentially uncomfortable conversations

and to participate in those conversations in a productive and effective manner are important aspects of working collaboratively with diverse audiences and creating sustainable relationships with traditionally underserved groups.

This study was designed to be the first step of what should be long-term evaluation efforts of engagement programs by the NPS. Future research that examines engagement programs and builds on the research in this study can serve as the basis for an evaluation framework that identifies best practices and can assist parks in determining if their programs are designed to successfully engage diverse audiences. By utilizing qualitative and quantitative evaluation techniques, future research can ensure that parks' efforts to engage diverse audiences are achieving that goal. Evaluation research can be used to identify the practices that provide for the deepest level of engagement possible (similar to its use in this study) and to quantify the impacts of engagement. Research that focuses on the impact of programming on academics, community health, and other aspects of participants' lives will be important in ensuring funding and long-term support for engagement programs.

Future research should focus on many different measures of success. It will be important for funding and improvement of programs that success is viewed in many different ways, including numbers of youth involved in a program, youth entering internships and permanent careers with NPS, development of a stewardship ethic, and impact of the program on various aspects of a participant's life, including education, leisure time, and career choices. These measures of success will require different research methods as mentioned above (quantitative and qualitative), but will also require

time and longitudinal studies. This will require that programs be given the time and resources to produce results at many levels. It will take longer and more time and resources for a program to demonstrate success in creating a stewardship ethic and impacting school performance than it will to increase numbers of participants and diverse youth in the park.

Along with measures of success, future research should attempt to quantify investment of resources per program participant to help better understand the relationship between investment and deep engagement. As Figure 5 illustrates, investment per participant increases as the intensity of engagement increases. This figure was developed based on the qualitative study data. Further quantitative research would be able to measure the amount of resource investment needed for a program designed to deeply engage participants.

Research on race and ethnicity in outdoor recreation and national parks has evolved since it first emerged in the 1960s. The focus has begun to shift from identifying differences in recreation patterns and preferences among different racial and ethnic groups to exploring why differences exist. The study presented in this dissertation takes the research a step further to begin to systematically explore how parks can successfully engage diverse audiences. By incorporating the model of deep engagement into program planning and implementation, parks can begin to evaluate their unique opportunities and challenges in engaging diverse audiences.

BIBLIOGRAPHY

- Ainley, M. (1993). Styles of engagement with learning: Multidimensional assessment of their relationship with strategy use and school achievement. *Journal of Educational Psychology*, 85(3), 395-405.
- Arnould, E. and Epp, A. (2006) Deep engagement with consumer experience: Listening and learning with qualitative data. In R. Grover & M. Vriens (Eds.), *The Handbook of Marketing Research: Uses, Misuses, and Future Advances*. Thousand Oaks, CA: Sage Publications.
- Berg, B. (2007). *Qualitative research methods for the social sciences* (6th ed.). Boston: Pearson/Allyn & Bacon.
- Blahna, D., & Black, K. (1993). *Racism: A concern for recreation research managers?* USDA Forest Service General Technical Report NC-163.
- The Best Places to Work. (2007). From www.bestplacetowork.org. Accessed Dec. 2007.
- Castro, B., Ferrer, N., McFadden, D., George, R., Burgess, C., Schonberg, N. (2003). *A Business Case for Diversity: American Zoo and Aquarium Association*.
- Chavez, D. (2000). Invite, include, involve! Racial groups, ethnic groups, and leisure. In M. Allison & I. Schneider (Eds.), *Diversity and the Recreation Profession: Organizational Perspective*. State College, PA: Venture Publishing, Inc.

Coffey, A., & Atkinson, P. (1996). *Making sense of qualitative data: Complementary research strategies*. Thousand Oaks: Sage Publications.

Copping, S., Huffman, P., Laven, D., Mitchell, N., & Tuxill, J. (2006). *Connecting stories, landscapes, and people: Exploring the Delaware & Lehigh National Heritage Corridor. Sustainability study report*. Woodstock, VT: Conservation Study Institute.

Diversity Programs in Zoos and Aquariums. (2008). From <http://www.aza.org/RC/DivProg/>. Accessed Dec. 2008

Dwyer, J. (1992). *Outdoor recreation participation: Blacks, Whites, Hispanics, and Asians in Illinois. Proceedings of the 1991 Northeastern Recreation Research Symposium*. USDA Forest Service General Technical Report NE-160, 20-24.

Dwyer, J. (1993). *Managing Urban and High-Use Recreation Settings* (No. USDA Forest General Technical Report NC-163).

Dwyer, J., & Hutchison, R. (1990). Outdoor recreation participation and preferences by black and white Chicago households. In *Social Science and Natural Resource Recreation Management* (pp. 49-67). Boulder, CO: Westview Press.

Dwyer, J., and Barro, S. (2001). Outdoor recreation behaviors and preferences of urban racial/ethnic groups: An example from the Chicago area. In G. Kyle (Ed.), *Proceedings of the 2000 Northeastern recreation research symposium* (pp. 159-164). 2000 April 2-4; Bolton Landing, NY. Gen. Tech. Rep. NE-276. Newtown

Square, PA: U.S. Department of Agriculture, Forest Service, Northeastern Research Station.

