

# MASTER PLAN

*for the*

Yuma Quartermaster Depot State Historic Park  
& Yuma Territorial Prison State Historic Park

DRAFT

FOR REVIEW BY STAKEHOLDERS

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## INTRODUCTION

### History & Background of the Sites

The stories of these two parks in Yuma, Arizona, reflect the historic interplay of the federal, state and local governments during westward expansion and development over the past 160 years.

- In the 1850s, the United States military established a Quartermaster Depot at a pivotal location in Yuma, offloading supplies shipped in from San Francisco and sending those supplies off by mule train to forts throughout the Southwest. Although the coming of the railroad in 1877 made the Depot obsolete, the Reclamation Service (later Bureau of Reclamation) began using the site as its headquarters for the Yuma Project in the early 1900s, building the first series of dams and irrigation canals on the Colorado River. In the 1950s, the Yuma County Water Users Association (YCWUA) then utilized the site as an operations center to manage its canal system.
- In 1875, the Arizona Territorial legislature authorized the development of a Territorial Prison in Yuma. The prison operated until 1909, when it was closed and relocated to Florence at a site which would allow for greater expansion.



An equally significant part of the history is the effort at all levels — particularly, the local level — to preserve these key historic resources, often well before the National Historic Preservation Act was enacted in the 1960s:

- Local citizens groups, such as the Yuma Crossing Park Council, led efforts in the 1980s to convert the Quartermaster Depot from an operations center for the canal system to an historic park. They were successful in securing federal funds for the relocation of the YCWUA. In the 1990s, the City of Yuma committed \$1 million for the establishment of a state park, which Arizona State Parks opened in 1997. In 2009, when state budget cuts threatened the park with closure, the City of Yuma, Yuma Crossing National Heritage Area, and the Yuma Visitors Bureau partnered to assume local management of the facility. Since then, with financial support from Arizona State Parks and the National Park Service, major roof and adobe restoration took place on some of the oldest adobe structures in the State of Arizona. While the focus of the plan will include major historic restoration needs, it is worth noting that much has already been accomplished.
- The Yuma Territorial Prison closed its doors in 1909. It was used as the local high school from 1910-1914. However, the facility began to suffer serious deterioration in the 1920s. The realignment of the main line of the Southern Pacific Railroad across the Colorado River resulted in the destruction of nearly half of the Prison. The Depression brought further deterioration as building materials were stolen and hobos began living on the site. In 1931, 22 local community groups partnered with the city government to post a guard and to work to turn the facility into a tourist attraction. In 1939-40, the City of Yuma secured funds from the National Youth Administration to put unemployed youth to work building the existing Prison museum. The City ran the museum from 1940 to 1961, when Arizona State Parks assumed management of it as one of its first state parks. Arizona State Parks undertook major construction projects, such as the Guard Tower, Entrance Building and realignment of the park entrance. State budget cuts over the last decade reduced the level of maintenance at the park.

***The remnants of the Territorial Prison as it looked in the early 1930s.***

*The Prison was being slowly destroyed by rail construction, vandalism, and theft of building materials to such an extent that the Yuma community rallied to post a guard to protect the Prison and committed to a rebuilding process.*



- In January 2010, Arizona State Parks announced that it was no longer able to operate the park and scheduled it for closure on April 1, 2010. At this point in the recession, the City of Yuma was unable to assist financially. However, the community raised \$70,000 in 60 days to help save the park. Combined with a commitment of National Park Service funds through the Yuma Crossing National Heritage Area, the funding was in place to operate the facility as a state park under local management. With continued local fundraising, National Park Service funding, and Arizona State Park capital funds, major improvements to the facility have taken place, particularly the restoration of the original adobe Sally Port.

It is also worth noting that the Yuma Crossing National Historic Landmark (NHL) and Associated Sites was one of the earlier nominations for landmark status in the 1960s, with these two sites being pillars of the nomination. However, the decline of Yuma's downtown, a greater intrusion of the City's water treatment plant into the core of the site, and the blighted nature of Yuma's riverfront resulted in a "threatened" status being placed on the NHL in the 1990s. The course of the last 20 years has reversed that decline, and the NHL is no longer considered threatened.



*Founders Plaza was dedicated in 2012 to those citizens and organizations who pioneered efforts in the 1980s to save and restore the Quartermaster Depot. A strong community commitment to its history is one of the strengths of Yuma.*



*The annual "3:10 to Yuma" fundraiser for the Territorial Prison ensures that each year there will be major improvements to this important Yuma attraction.*

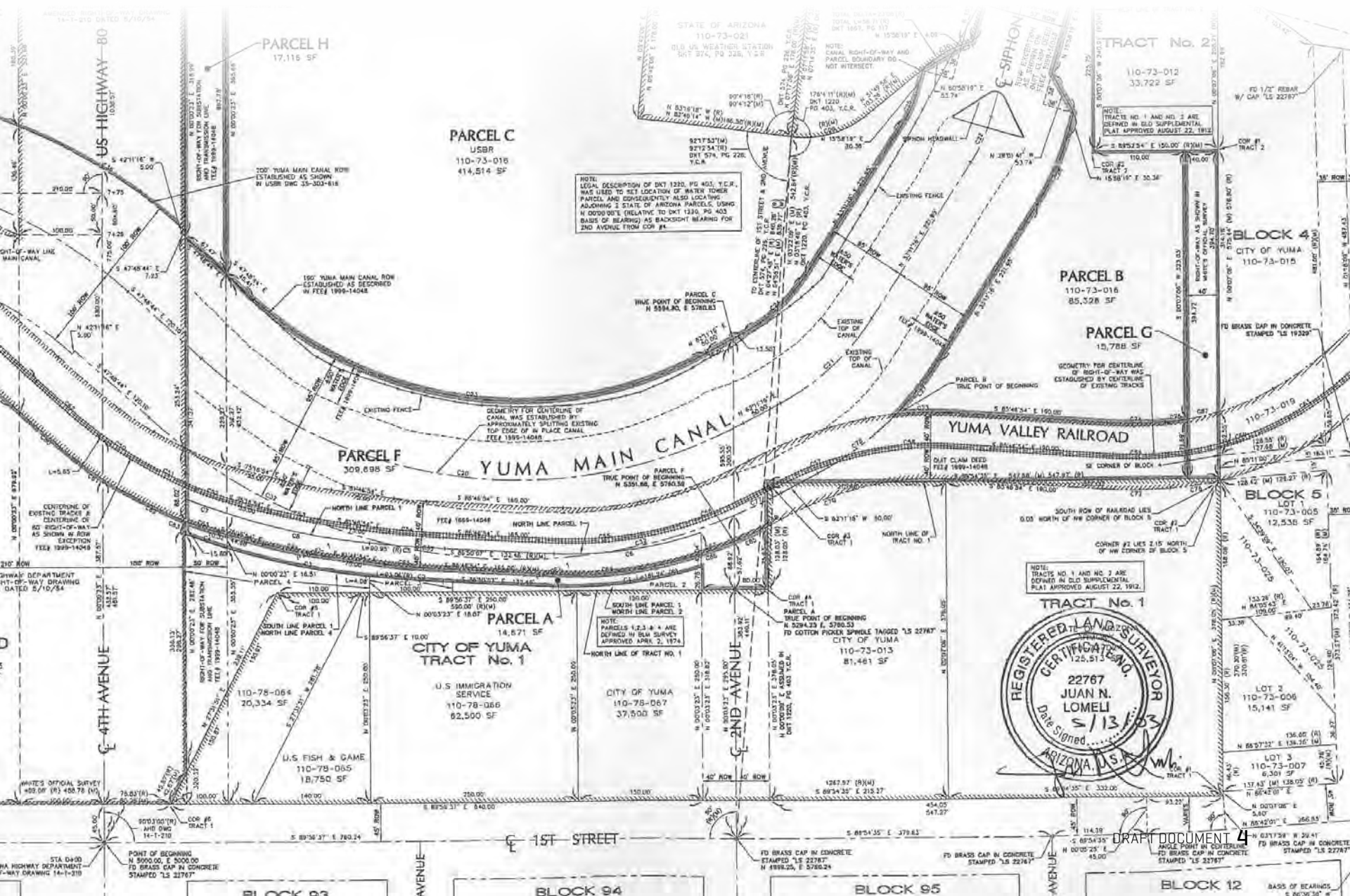


# A Summary of the Ownership History & Historic Covenants

**THE YUMA TERRITORIAL PRISON** was city-owned property until it was deeded to the State in 1961. It has since remained state-owned property, although it has been leased back to the City of Yuma for consecutive three-year terms since 2010. A longer-term agreement is being contemplated.

**THE YUMA QUARTERMASTER DEPOT** is a much more complicated site in terms of property ownership. The land was originally the property of the United States government as a military and then a Bureau of Reclamation facility. As the Yuma Project proceeded land parcels became separated by the creation of canals. The City of Yuma, which had secured ownership of the QMD offices and officers' quarters, in turn deeded those properties to the State of Arizona in 1969. Thereafter, Arizona State Parks operated

these historic buildings even while the Yuma County Waters Users Association maintained its operations center on the remainder of the property. In the 1980s, the Yuma community worked with the Arizona Congressional delegation to relocate the Yuma County Water Users, freeing up the remainder of the site for redevelopment as an historic site. This work culminated in the late 1990s with an agreement between the federal government and Arizona State Parks, to quitclaim the remaining QMD property to Arizona State Parks with an historic covenant and approved Program of Preservation and Utilization. The construction of the park and other major improvements thereafter were completed in accordance with this mandate. This historic preservation requirement is monitored and maintained by both the Arizona State Historic Preservation Office and the National Park Service.