Dwyer, J. and Barro (2001b). Linkages in the Use of Recreation Environments Across the Urban to Ex-Urban Spectrum by Urban Residents. An example from the Chicago area. In G. Kyle (Ed.), *Proceedings of the 2000 Northeastern recreation research symposium* (pp. 159-164). 2000 April 2-4; Bolton Landing, NY. Gen. Tech. Rep. NE-276. Newtown Square, PA: U.S. Department of Agriculture, Forest Service, Northeastern Research Station.

Eisenhardt, K. (2002). Building theories from case study research. In A. M. Huberman & M. B. Miles (Eds.), *The Qualitative Researcher's Companion*. Thousand Oaks, CA: Sage Publications.

Engaging Our Communities. (2005). Yale Peabody Museum. New Haven, CT.

Exhibitions and Their Audiences: Actual and Potential. (2002). Smithsonian Institution.

Falk, J. H. (1993). Leisure Decisions Influencing African American Use of Museums. *Publication American Association for Museums*.

Floyd, M., Shiness, K., McGuire, F., & Noe, F. (1994). Race, Class, and leisure activity preferences: Marginality and ethnicity revisited. *Journal of Leisure Research*, 26, 158-173.

- Floyd, M. (1998). Getting beyond marginality and ethnicity: The challenge for. *Journal of Leisure Research*, 30(1), 3.
- Floyd, M. (1999). Race, Ethnicity and Use of the National Park System. *Social Science Research Review*, 1(2).
- Floyd, M. (2001). Managing National Parks in a Multicultural Society: Searching for Common Ground. *George Wright Forum*, 18(3), 41-51.
- Glesne, C. (2006). *Becoming Qualitative Researchers: An Introduction*. 3rd ed. Boston: Pearson Education.
- Gobster, P. (2002). Managing Urban Parks for a Racially and Ethnically Diverse Clientele. *Leisure Sciences*, 24(2), 143-159.
- Gomez, E. (2002). The Ethnicity and Public Recreation Participation Model. *Leisure Sciences*, 24(2), 123-142.
- Gomez, E. (2006). The Ethnicity and Public Recreation Participation (EPRP) Model©: An assessment of unidimensionality and overall fit. *Leisure Sciences*, 28(3), 245-265.
- Hauser, P. (1962). *Demographic and ecological changes as factors in outdoor recreation. Trends in American living and outdoor recreation*. Washington, DC: U.S. Government Printing.

- Henderson, K. and Bialeschki, M. (2002) *Evaluating Leisure Services: Making Enlightened Decisions*. 2nd ed. State College, PA. Venture Publishing.
- Ho, C., Sisidharan, V., Elmendorf, W., Willits, F., Graefe, A., & Godbey, G. (2005). Gender and ethnic variations in urban park reference, visitation, and perceived benefits. *Journal of Leisure Research*, 37(3), 281-306
- Hutchison, R. (1987). Ethnicity and urban recreation: Whites, blacks, and Hispanics in Chicago's public parks. *Journal of Leisure Research*, 19, 205-222.
- Jewiss, J. and Clark-Keefe, K. (2007). On a Personal Note: Practical pedagogical activities to foster the development of “reflective practitioners”. *American Journal of Evaluation*, 28(3), 334-347.
- Johnson, C., Bowker, J., English, D., & Worthen, D. (1998). Wildland recreation in the rural south: An examination of. *Journal of Leisure Research*, 30(1), 101.
- Johnson, C., Bowker, J., Cordell, H. (2001). Outdoor Recreation Constraints: An Examination of Race, Gender, and Rural Dwelling. *Southern Rural Sociology*, 17, 15.
- Krueger. (1998). *Developing Questions for Focus Groups*. Thousand Oaks, CA: Sage Publications.
- Lindsay, J., & Ogle, R. (1972). Socioeconomic patterns of outdoor recreation use near urban areas. *Journal of Leisure Research*, 4(19), 19-24.

- Love, A. (2004). Implementation Evaluation. In J. S. Wholey, H. P. Hatry & K. E. Newcomer (Eds.), *Handbook of Practical Program Evaluation* (2 ed., pp. 63-97). San Francisco, CA: Jossey-Bass.
- Makopondo, R. (2006). Creating racially/ethnically inclusive partnerships in natural resource management and outdoor recreation: The challenges, issues, and strategies. *Journal of Park and Recreation Administration*, 24(1), 7-31.
- Manning, R.E. 1999. *Studies in Outdoor Recreation: Search and Research for Satisfaction*. 2nd ed. Corvallis: Oregon State University Press.
- Mathison, S. (Ed.) (2005). *Encyclopedia of Evaluation*. Thousand Oaks, CA: Sage.
- Maxwell, J. (2002). Understanding and Validity in Qualitative Research. In A. Huberman & M. Miles (Eds.), *The Qualitative Researcher's Companion*. Thousand Oaks, CA: Sage Publications.
- Maxwell, J. (2005). *Qualitative Research Design: An Interactive Approach*. 2nd ed. Applied Social Research Methods Series Vol. 42. Thousand Oaks, CA: Sage Publications.
- Miles, M., & Huberman, A. (1994). *Qualitative Data Analysis: An Expanded Sourcebook* 2nd ed. Thousand Oaks, Calif.: Sage.
- Mitchell, N., Morrison, T., Farley, V., & Walters, C. (2006). *Keeping National Parks Relevant in the 21st Century*. Woodstock, Vermont: Conservation Study Institute.

- Murdock, S.H. 1995. *An America challenged: Population change and the future of the United States*. Boulder, CO: Westview Press.
- Nye, J. (1995). The case for deep engagement. *Foreign Affairs*, 74(4), 90-102.
- O'Leary, J., & Benjamin, P. (1982). *Ethnic variation in leisure behavior: The Indiana case*. West Lafayette, IN: Department of Forestry and Natural Resources, Purdue University.
- Patton, M. (1997). *Utilization-Focused Evaluation*. 3 ed. Thousand Oaks, CA: Sage Publications.
- Patton, M. (2002). *Qualitative Research and Evaluation Methods*. 3 ed. Thousand Oaks, CA: Sage Publications.
- Patton, M. (2011). *Developmental Evaluation: Applying Complexity Concepts to Enhance Innovation and Use*. New York: Guilford Press.
- Payne, L., Mowen, A., & Orsega-Smith, E. (2002). An examination of park preferences and behaviors among urban residents: The role of residential location, race, and age. *Leisure Sciences*, 24(2), 181-198.
- Pfeffer, J. (1982). *Organizations and Organization Theory*. Boston: Pitman.
- Phillip, S. (1998). Are we welcome? African American racial acceptance in leisure activities and the importance given to children's leisure. *Journal of Leisure Research*, 31(4), 385-403.

- Pugh, K., Linnenbrink-Garcia, L., Koskey, K., Stewart, V. and Manzey, C. (2010),
Motivation, learning, and transformative experience: A study of deep engagement
in science. *Science Education*, 94: 1–28.
- Roberts, N. (2007). *Visitor/Non-Visitor Use Constraints: Exploring Ethnic Minority
Experiences and Perspectives* (General Technical Reports). San Francisco, CA:
Golden Gate National Recreation Area, Golden Gate National Parks
Conservancy, National Park Service.
- Roberts, N., & Iacobucci, R. (2007). Through the Eyes of Youth: Experience with
Programs at the Crissy Field Center. Unpublished General Technical Report.
Golden Gate National Parks Conservancy. San Francisco State University.
- Russ-Eft, D., & Preskill, H. (2001). *Evaluation in organizations: A systematic approach
to enhancing learning, performance, and change*. Cambridge, MA: Basic books.
- Schorr, L. (1997) *Common Purpose: Strengthening Families and Neighborhoods to
Rebuild America*. New York: Anchor Books.
- Shinew, K., & Floyd, M. (2005). Racial inequality and constraints to leisure in the post-
civil rights era: Toward an alternative framework. In E. L. Jackson (Ed.),
Constraints to leisure (pp. 35-52). State College, PA: Venture Publishing.
- Shinew, K., Stodolska, M., Floyd, M., Hibbler, D., Allison, M., Johnson, C., et al. (2006).
Race and ethnicity in leisure behavior: Where have we been and where do we
need to go? *Leisure Sciences*, 28(4), 403-408.

- Solop, F.I., Hagen, K.K. and Ostergren, D. 2003. *Ethnic and racial diversity of national park system visitors and non-visitors technical report*. NPS Social Science Program, Comprehensive Survey of American Public, Diversity Report.
- Stake, R. (1995). *The art of case study research*. Thousand Oaks: Sage Publications.
- Stake, R. (2006). *Multiple Case Study Analysis*. New York, Guilford Press.
- Stanton, R. (2002). *Environmental Stewardship for the 21st Century: Opportunities and actions for improving cultural diversity in conservation organizations and programs*.
- Stodolska, M. (2005a). Implications of the conditioned attitude model of individual discriminatory behavior for discrimination in leisure settings. *Leisure Sciences*, 27(1), 59-74.
- Stodolska, M. (2005b). A conditioned attitude model of individual discriminatory behavior- A rejoinder. *Leisure Sciences*, 27(1), 49-57.
- Tinsley, H. E. A., Tinsley, D. J., & Croskeys, C. E. (2002). Park usage, social milieu, and psychosocial benefits of park use reported by older urban park users from four ethnic groups. *Leisure Sciences*, 24(2), 199-218.
- Torrance, H. (2008). Building confidence in qualitative research: Engaging the demands of policy. *Qualitative Inquiry*, 14(4), 507-527.
- U.S. Census Results. 2000. <http://www.census.gov/main/www/cen2000.html>.

- Visitor Service Project. (2007). From <http://www.psu.uidaho.edu/vsp.htm>
- Washburne, R. (1978). Black under-participation in wildland recreation: Alternative explanations. *Leisure Sciences, 1*, 175-189.
- Weiss, C. (1998). *Evaluation*. 2 ed. Upper Saddle River, New Jersey: Prentice Hall.
- West, P. (1989). Urban region parks and Black minorities: Subculture, marginality, and interracial relations in park use in the Detroit metropolitan area. In *Culture, Conflict, and Communication in the Wildland-Urban Interface* (pp. 109-115). Boulder, Co: Westview Press.
- Woodard, M. (1988). Class, Regionality, and Leisure Among Urban Black Americans: The Post-Civil Rights Era. *Journal of Leisure Research, 20*(2), 87-105.
- Yin, R. (2002). *Case Study Research*. 3ed. Thousand Oaks, CA: Sage Publications.