# Master-Planning Efforts

A major reason for this new master-planning effort is to align the thinking of the local, state and federal governments (as well as the local community) concerning any new proposed major improvements. With the changes of management and the shift of focus from simply “keeping the doors open,” a review of prior planning efforts is in order.

**THERE HAVE BEEN VARYING EFFORTS TO MASTER-PLAN BOTH OF THESE PARKS.** Arizona State Parks undertook major improvements at the Yuma Territorial Prison in the 1980s,

based on a vision that balanced the need for preservation with the need to make the facility a strong attraction. In 1994, Arizona State Parks completed a major study entitled “Historic Building Assessment, Structural Evaluation, and Drainage Analysis,” which raised issues such as building stabilization, vibration, standing water, and public safety.

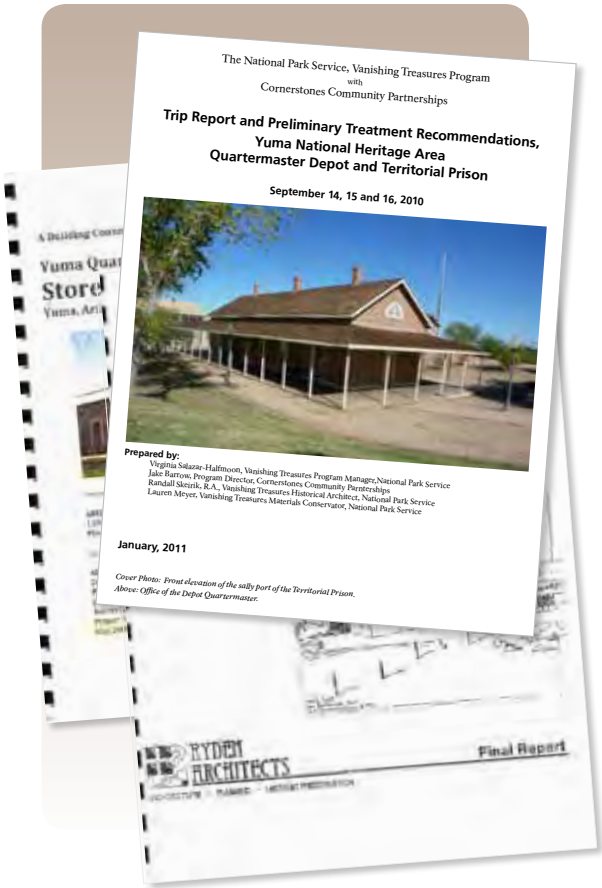
The study also noted the mixture of restorations, replicas, reconstructions and repairs that had occurred over time, which tended to cloud the issue of the site’s authenticity. A major challenge was to regain the sense of the whole site (much of which had been destroyed over time) while avoiding the trap of re-creating “faux” history. However, the continuing reductions in state funding meant that maintenance

was substantially deferred and ultimately, the facility was slated for closure in 2010. Since then, local management has worked with Arizona State Parks to address with considerable success a number of serious and imminent building issues.

The Sally Port was completely restored, with the technical assistance of the National Park Service’s Vanishing Treasures program, capital funding from Arizona State Parks, and project management expertise from the Yuma Crossing National Heritage Area. The Vanishing Treasures report, entitled “Trip Report and Preliminary Treatment Recommendations,” dated January 2011, addressed other preservation issues (such as the Cell Block and Caliche Hill) and will be referenced later in this document.



Newly restored Sally Port







*Arizona State Park funding made restoration and roof replacement possible on some of oldest adobes in the State of Arizona*



*Undergoing a full adobe restoration*

**THE PLANNING FOR THE QUARTERMASTER DEPOT** was guided initially by the report, “A Master Plan for the Yuma Crossing National Historic Landmark,” completed by Gerald A. Doyle and Associates in 1984. The plan proposed to create a setting for a “living history” military post, which was attempted in the early 1990s by the Yuma Crossing Foundation. Local funding sources were inadequate to fund this ambitious program, and the effort was abandoned.

In its place, the City of Yuma and Arizona State Parks collaborated to make considerable improvements to the site, with the City of Yuma investing \$1 million of its own funds. In 1997, the Quartermaster Depot opened as the “Yuma Crossing State Historic Park.” From an interpretive standpoint, the park attempted to bring the many transportation stories of the Yuma Crossing to this site, whether or not those stories took place on the site. The City provided operating assistance to Arizona State Parks from 1997-2009, which was crucial as the park attracted only 11,000 visitors in 2008.

“An Historic Building Analysis of the Corral House” was completed in 1994, followed up by “A Building Conservation Assessment of the Yuma Quartermaster Depot Storehouse”

in 2000, which provides good documentation of key historic resources.

The Congressional authorization of the Yuma Crossing National Heritage Area in 2000 brought forth a new round of planning. The Management Plan of the Yuma Crossing National Heritage Area envisioned telling the many Yuma Crossing stories in their appropriate locations. Thus, the main focus for this park would be the Quartermaster story of the 19th century and Reclamation story of the 20th century. In 2007, Arizona State Parks and the Yuma Crossing National Heritage Area partnered to complete an interpretive master plan with only these two interpretive themes for this park.

In 2008, the 1907 Baldwin locomotive located at the QMD was relocated onto the original historic rail alignment along Madison Avenue as part of the Pivot Point Interpretive Plaza project.

In 2009, at the depths of the recession, the local community assumed management of the park to avoid its closure. Funds from many sources were cobbled together to keep the park open. The City of Yuma continued to provide operating assistance and the Heritage Area accessed its National Park Service funding. The Yuma Visitors Bureau moved its Arizona Welcome Center into the main entrance building, which helped

attract a much larger attendance of 80,000 annually.

From 2009 through 2012, considerable progress was made to address deferred maintenance issues as well as the lack of interpretation of the Bureau of Reclamation story.

Based on the Vanishing Treasures report, many of the historic buildings [except the Storehouse and Corral House] benefited from major roof reconstruction and adobe restoration in 2011-2012. New exhibits on the Yuma Siphon, the Yuma Project, and the Yuma East Wetlands were installed in 2012. The Storehouse was used for a traveling exhibit on Alcatraz from the National Park Service. The Heritage Area also experimented with providing additional traveler services by opening a coffee and pie shop in portions of the Corral House building.

While this flurry of activity has certainly brought the facility back to life, all parties — the Heritage Area, Arizona State Parks, and the City of Yuma — are concerned that these “ad hoc” changes, often forced by budget constraints, pressing maintenance needs, and economic circumstances, were not the best way to shape the long-term future of these parks. Thus, the commitment to complete this new master plan.



NATIONAL HISTORIC LANDMARK

## Proposed Master-Planning Framework

This master-planning effort faces budget and economic realities that will test the collective abilities of the partners to ensure sustainable parks. There are some incontrovertible facts:

- With these facilities being the key elements of the National Historic Landmark, the highest priority of the master plan should be the preservation and interpretation of the historic assets contained within the parks.
- Given today's budget realities, governmental resources from all levels will be constrained and will be insufficient to meet all of the parks' operating and capital needs.
- To supplement public funds, these parks must generate operating revenues, with a dedicated mindset of being "attractions." An attraction is defined by five key characteristics: quality, authenticity, uniqueness, drawing power, and activity options. In addition, there are some more subtle factors:
  - An attraction must make sense to the visitor by presenting a "perceived order".
  - An attraction must offer "potential for exploration with variety and mystery".
  - An attraction must permit role choices.

This Master Plan for both parks is driven by this singular emphasis on "attractions" and therefore is set forth in the following sections:

1. **Business Planning: Assess the market appeal and define the marketing approach**
  - a. The Yuma Territorial Prison has demonstrated its market appeal with increased admission and retail revenues, making the park operationally self-sufficient. The focus should be to continually improve the visitor experience with quality, authenticity, and activity options.
  - b. The Quartermaster Depot, however, will need to develop a different model for operational sustainability, as it does not have sufficient current market appeal.
2. **Address basic conservation/preservation needs of historic buildings and assets**
3. **Define the interpretive goals of each park and upgrade exhibits with state-of-the-art technology**
4. **Upgrade buildings/infrastructure for operational efficiency and public safety**



*A general note on the preservation and interpretive challenges facing both parks and a proposed approach*

While the master plan is divided into these four sections, it is somewhat arbitrary and there is considerable overlap among these issues — particularly with regard to preservation and interpretation. Therefore, this General Note is intended to identify the key thematic challenges and propose a solution for each park.

**YUMA QUARTERMASTER DEPOT** — The first challenge is that there are two competing themes and eras: the 19th century military era and the 20th century Reclamation era. Neither, however, is compelling enough to carry the story of this park. The second challenge is the complete loss of historic context as it relates to the park's connection to the Colorado River. If one stands at the north end of the Storehouse, it is literally impossible to imagine steamboats unloading their cargo right there. The Colorado River is now a shadow of its former self, just a minor stream as it wends its way past Yuma. It makes the Quartermaster story even more difficult to tell than it already is.