APPENDIX A: STUDY PROGRAMS' CHARACTERISTICS

	SHRUB	EcoHelpers	SAMO Youth	Anahuak Outdoor	Island Ambassadors	Harbor Connections	NAYI
Age Group	5 th Grade	Variable	High School and College	Variable	15-18	5 th Grade	13-18
Length	School Year	1 Day	Multiple Years	Summer	Multiple Years	School Year	Summer
Main Partners	School	School/Community Groups	School	MRCA & Anahuak Soccer	School	School	Native Tribes
Transportation Provided	Yes	Yes	Yes	Yes	Yes	Yes	No
Overnight Trips	Yes	No	Yes	Yes	Yes	No	Yes
Hands-On Experience	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Successes	<p>Introduction to NPS</p> <p>Based on CA school standards</p> <p>Inter-divisional work among park staff</p>	<p>Easily adapted to fit many groups</p> <p>Minimal pre-trip preparation</p> <p>Provides a positive experience in the park</p>	<p>Students are “employees” of the park</p> <p>Multiple year participation</p> <p>Mentorship by park staff</p>	<p>Builds relationship between the community, park, and MRCA</p> <p>Capitalized on youth already engaged in an organized activity</p>	<p>Long-term relationship with students</p> <p>High retention rate</p> <p>Participants connect with youth from around the city</p> <p>Provides job skill training</p>	<p>Program lessons are linked to school curriculum</p> <p>Reached hundreds of students</p> <p>Classroom visits by rangers</p>	<p>Fosters dialogue between park and tribes</p> <p>Provides tribe with meeting place</p> <p>Mentoring for youth</p> <p>Experience in the media arts</p>
Challenges	<p>Funding</p> <p>Staff time</p> <p>Cultural differences</p> <p>Expanding the program</p>	<p>Useful pre and post trip material</p> <p>Aligning with school standards</p> <p>Engaging families</p>	<p>Academic support</p> <p>Selecting interested students</p> <p>Cultural differences</p> <p>Expanding the program</p>	<p>Site and staff capacity for family days</p> <p>Engage community members outside of the soccer league</p> <p>Language barriers</p>	<p>Funding</p> <p>Meeting space limitations</p> <p>Access to resources for projects</p> <p>Transportation to and from park</p>	<p>Expanding the program</p> <p>Providing pre-program teacher outreach</p> <p>Aligning with school standards</p> <p>Consistency of staff</p> <p>Diversity of Staff</p>	<p>Funding</p> <p>Changing technology</p> <p>Time constraints</p> <p>More control for tribal communities</p>

APPENDIX B: SELF-REFLECTIVE ESSAY

To ensure data collection and interpretation that account for personal biases and interpretations, I need to be cognizant of the reasons certain decisions, such as methodology, are made and how my own values and biases influence those decisions. It is also important that I understand how I am personally invested in the research and to use that perspective to better understand the data and my interpretation of the data. Being aware of and responsive to my own subjectivity is part of being a responsible evaluator (Jewiss and Clark-Keefe, 2007). In this essay, I will explore the values that I bring to the research, how I personally connect with the topic, and how my personal and professional identity impacts the collection of data and the presentation/reception of data.

I bring many sets of values and theoretical frameworks to the research, some of which are social justice, environmental justice, the importance of education, and the view that national parks can and should be seen as members of the community and not just places to visit. The engagement of communities that are typically overlooked and left out of conversations about the environment pulls in schools of thought surrounding social and environmental justice. The vital importance of providing people with not only safe and clean environments but also places in which to connect to and learn about nature is one of the foundations of this study. My strong belief in equal access to environmental goods and the decision making processes around natural resource management situates this study in a context in which there is no excuse for ignoring the underrepresentation of communities of color in national parks and that simply continuing with the status quo will only perpetuate an environment of exclusion.

National parks and units within the NPS tell the natural and cultural history of our country. Much like the importance of having access to parks for their natural amenities, people need access to parks to be fully engaged in the history of the country. By not providing all people access to parks, we are drastically limiting the resources of schools and communities to educate youth and the adult community.

Parks have traditionally been viewed as places to visit and not as members of their surrounding communities. I believe that parks have the ability to play a greater role in community development and revitalization. Due to this belief and literature that suggests community involvement is critical in program success, questions were developed that explored the idea of community involvement in the NPS. The importance of community involvement was a lens through which data were analyzed and interpreted.

I connect with the research topic in a variety of ways. The most relevant is being a person of color in the predominantly white field of natural resources. For me, interest in the topic of the underrepresentation of communities of color in natural resources stems from a desire to understand why I am such an oddity in the field. It has been a constant source of questioning for me beginning in my undergraduate degree and continuing to this day as to why there are not more people of color in natural resource classes, as members of environmental organizations, and working in public agencies that manage land.

Research has shown that the race or ethnic identity of a researcher can impact the rapport and communication between the researcher and the subject. This is especially true in qualitative interviews where personal topics are discussed in great depth. My

identity as a Black female has the potential to shape and impact the relationships I build not only in the field of natural resource but also in my research. It is important for me to understand where my identity may make some individuals, particularly those of the same race or gender, feel comfortable, opening themselves up to me about negative experiences they have had in the NPS. At the same time, my race or gender may make people feel uncomfortable to respond in a truly open manner to my questions regarding the importance of communities of color in the NPS.

My identity also has an impact on how my research will be perceived by my various audiences. It is important for me to make clear that while I am in the minority position, I do not speak for all in the same position nor do my study results. My membership in the minority group does not provide me with the ultimate answer. Personal experiences are merely one lens through which to view the data and against which to compare the experiences of program staff and participants. My experiences and education do provide ideas of ways in which communities of color can be included, based on what was successful for me. However, it is important to remain open to new and different directions for engagement that emerge from the research.

My professional identity can have a substantive impact on the study. As a researcher utilizing techniques from the evaluation field, I have the power to say whether programs are successfully engaging people of color and more specifically what some of the best practices they developed were. Study participants unfamiliar with process evaluation may feel the need to downplay challenges and unsuccessful attempts at engagement to avoid a negative evaluation of their efforts or programs. Interviewees may

potentially sugar coat the challenges of engaging people of color or their own participation in a program to impact the data. It is important to understand how social acceptability bias may influence responses and then to craft questions and manage interviews to ensure realistic and honest answers. I have attempted to do this by emphasizing the learning aspect of the research study, making sure that study participants are aware that their experiences and programs are being explored to provide positive examples for other parks and programs. I also clarify that my role of researcher is not to evaluate outcomes or measure the success of a program but to understand the process through which programs achieve (or do not achieve) success.

APPENDIX C: PHASE 1 INTERVIEW GUIDE

Interview Protocol

- Q1. In your opinion, over the last 10 years, in what ways has the NPS been successful in increasing visitation and participation by diverse groups in national parks?
- What programs do you know of (or have you been involved with) that have been successful?
 - From your perspective, how do you know that these programs were successful? In other words, what did you use as an indicator of success?
 - How has progress/success been tracked or evaluated for this program?
 - Based on your experience, what are the key ingredients of programs that are successful?
 - To be successful, in your view, who needs to be involved in the program?
 - What role do they need to play, or how do they need to be involved?
 - What barriers do you think this program was able to overcome?
- Q2. In your opinion, over the last 10 years, what programs do you know of, if any, that have tried and failed to increase visitation and participation of diverse groups in national parks?
- From your perspective, how do you know that these programs were not successful? In other words, what did you use as an indicator of failure?
 - How has this lack of success been tracked or evaluated for this program?
 - Based on your experience, what key ingredients were missing from these programs?
 - What barriers do you think this program failed to overcome?
- Q3. In your opinion, how have programs to increase visitation and participation of diverse groups in national parks involved youth?
- How were organizations, such as the Student Conservation Association or Youth Conservation Corps, involved in the program?
 - How were local and regional schools involved in the program?
 - What other youth organization were involved in the program?
- Q4. What evaluation research, if any, are you aware of that has been conducted regarding programs to increase visitation and participation of diverse groups in national parks?
- Q5. From your perspective, what do you think are some of the challenges that your region currently faces in attempting to increase visitation and participation by diverse groups?

- What do you think are some of the opportunities that the Northeast Region has for increasing visitation and participation by diverse groups?
 - How do you see these challenges and opportunities evolving?
- Q6. NPS Director Mary Bomar has stated that one of her priorities is to reconnect the American people to their national parks. This includes increasing diversity in visitation, participation, and the workforce, as well as telling inclusive stories, advertising in diverse publications, and increasing relationships and partnerships with communities of color and diverse organizations. Which of these areas do you think would have the most impact on increasing visitation and participation of diverse groups in national parks?
- Q7. Social science research has developed three possible explanations for why communities of color do not have high rates of participation in outdoor recreation in general and are under-represented in national parks more specifically. These explanations are (1) socioeconomic differences between communities of color and whites, (2) cultural differences between communities of color and whites, and (3) potential racial bias/discrimination against communities of color in national parks¹. Which of these explanations, if any, do you agree or disagree with? Why?
- From your perspective, which of these three explanations (socioeconomics, culture, or racial bias) do you think has the most influence on increasing visitation and participation of diverse groups in national parks?
 - From your perspective, which of these three explanations (socioeconomics, culture, or racial bias) represents the biggest challenge to increasing visitation and participation of diverse groups in national parks?
 - Given your experience, can you think of any other explanations for the under-representation of communities of color in the national parks?
 - From your perspective, what other challenges are there to increasing involvement of communities of color in the national parks?
- Q8. What else do you think is important regarding the inclusion of racial and ethnic minorities in national parks that we did not discuss?
- Q9. Given your experience, who else should I talk to about this issue?

¹ Discrimination is the act of placing an individual or group at a disadvantage based on characteristics such as race/ethnicity (McLemore and Romo, 1998). On the other hand, racial bias/prejudice is a more cognitive variable and represents negative perceptions and/or attitudes of one person or group toward another based on characteristic such as race/ethnicity (Stodolska, 2005a; Stodolska, 2005b). Bias/prejudice can be considered a precursor or antecedent to discrimination (Stodolska, 2005a; Stodolska, 2005b).

APPENDIX D: PHASE 2 INTERVIEW GUIDES

Park Management Version Interview Guide

- Q1. From your perspective, in what ways do you think the park has been successful at engaging new constituents?
- What do you think have been the key ingredients to the park's success?
- Q2. From your perspective, how, if at all, do the programs of the park foster a sense of ownership and stewardship (responsibility towards protecting natural resources) towards the park among participants?
- Q3. How do the programs designed to engage new constituents meet the goals of the park?
- Q4. From your perspective, what has been successful about these programs?
- What benefits has the park realized from these programmatic investments?
- Q5. What has been the role of community members in developing and/or implementing park programs to engage new constituents?

You have told how you feel the program has been successful. Now, I would like to talk about how the program has overcome challenges.