The recommendation is to change the overarching theme to “the Colorado River: its past, present and future,” and propose a name change to “The Colorado River State Historic Park.” By

so doing, the theme subsumes both the Quartermaster Depot and Reclamation stories, and can use these two eras to trace the evolution of the river. The park can also become a forum for an ongoing dialogue about the future of the Colorado River, a very critical and timely subject.

This evolution of the river can also be reflected in the preservation philosophy and interpretation of the historic resources. There will be no attempt to bring the historic resources to one era or one point in time. Instead, the approach throughout will be interpret the evolution of the Colorado River — and how the site responded to and affected those changes over time — not only through exhibits but with the buildings themselves.







**YUMA TERRITORIAL PRISON** — The overarching thematic challenges facing the Prison are to explain and interpret the considerable loss of the original Prison structures as well as to come to grips with the multiple “preservation philosophies” that over time have resulted in reconstructions, replicas, restorations and subsequent — but now “historic” — construction. As the facility only operated as a prison for 33 years of its 138-year history, the issue is how to interpret the facility over time.

The proposed approach is born from a certain preservation philosophy and practical reality. Given budget realities, there is no possibility of reconstructing the entire prison facility, especially with 60 trains a day passing on Union Pacific Railroad’s main line running directly adjacent to the park. It is important as well to accept the Prison as it is, but find ways to interpret the evolution of the facility over time from prison to museum. In this plan, interpretive exhibits will be part of the approach, but there are also proposed methods of physically outlining long-lost buildings with metal frameworks and architectural “cues” so that the visitor can get an idea of what the prison was like in its heyday. A major focus is to give a “sense of confinement” with the scale and size of the prison without attempting to rebuild the original complex of buildings.



*The Yuma Territorial Prison currently faces the challenge of comparing ‘what is’ with ‘what was’ in a clear and compelling way.*

**Top photo;** The original prison circa 1880. The red arrows point out the only remaining buildings. The circle represents the location where the Southern Pacific Railroad constructed its new rail bridge and line, destroying about 1/3 of the original prison.

**Bottom photo;** The prison from the same view today.



# COLORADO RIVER STATE HISTORIC PARK

*Telling the story  
of a river under stress.*



# COLORADO RIVER STATE HISTORIC PARK



## Business Planning: Assess the market appeal and define the marketing approach

Experience over 16 years of operation of this park indicates that it will be difficult, if not impossible, to attain operational self-sufficiency through admission and retail revenues alone. In the last year of Arizona State Parks operation, there were only 11,000 paid admissions. From 2009 through 2012, the Heritage Area operated the park without an admission fee. Free admission, along with the addition of YVB's Arizona Visitor Information Center and a series of special events, brought attendance to more than 80,000 people. More visitors brought more maintenance but not necessarily more revenue. In 2012-2013, the Heritage Area experimented with instituting a \$4 admission fee, and brought in and heavily promoted a traveling exhibit on Alcatraz from the National Park Service. While the exhibit was well received, admissions simply did not compare to that of the Prison. For example, for February 2013 [the highest month of visitation]. Prison paid admissions were 10,000 compared to the Quartermaster Depot's 3,500.

If admissions will not carry the facility, what combination of revenue sources can help sustain the park's annual operating budget?

- The City of Yuma and the Yuma Crossing National Heritage Area should continue to provide financial support for operations.
- The Yuma Visitors Bureau should continue its operations at the facility, paying rent and providing staff to greet and direct visitors.
- Arizona State Parks should continue and even increase its operating assistance. Currently, ASP effectively pays for 25% of a park ranger's salary. That amount should be increased to at least 50% of the salary if State Parks wants to have a physical presence at the site.





It is critical that the facility diversify its revenue sources. Two major potential sources are proposed:

- **Visitor Services Concession/Leases:** A ground lease to a private restaurant will generate new revenues and ensure a steady flow of patrons consistent with the park's mission. Other concessions, such as bike and Segway rentals, should be considered as well. The new "Back in Time" Pie Shoppe can be concessioned as well.
- **The Colorado River and its stakeholders:** This master plan proposes a change of theme and name for this park to "The Colorado River State Historic Park." While it makes sense from

an interpretive standpoint, it makes even more sense as a way of engaging the many stakeholders of the Colorado River. Irrigation and water districts, the Bureau of Reclamation, farmers, environmentalists and the Multi-Species Conservation Program all have a crucial stake in the future of the river. Why not use the park for conferences, lectures, and exhibits on water? Why not get all these stakeholders to tell their stories? Why not engage all these stakeholders to become "Charter Members" of the park?

**THE COLORADO RIVER HAS ALWAYS BEEN A SUBJECT OF CONTENTION AND CONTROVERSY.** As water becomes even more scarce in the 21st century, the challenge to reach consensus among all the users and stakeholders will become even greater.

It is proposed that the Quartermaster Depot State Historic Park be re-themed and renamed as the Colorado River State Historic Park, which will serve as an open forum for a discussion of the past, present, and future of the Colorado River. The purpose of the park would be to:

- Create regional and national public awareness of the dramatic changes and diminution of the river over the past century and of the need to address its

future in a proactive, collaborative — not combative — manner. Nowhere else is the river's diminution more evident than in Yuma.

- Serve as an open forum for users and stakeholders to tell their stories and make their case for the river's future. It is hoped that an annual conference on the future of the river can take place on the park's campus in conjunction with the adjacent Hilton Garden Inn and Conference Center.



- Provide the Yuma community an opportunity to set forth its concerns, so that Yuma is not left out of the conversation among all the stakeholders.

Yuma has always been an innovator on the river — with one of the first dams and canal systems on the river; with one of the most successful wetlands restoration project; with its strong commitment to agriculture and national food security; with the de-salinization plant nearby; with substantial ground water deposits; and with its location on the international border with Mexico.

It is time for the story of the Colorado River to be told and its future debated within the Yuma Crossing National Historic Landmark. Yuma is prepared to serve as that forum.

# Address basic conservation/preservation needs of historic buildings and assets

## STOREHOUSE

Considerable analytical and assessment work was done on the issues associated with this building in 2000 and again in 2011. The key issue is that there is a leaking gutter where two roofs come together. This caused significant erosion of a 15-foot stretch of the interior wall. The ideal solution is to replace the gutter system without having to replace the roof panels, as suggested in the 2011 Vanishing Treasures report.

## CORRECT DRAINAGE TO PROTECT ADOBE BUILDINGS

Considerable repairs have been made to most of the buildings on site over the past 20 years. However, there are some fundamental drainage problems which must be addressed in order to ensure that the adobe repairs last for their maximum expected life. It is recommended that a new drainage plan be developed for the Quartermaster’s Office and Quarters as well as the Corral House.



*Photo left: Historical Architect Randy Skeirik and Yuma Crossing Deputy Director C. Kevin Eatherly discuss the leaking gutter in the Storehouse. The resulting erosion of the adobe party wall is clearly visible in the center of the photo.*

*Work Cited for photos: “Yuma National Heritage Area Quartermaster Depot and Territorial Prison, Trip Report and Preliminary Treatment Recommendations;” January 2011, National Park Service and U.S. Department of the Interior, Vanishing Treasures Program [aka Vanishing Treasures Report]*

*Photo right: View looking south at the gutter between the two sections of the Storehouse. Originally formed from heavy sheet metal, after the gutter developed leaks it was nearly filled with a spray-on foam to seal the leaks.*





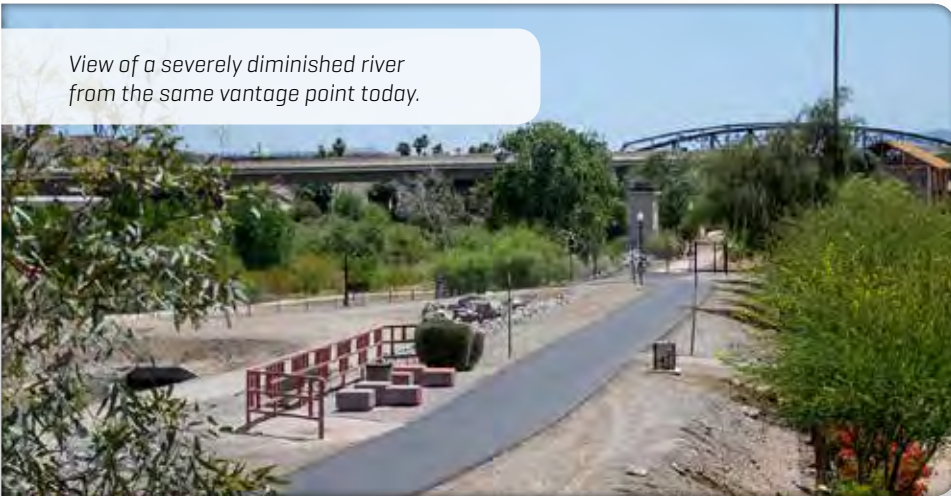
# Define interpretive goals and upgrade exhibits with state-of-the-art technology

## CREATE INTERPRETIVE EXPERIENCE TO EXPLAIN THE EVOLUTION OF THE COLORADO RIVER IN MAIN ENTRANCE BUILDING

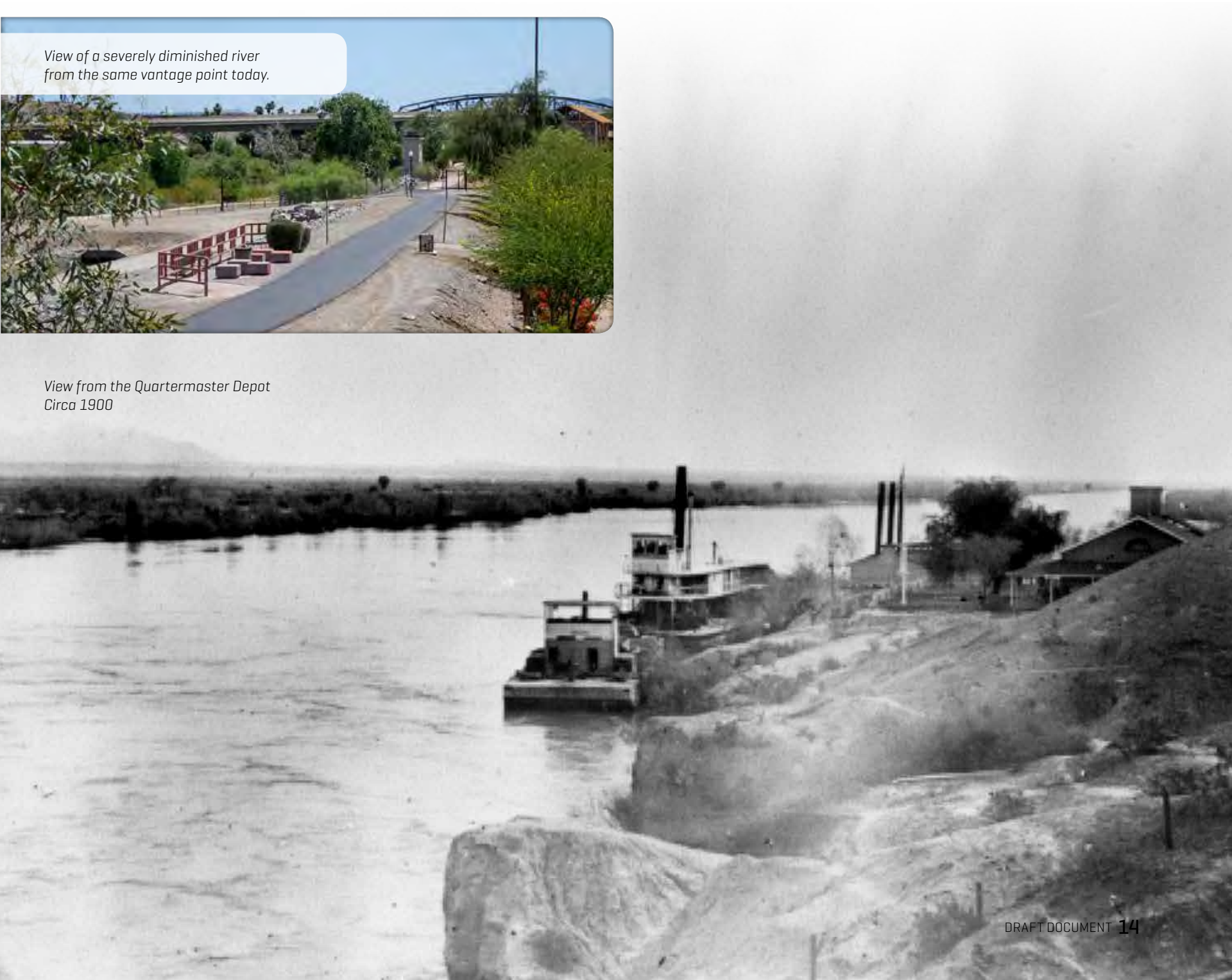
To succeed, this park must tell a compelling story, and we believe that story is about the Colorado River. The new entrance building design sets aside a separate area for interpreting the river story.

Either through graphics, an articulated model which shows the rise and fall of the river, or some other media, the visitor must be drawn immediately into the drama and impact of the changing of the river. The visitor must quickly understand that the very life and health of the entire Southwest is dependent on this one river.

*View of a severely diminished river from the same vantage point today.*



*View from the Quartermaster Depot  
Circa 1900*



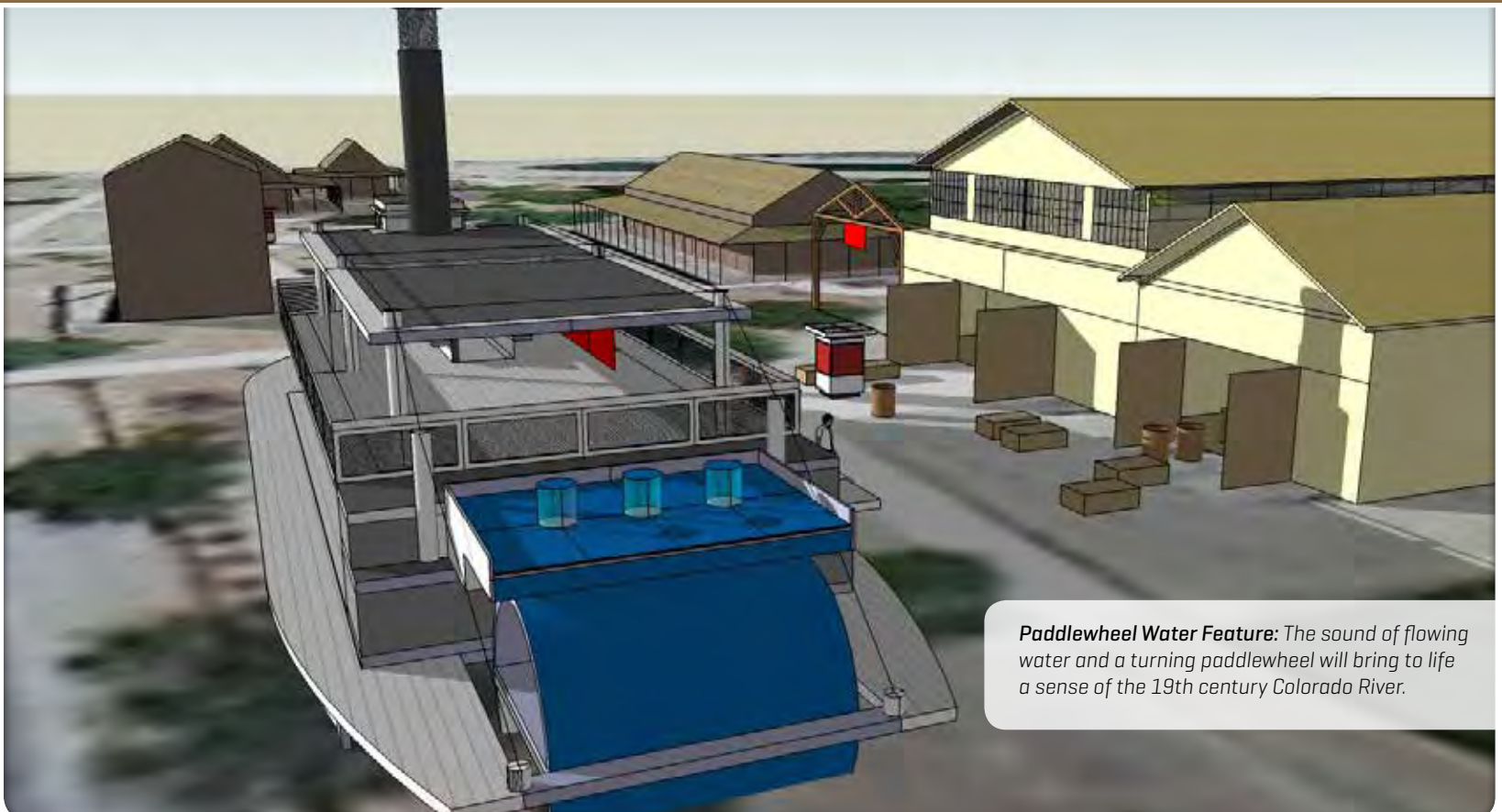




## INTERPRETIVE STEAMBOAT STRUCTURE ON NORTH SIDE OF STOREHOUSE

Just as Pivot Point Plaza and its 1908 Baldwin locomotive provide a strong interpretive element adjacent to the Hilton Garden Inn, so this structure will enhance the visitor experience adjacent to the Storehouse. The idea here is not to build a replica, but instead to create a outline of a structure similar to the effort at the Prison that

visitors can climb up on, get a vantage point of the current river and understand that the once-mighty Colorado River carried vessels of such size. Hopefully, it will stir the imagination and curiosity of both adults and children.







### FOCUS 19TH CENTURY QMD STORY IN TERRITORIAL ADOBES

We propose to concentrate the 19th century military story of supply and defense in these buildings, relocating the model of the 19th century outpost back into the Quartermaster's Office. We also propose that on weekends during the peak January-March season of each year, the park work with the Arizona Western College Theater Department to bring "living history" characters to this site, to give visitors a better sense of what life was like in 1860s Yuma.

### FOCUS 20TH CENTURY RECLAMATION STORY IN CORRAL HOUSE

New interpretive exhibits on the Yuma Project, the Siphon, and the Yuma East Wetlands have already been installed in the Corral House. We propose to continue this focus, although it is also important to explain the evolution of the site from its original use as a Corral House for mules.