- Q6. What would you say have been the biggest challenges for the park with regards to engaging new constituents?
- How have these challenges been overcome?
- Q7. From your perspective, what challenges is the park currently facing with regards to engaging new constituencies?
- What do you think is needed for the park to overcome these challenges?
- Q8. How have these programs in particular helped your organization overcome challenges and capitalize on opportunities with regards to engaging diverse constituencies?
- Q9. From your perspective, what leadership skills and/or training does a park employee need in order to successfully work with diverse audiences and youth?
- How do individuals acquire those skills?
 - What training, if any, do you know of or have you/your staff participated in that has been particularly useful?
 - What other types of skills are important for staff to have?

- Q10. The programs implemented by the park and partners serve youth in most age groups. How, if at all, do you think this long-term relationship will benefit youth who are able to participate in programs from middle school through college?
- In what ways do you hope to see it impacting participants' educational decisions?
 - In what ways do you hope to see it impacting career decisions?
 - In what ways do you hope to see it impacting family relationships to the park?
- Q11. From your perspective, how important is it to involve families in programming designed to engage diverse youth?
- What ways has the park engaged families that have been particularly successful?
- Q12. How do you view the role of parks in serving the public and surrounding communities?
- From your perspective, is it appropriate for park/program staff to mentor program participants outside of program activities?
- Q13. You have told me about some of the successes of these programs as well as what some of the challenges have been. Now, I would like to know which of these successes and challenges – if any – came as a surprise.
- What benefits have you observed that you were not expecting at the outset of the program?
 - What, if any, are drawbacks of these programs you were not expecting?
- Q14. Before we wrap up, is there anything that you'd like to tell me about your experiences with these programs or engaging diverse audiences that we didn't cover yet?

Partner Management Interview Guide

- Q1. From your perspective, how do you think your organization has been successful at engaging new constituents in park areas and natural resources?
- Q2. What do you think are the key ingredients that make your organization successful?
- Q3. From your perspective, how does [insert program name] foster a sense of ownership and stewardship (responsibility towards protecting natural resources) towards the park among participants?
- Q4. How do programs designed to engage diverse constituents meet the goals of your organization?
- Q5. What has been the role of community members in the development and/or implementation of the parks' programs to engage new constituents?

We have talked about how your organization has been successful. Now, I would like to talk about how it has overcome challenges.

- Q6. First, I'd like to discuss challenges that the program has encountered and addressed in past years. What would you say were the biggest challenges the program has faced in the past?
- How were those challenges overcome?
- Q7. From your perspective, what challenges is the park currently facing with regards to engaging new constituencies?
- What do you think is needed for the park to overcome these challenges?
- Q8. How have the programs helped your organization overcome challenges and capitalize on opportunities with regards to engaging diverse constituencies?
- Q9. From your perspective, what leadership skills and/or training does a park employee need in order to successfully work with diverse audiences and youth?
- How do individuals acquire those skills?
 - What training, if any, do you know of or have participated in that has been particularly useful?
 - What other types of skills is it important for staff to have?
- Q10. From your perspective, how important, if at all, is the involvement of families in programming designed to engage diverse youth?
- What ways has your organization engaged families that have been particularly successful?

- Q11. How do you view the role of parks in serving the public and surrounding communities?
- Q12. The programs implemented by the park and partners serve youth in most age groups. How, if at all, do you think this long-term relationship will benefit youth who are able to participate in programs from middle school through college?
- In what ways do you hope to see it impacting educational decisions?
 - In what ways do you hope to see it impacting career decisions?
 - In what ways do you hope to see it impacting family relationships to the park?
- Q13. You have told me about some of the successes of these programs as well as what some of the challenges have been. Now, I would like to know which of these successes and challenges – if any – came as a surprise.
- What benefits have you observed that you were not expecting at the outset of the program?
 - What, if any, are drawbacks of these programs you were not expecting?
- Q14. Before we wrap up, is there anything that you'd like to tell me about your experiences with these programs or engaging diverse audiences that we didn't cover yet?

NPS Program Staff Interview Guide

- Q1. Please tell me about your role in [specific program name(s)] and how you became involved.
- Q2. From your perspective, to what degree and in what ways do you think the [name of specific program] program(s) has/have been successful?
- Q3. Based on your experience, what are the key ingredients that make this program successful?
- Q4. From your perspective, how does the program help the park meet some of its goals?
- Q5. From your perspective, how does this program foster a sense of ownership and stewardship (responsibility towards protecting natural resources) among participants?
- *If applicable:* From your perspective, have overnight trips enhanced the experience of program participants – and if so, how?

We have talked about how the program has been successful. Now, I would like to talk about how the program has overcome challenges.

- Q6. First, I'd like to discuss challenges that the program has encountered and addressed in past years. What would you say were the biggest challenges the program has faced in the past?
- How were those challenges overcome?
- Q7. What challenges is the program currently facing?
- From your perspective, what would help the program overcome these challenges?

[Name of Program] works with youth of diverse backgrounds. I would like to talk about how culture, race, and ethnicity influence the program, program staff, and participants.

- Q8. What is/was the racial or ethnic composition of the people you interact(ed) with during the program?
- How, if at all, have differences in race or ethnicity between staff and participants negatively or positively impacted the program?
 - How important do you think it is to have program staff that is the same race or ethnicity as the participants?
 - How, if at all, has language influenced program delivery?
- Q9. To what degree and in what ways are staff trained or prepared to work with diverse youth in the program?