### UTILIZE THE STOREHOUSE FOR ROTATING EXHIBITS ON THE FUTURE OF THE COLORADO RIVER

The Colorado River has always been the subject of controversy. As the saying goes, "whiskey is for drinkin' and water is for fightin'." With increasing demand for water in the Southwest and uncertain supplies, the 21st century could become even more contentious. However, recent efforts at collaboration among stakeholders have begun to bear fruit. During the six months of pleasant winter weather, large exhibits could be installed in the Storehouse that discuss and debate these important issues. The MSCP, the agricultural industry, and foundations concerned about the environment could install exhibits to tell their stories.

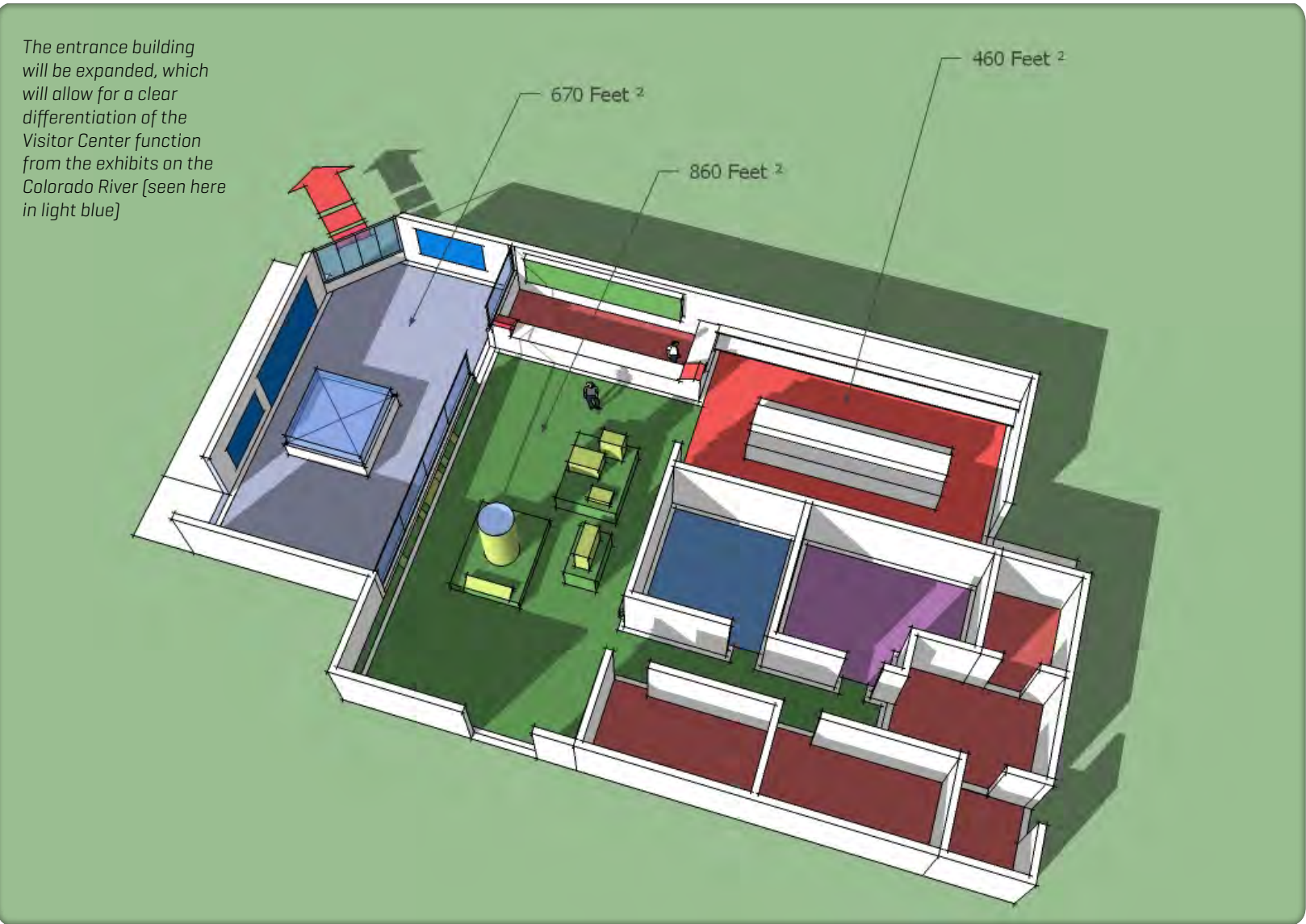
# Upgrade buildings/infrastructure for operational efficiency and public safety

In general, many issues were resolved in the 1997 construction of the park, along with the roof reconstructions in recent years. However, the following items still require attention.

## EXPAND ENTRANCE BUILDING, SEPARATING VISITOR INFORMATION SERVICES FROM INTERPRETIVE EXHIBITS ON THE COLORADO RIVER

The inclusion of the Yuma Visitors Bureau’s Arizona Visitor Information Center has been extremely successful in increasing park attendance. It has, however, created a “bottleneck” during the busy

winter months. There simply is not enough space to handle the flood of visitors. In addition, the “visitor information” area is not clearly differentiated from the “park/museum” area, further diminishing the impact of its message. The proposed solution is to expand into the porch area on the north side of the current building, which is already sprinklered and under roof. The proposed design allows better flow into the entrance building, expands the gift shop area, provides more office space for the Visitors Bureau, and provides adequate and separate space to introduce the story of the Colorado River.





## EXPAND VISITOR SERVICES: RESTAURANT AND OTHER CONCESSIONS

A restaurant would be a natural fit for this site. Travelers are getting off Interstate 8, looking for visitor information and something to eat. A restaurant land lease would assure stable revenue. There are several alternatives. The first is simply inviting mobile vendors (for example, taco trucks) to set up just west of the Storehouse for the winter season. There could be outdoor dining and even use of the Storehouse for covered dining. The second is a new stand-alone structure in the northwest corner of the site. It might make sense to test the market demand for the restaurant concept by first inviting mobile vendors to the site. If that is successful, then a more permanent development can be considered.

Other less capital-intensive concessions such as bike and Segway rentals can also be installed either as stand-alone kiosks or integrated into the adaptive reuse of the Storehouse building.



## REPLACE BROKEN SIDEWALKS

The use of the park for special events — with heavy equipment and trucks traversing the site — has led to considerable degradation of the sidewalks. Those sidewalks used for this purpose should be reconstructed to withstand heavy use.

## ADDRESS SANITARY SEWER FLOW OPERATIONALLY OR WITH CAPITAL IMPROVEMENTS

In recent years, much more intensive use of the park in the winter has led to issues of sanitary sewer flow. Low flows in the summer,

followed by heavy flows in the winter, have caused recurring problems. While this can be handled operationally with periodic flushing or vactoring addresses immediate issues, it is worth exploring whether a capital improvement might fix the problem permanently

## UPGRADE ELECTRICAL IN CORRAL HOUSE

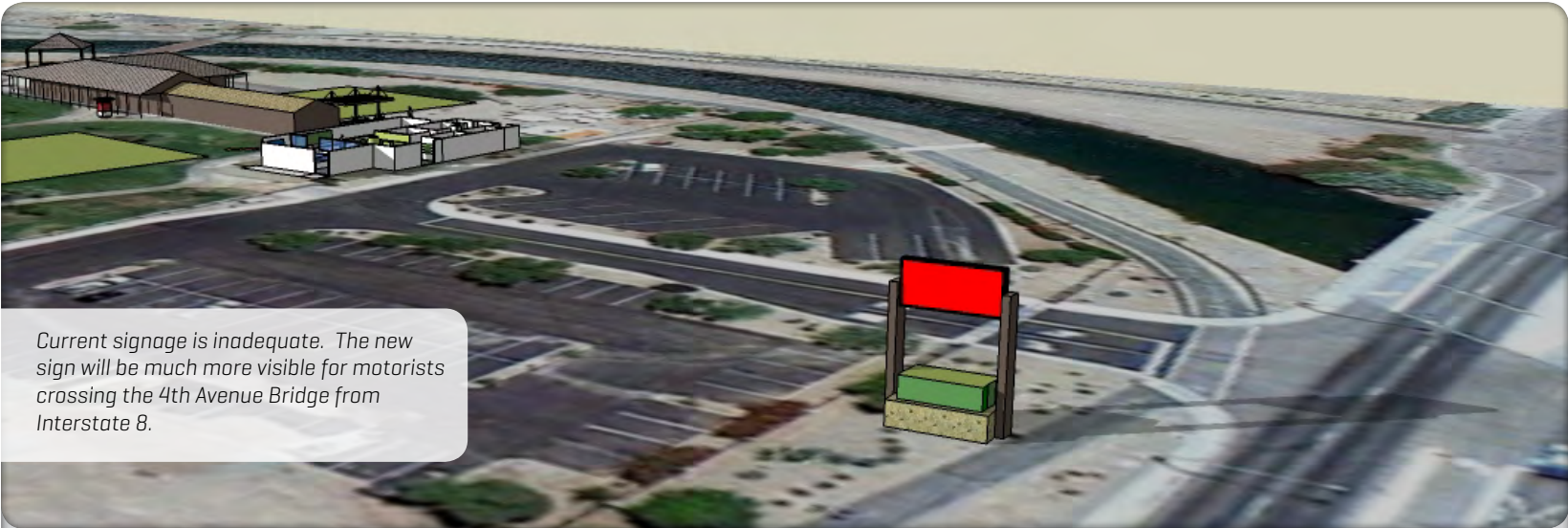
The uses added in recent years have put a strain on the system. Although some improvements have been made, this is worth greater exploration.



# IMPROVE PARK VISIBILITY AND ACCESS

Currently, signage along 4th Avenue is inadequate. Persistent complaints are received from visitors looking for the Visitor Information Center. Two alternatives are provided to improve the site visibility — one incorporated into a new restaurant site and the being a free-standing sign. Design needs to be sensitive to the historic setting.

The other access issue is how to accommodate large crowds for special events. Currently, there is temporary parking along 1st Street, but this land is scheduled for redevelopment. We propose that a downtown parking and circulation plan be developed for these large special events, taking advantage of existing downtown parking as well as the opportunity to develop more parking on the west side of 4th Avenue. A diagram of the circulation plan is included in this plan.



Current signage is inadequate. The new sign will be much more visible for motorists crossing the 4th Avenue Bridge from Interstate 8.



Large events will require a downtown parking plan with shuttles.





# Colorado River State Historic Park

## MASTER PLAN LEGEND

- A** Existing Entrance Building: Visitor Information Center and proposed expansion for Colorado River exhibits
- B** Proposed Restaurant Concession and Tower Overlook
- C** Proposed Structural Abstraction Steamboat Replica
- D** Restored Storehouse with potential for river exhibits and adaptive reuse
- E** Areas for special events and concerts
- F**
- G**
- H**

YUMA  
TERRITORIAL  
PRISON  
STATE  
HISTORIC  
PARK

*The legend lives on.*





# Business Planning:

## Assess the market appeal and define the marketing approach

The Yuma Territorial Prison has strong natural market appeal. In the early 1990s, attendance was as high as 100,000 visitors annually. There was a gradual decline to about 50,000 by 2009, as Arizona State Parks did not have the resources to reinvest in and market the park. However, site improvements and a strong joint marketing campaign with the Yuma Visitors Bureau have increased attendance and revenues to the point where the park is operationally self-sufficient.

The community continues to support the park through an annual fundraiser and a large staff of volunteers.

While this is very positive, it should be noted that “doing the basics” well can only take the Prison so far. The trend line for revenues is beginning to flatten out:

Year ending 9/30/2011 37% revenue increase over prior year

Year ending 9/30/2012 13% revenue increase over prior year

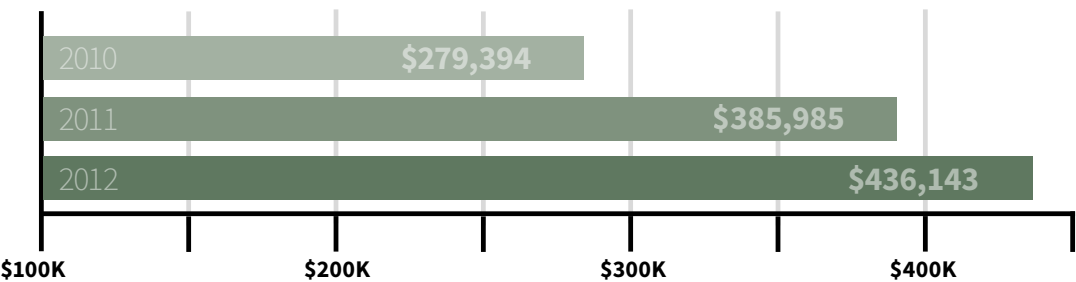
Year ending 9/30/2013 6-8 % revenue increase over prior year [projected]

There are three proposed avenues for growth in revenues for the Prison:

1. Revolutionizing the Visitor Experience — It will be critical to take advantage of 21st century technology. The setting — cell blocks, dark cell — can make use of advanced audio and visual technology to heighten the experience. This is particularly important as much of the original historic buildings and context are gone, and must be supplemented with advanced exhibits. These improvements can then be marketed to the general public for new and repeat business through advertising and public relations.
2. Tour Business — Rebuilding tour bus business is a long and gradual process, and will need to be a joint effort between the Heritage Area and the Yuma Visitors Bureau. It may require joint funding for a sales position to ensure a sustained effort.
3. Special Events — There is a very strong interest and demand for facility rentals for catered receptions and special events. However, the facility’s infrastructure is grossly undersized for this purpose. Any master plan should address these needs, as people want to have events at the Prison and are willing to pay top dollar.

### YUMA TERRITORIAL PRISON

ENTRANCE FEES & MERCHANDISE SALES BY CALENDAR YEAR



# Address basic conservation/preservation needs of historic buildings and assets

## CELL BLOCK: ROOF

The basic issue is that the second-floor hospital above the cell block was removed and no roof was ever built to replace it. The structure has held up very well given the century of deterioration. Any roof needs to have a very slight slope, consistent with the original construction.

## MUSEUM: REPAIR OF THE 1940 ADOBE BUILDING WALL AND WINDOWS

An assessment of the repairs was completed in 2012 and indicated work needed of about \$40,000.

## CALICHE HILL: PRESERVATION

There are exterior and interior issues associated with the Caliche Hill. The simplest and more durable way to protect the exterior is to use gunite, as has been done in the past. However, this was opposed by DWL Associates in 1994 for aesthetic reasons. All of the other alternatives considered in the report were unsatisfactory. What appeared to be acceptable was to fence the hill off on the south side to prevent further degradation of the hill and for safety purposes. A chain link fence accomplished these ends, but something more aesthetically pleasing is proposed.



*Photo above:* In several places the hospital floor slab projects up to, or over, the face of the cell block walls. *Diagram Right:* Cross section (in black) of the hospital floor slab from the 1994 DWL report. The red rectangle illustrates how a low retaining structure could be added around the perimeter of the slab to keep the aggregate from eroding out from underneath.

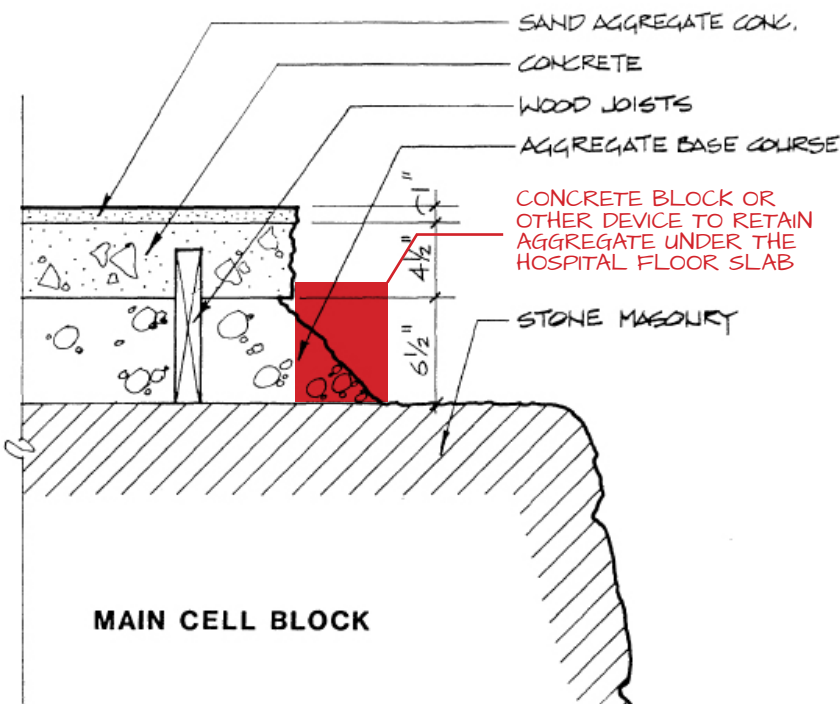
Work Cited: "Yuma National Heritage Area Quartermaster Depot and Territorial Prison, Trip Report and Preliminary Treatment Recommendations," January 2011, National Park Service and U.S. Department of the Interior, Vanishing Treasures Program

Apparently, prior excavation of the south side of the hill has reduced the thickness of the wall at the back of the Dark Cell, and may be why other cells in the area are not open to the public. One suggestion is that a replica of the cage in the Dark Cell be built that also could be designed to help reinforce the ceiling.