Next, I would like to talk further about how the community is involved in the program.

Q10. How, if at all, have you seen involvement in the program expanded beyond the initial people involved in the planning?

- How have other teachers, counselors, and school administrators become involved?
- How has that involvement changed overtime?
- How have other students become involved?
- How has that involvement changed overtime?
- How has other staff become involved?
- How has that involvement changed overtime?
- How have families of participants become involved?
- How had that involvement changed overtime?
- From your perspective, what impact, positive or negative, has this expansion had on the program?

Q11. Based on your experience, who else in the community do you think might want to be involved in the program, if anyone?

- What community groups might also benefit from participating in the program (sports groups, educational organizations, etc.)?
- What community groups might the program benefit from by including?

Q12. From your perspective, how has the community been made aware of the program? In other words, how was program promotion done?

- What have been the most useful approaches for getting the word out?

Q13. Based on your experience, how has the community service aspect of the program impacted participants?

Q14. Looking at the program more generally, how do you feel that the program meets the needs of the community?

Q15. From your perspective, how, if at all, has this program changed the role of teachers and/or coaches?

Q16. You have told me about some of the successes of these programs as well as what some of the challenges have been. Now, I would like to know which of these successes and challenges – if any – came as a surprise.

- What benefits have you observed that you were not expecting at the outset of the program?
- What, if any, are drawbacks of these programs you were not expecting?

Q17. Before we wrap up, is there anything else that you'd like to tell me about your experience with this program that we have not talked about?

Partner Program Staff Interview Guide

- Q1. Tell me about your role in [name of specific program] and how you came to be involved.
- Q2. From your perspective, how do you think the [name of specific program] program has been successful?
- Q3. Based on your experience, what are the key ingredients that make this program successful?
- Q4. How does the program meet your organization's goals?
- Q5. From your perspective, how does this program foster a sense of ownership and stewardship (responsibility towards protecting natural resources) towards park areas?
- *If applicable:* From your perspective, how, if at all, have overnight trips enhanced the experience of program participants?

We have talked about how the program has been successful. Now, I would like to talk about how the program has overcome challenges.

- Q6. First, I'd like to discuss challenges that the program has encountered and addressed in previous years. What would you say were the biggest challenges the program has faced in the past?
- How were those challenges overcome?
- Q7. From your perspective, what challenges is the program currently facing?
- What would help the program overcome these challenges?

[Name of Program] works with youth of diverse backgrounds. I would like to talk about how culture, race, and ethnicity influence the program, program staff, and participants.

- Q8. What is/was the racial or ethnic composition of the people you interact(ed) with during the program?
- How, if at all, have differences in race or ethnicity between staff and participants negatively or positively impacted the program?
 - How important do you think it is to have program staff that is the same race or ethnicity as the participants?
 - How, if at all, has language influenced program delivery?
- Q9. From your perspective, how well do program staff work with youth of diverse backgrounds?

- What do you see as major strengths of how staff works with diverse youth?
- What do you see as weaknesses or drawbacks of how staff works with diverse youth?
- Do you happen to know if program staff were trained or prepared to work with youth of diverse backgrounds and if so, in what ways?

Next, I would like to talk more about how the community is involved in the program.

Q10. Based on your experience, what has been the role of community members in the development of the program?

- How have teachers, parents, coaches, families of participants been involved?
- What impact, positive and/or negative, has the involvement of community members had in the development and implementation of the program?

Q11. How, if at all, have you seen involvement in the program expanded beyond those who were involved in the initial planning?

- How have other teachers, counselors, and school administrators become involved?
- How has that involvement changed overtime?
- How have other students become involved?
- How has that involvement changed overtime?
- How has other staff become involved?
- How has that involvement changed overtime?
- How have families of participants become involved?
- How had that involvement changed overtime?
- From your perspective, what impact, positive or negative, has this expansion had on the program?

Q12. Based on your experience, who else, if anyone, in the community do you think might want to be involved in the program?

- What community groups might also benefit from participating in the program (sports groups, educational organizations, etc.)?
- What community groups might the program benefit from by including?

Q13. From your perspective, how has the community been made aware of the program? In other words, how was program promotion done?

- What have been the most useful approaches for getting the word out?

Q14. Based on your experience, how has the community service aspect of the program impacted participants?

Q15. From your perspective, more generally, how does the program meet the needs of the community?

- Q16. From your perspective, how, if at all, has this program influenced the role of teachers and/or coaches?
- Q17. You have told me about some of the successes of these programs as well as what some of the challenges have been. Now, I would like to know which of these successes and challenges – if any – came as a surprise.
- What benefits have you observed that you were not expecting at the outset of the program?
 - What, if any, are drawbacks of these programs you were not expecting?
- Q18. Before we wrap up, is there anything that you'd like to tell me about your experience with this program that we have not talked about?