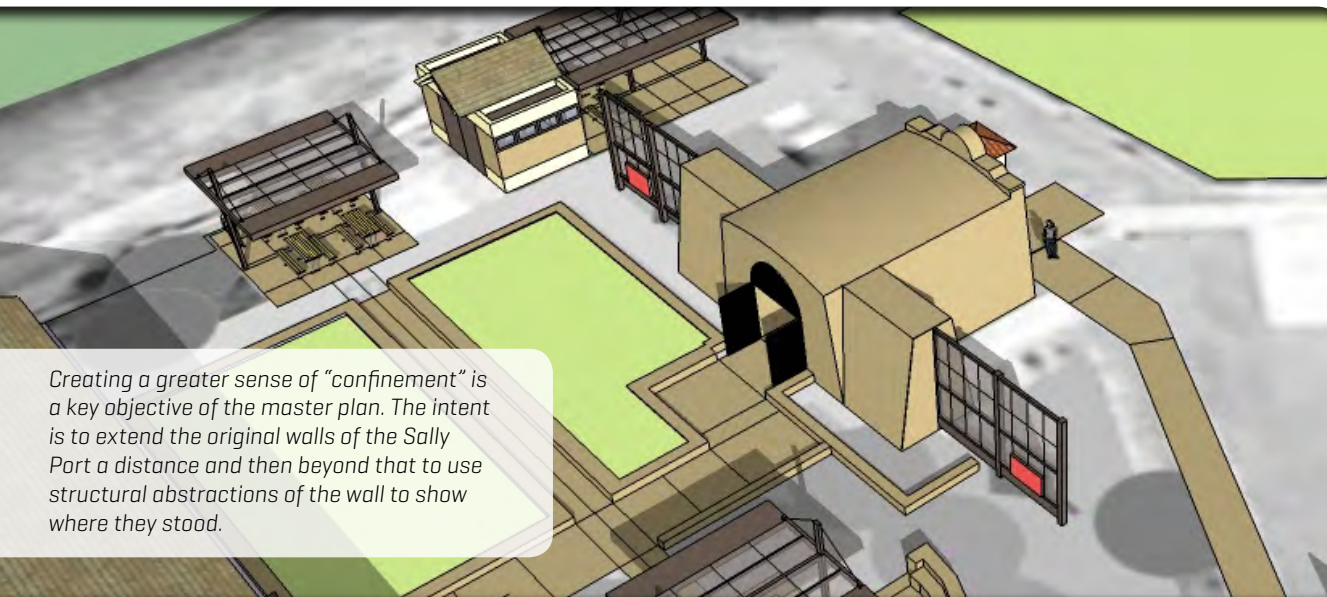
## DRAINAGE ISSUES

The 1994 report noted that ponding of water after rains is a considerable inconvenience, but does not appear to be seriously compromising the structural integrity of the surrounding buildings. After an extensive review of options, it appeared that the most feasible were [1] No action — Simply add a more efficient pumping system to move the water; [2] Area or floor drains— While this would require staff to sweep standing water into the drains attached to and sump pump and pipes, these shallow drains could be installed in such a way to avoid archaeological impact. The trenching required would be shallow and narrow and the archaeological monitoring would be manageable.

FLOOR OF DESTROYED 2nd LEVEL







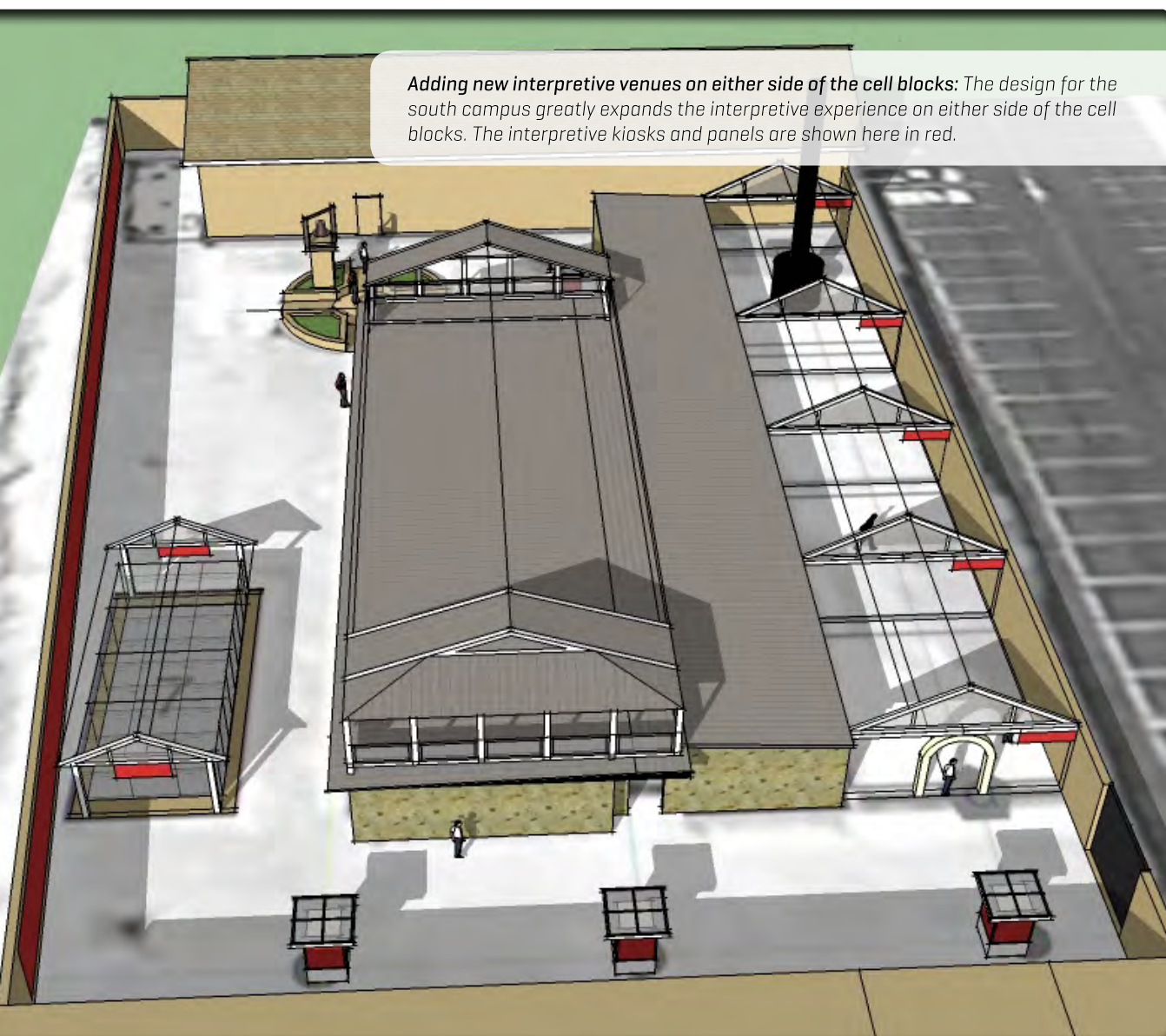
## Outline interpretive goals and upgrade exhibits with state-of-the-art technology

The raw natural appeal of the Prison is a good foundation upon which to build. There are a number of initiatives which will greatly enhance the visitor experience

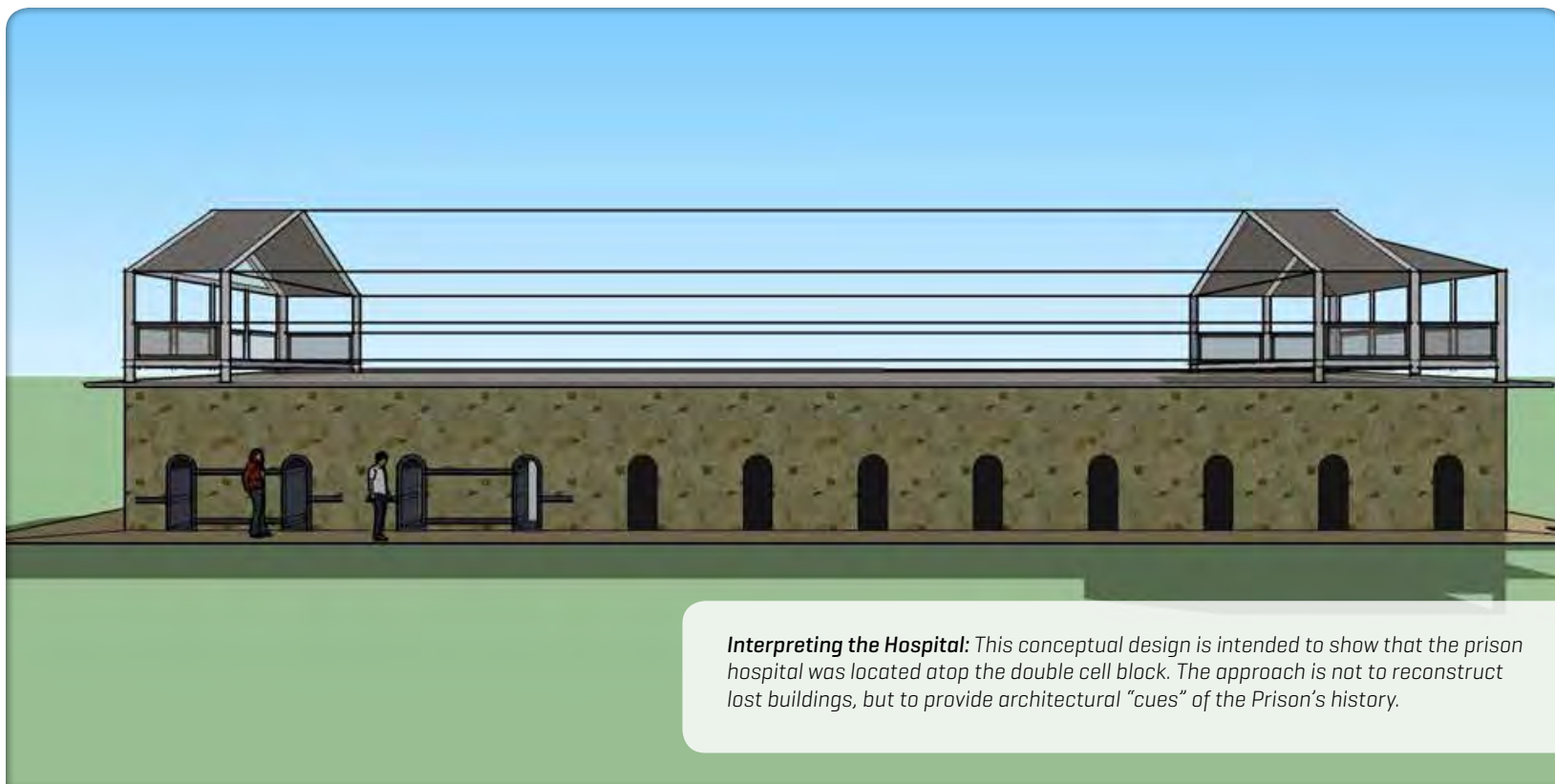
### CREATING A “SENSE OF CONFINEMENT”