Program Participant Interview Guide

- Q1. How did you first hear about [insert specific program name]?
- Tell me about how you and your family became involved in [specific program name]?
- Q2. Based on your involvement in [name of specific program], how do you think it has been successful?
- Q3. Based on your experience, what is it about the program that makes it successful?
- *If applicable*: From your perspective, how, if at all, have overnight trips enhanced your experience in the program?
- Q4. From your perspective, how has this program influenced, if at all, your sense of ownership and stewardship (responsibility towards protecting natural resources) towards park areas?
- Q5. I don't know how much information you have about the development of the program but, I would like to talk about how various groups have been involved in the development and delivery of the program?
- How have other teachers, counselors, and school administrators become involved?
 - How has that involvement changed overtime?
 - How have other students become involved?
 - How has that involvement changed overtime?
 - How has other staff become involved?
 - How has that involvement changed overtime?
 - How have families of participants become involved?
 - How had that involvement changed overtime?
 - From your perspective, what impact, positive or negative, has this expansion had on the program?
- Q6. From your perspective, who else, if anyone, in the community do you think might want to be involved in the program?
- What other community groups might benefit from participating in the program (sports groups, educational organizations, etc.)?
 - Now, looking at this from another angle, what community groups might be beneficial to include in [the program] based on what they could **bring to** the program?
 - What do you think would be a beneficial way to spread the word about the program?

We have talked about how the program has been successful. Now, I would like to talk about any challenges you may have encountered in terms of participating in the program.

Q7. What would you say were the biggest challenges you faced in participating in the program early on?

- How were those challenge overcome?

Q8. What challenges are you currently facing regarding your participation in the program?

- What would help you/the program overcome this challenge?

[Name of Program] works with youth of diverse backgrounds. I would like to talk about how culture, race, and ethnicity influence various aspects of the program.

Q9. What is/was the racial or ethnic composition of the staff you interact(ed) with during the program?

- How, if at all, have differences in race or ethnicity between staff and participants negatively or positively impacted the program?
- How important do you think it is to have program staff that is the same race or ethnicity as the participants?
- How, if at all, has language influenced program delivery?

Q10. From your perspective, how well do program staff work with youth of diverse backgrounds?

- What do you see as major strengths of how staff works with diverse youth?
- What do you see as weaknesses or drawbacks of how staff works with diverse youth?
- Do you happen to know if program staff were trained or prepared to work with youth of diverse backgrounds and if so, in what ways?

The program you participate in is one of many offered by [insert organizations names]. These programs serve youth in most age groups and have the potential to create a long-term relationship with youth.

Q11. How do you see [name of specific program] influencing choices you make in the future?

- How do you anticipate participation in [program name] may influence you (or your child's) education decisions?
- How do you anticipate participation in [program name] may influence you (or your child's) professional decisions?
- How do you anticipate participation in [program name] may influence your family's relationship to the park?

I'm interested in hearing more about the involvement of families and the community in aspects of the program.

Q12. From your perspective, how important, if at all, is the involvement of families in this program?

- Has your family been involved in the program and, if so, how?

Q13. Based on your experience, how has the community service aspect of the program influenced your participation?

Q14. From your perspective, how does the program meet needs of the community?

Q15. You have told me about some of the successes of these programs as well as what some of the challenges have been. Now, I would like to know which of these successes and challenges – if any – came as a surprise.

- What benefits have you observed that you were not expecting at the outset of the program?
- What, if any, are drawbacks of these programs you were not expecting?

Q16. Before we wrap up, is there anything else you'd like to tell me about your experience with this program that we have not talked about?

Teachers, Coaches, and Mentors Interview Guide

- Q1. Tell me about your role in [name of specific program] and how you came to be involved.
- Q2. From your perspective, how do you think the [name of specific program] program has been successful?
- Q3. Based on your experience, what are the key ingredients that make this program successful?
- *If applicable:* From your perspective, how, if at all, have overnight trips enhanced the experience of program participants?
- Q4. How does the program help meet your organization's goals?

You have told how you feel the program has been successful. Now, I would like to talk about how the program has overcome challenges.

- Q5. First, I'd like to discuss challenges that the program has encountered and addressed in the past years. What would you say were the biggest challenges the program has faced in the past?
- How were those challenges overcome?
- Q6. What challenges is the program currently facing?
- What would help the program overcome these challenges?

[Name of Program] works with youth of diverse backgrounds. I would like to talk about how culture, race, and ethnicity influence the program, program staff, and participants.

- Q7. What is/was the racial or ethnic composition of the people you interact(ed) with during the program?
- How, if at all, have differences in race or ethnicity between staff and participants negatively or positively impacted the program?
 - How important do you think it is to have program staff that is the same race or ethnicity as the participants?
 - How, if at all, has language influenced program delivery?
- Q8. To what degree and in what ways are staff trained or prepared to work with diverse youth in the program?
- Q9. Based on your experience, how has the community service aspect of the program impacted participants?

- Q10. Looking at the program more generally, how do you feel that the program meets the needs of the community?
- Q11. From your perspective, how important, if at all, is the involvement of families in programming designed to engage diverse youth?
- Q12. The programs implemented by the park and partners serve youth in most age groups. How, if at all, do you think this long-term relationship will benefit youth who are able to participate in programs from middle school through college?
- In what ways do you hope to see it impacting educational decisions?
 - In what ways do you hope to see it impacting career decisions?
 - In what ways do you hope to see it impacting family relationships to the park?
- Q13. From your perspective, how, if at all, has this program influenced your role as a teacher and/or coach?
- Q14. You have told me about some of the successes of these programs as well as what some of the challenges have been. Now, I would like to know which of these successes and challenges – if any – came as a surprise.
- What benefits have you observed that you were not expecting at the outset of the program?
 - What, if any, are drawbacks of these programs you were not expecting?
- Q15. Before we wrap up, is there anything that you'd like to tell me about your experience with this program that we have not talked about?