The loss of so much of the original historic context makes it difficult to appreciate what prisoners faced. There was literally “no escape,” but today there is an openness to the park contradicting that experience. The plan proposes improvements to help recreate that key “sense of confinement”:

- Extension of the prison walls on either side of the Sally Port, which then become more abstracted metal outlines..
- Construction of higher walls along the east and west sides of the park from the museum to the south end of the park, with murals to give the visitor a sense of the buildings that populated the western and eastern portions of the prison.

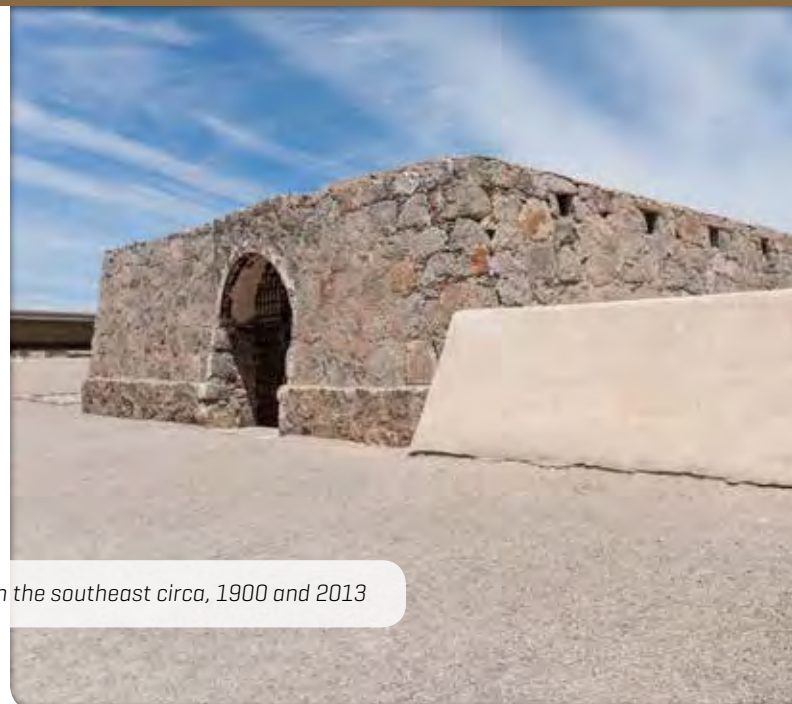






## “ABSTRACTING” THE LOST HISTORIC BUILDINGS

While it is neither desirable nor possible to recreate the entire prison complex of 1900, there are a variety of locations where architectural cues can be used to give visitors a better idea of what came before. The best example of this approach is the proposed treatment of the hospital which sat atop the double-sided cell block area. The proposed design will add the form of the peaked roof of the old hospital at either end of the cell block. The area just to the east of the single cell block — which used to be the boiler room/laundry/later library — will be incorporated into the park and will interpret those functions, complete with the kind of architectural cues featured throughout the park.



View of the cell block area looking from the southeast circa, 1900 and 2013



**The Ghost Train.** Yuma addressed a similar issue of loss of historic context at the Madison Avenue rail alignment through the use of laser technology. Since the rail bridge and rail line had disappeared decades ago, Yuma relocated a 1907 Baldwin locomotive onto the original rail alignment and projected two lasers across the river where the bridge once stood.



## MUSEUM EXHIBITS

While the 2010 update of the museum was a major improvement, there must be a continuing commitment to museum upgrades. Some of the ideas include:

- A digital model of the evolution of the Prison's complex of buildings, especially with the impact of the Southern Pacific Railroad intrusion.
- A computerized file of all prisoners, accessible by visitors and researchers
- A computerized file of all Yuma High School annuals, accessible by visitors and alumni
- A video exhibit featuring movie trailers and segments of the movies that made the Prison famous — and infamous
- Additional interactive digital exhibits about the Prison

## CELL BLOCK AREA

The cells can be brought to life with the voices of the prisoners who were incarcerated there. The audio can be developed from available prison diaries and journals.

### DARK CELL

There is an interest in adding a cage back into this area, which will give a sense to visitors of what the experience was like for those sentenced to time there. The metalwork should be so designed to make clear to the visitor that it is a modern recreation.

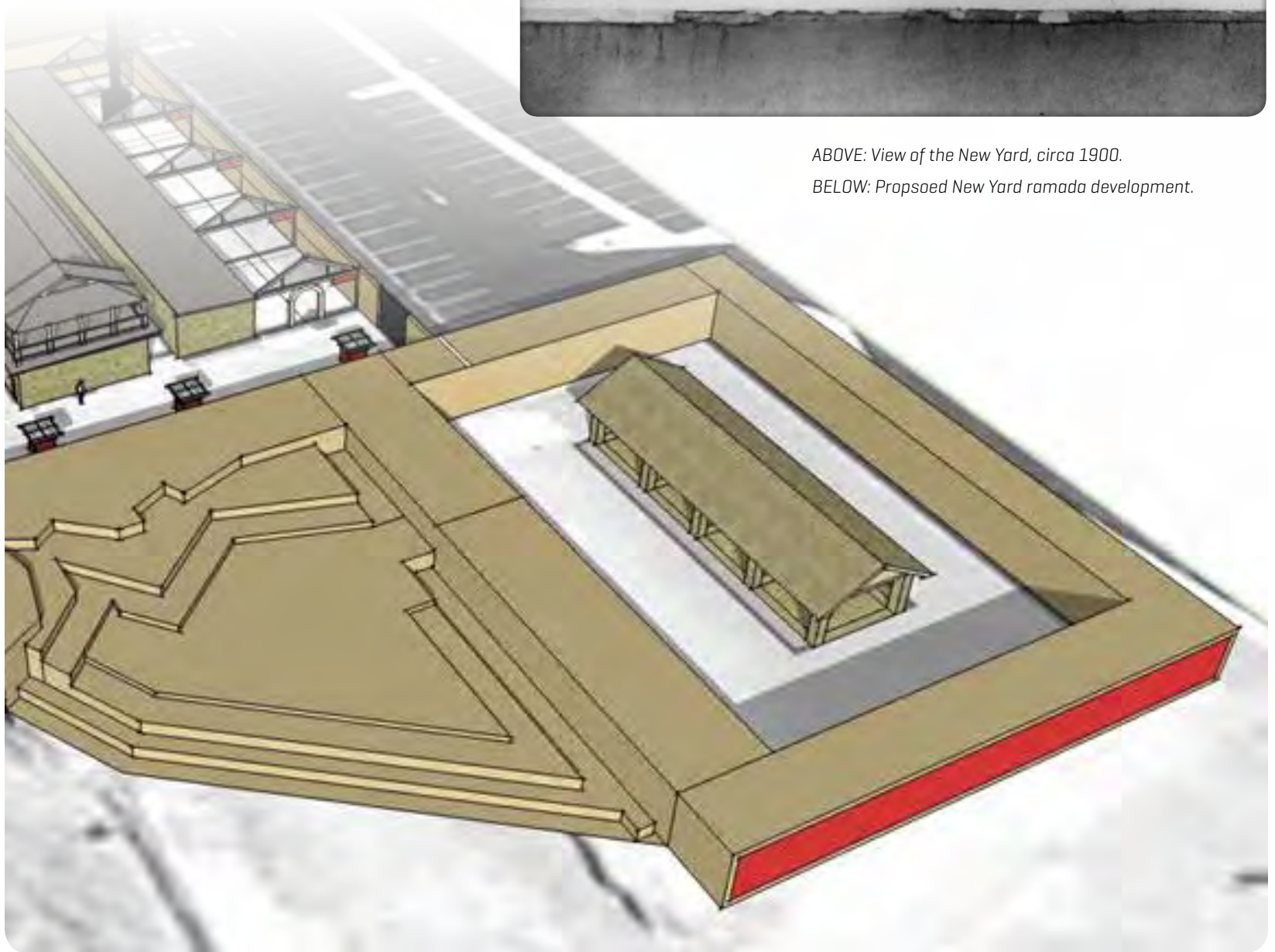
## NEW YARD

The New Yard has little in the way of interpretation to explain its use and purpose to visitors. A ramada whose architecture hints at the prior building could also serve as an interpretive area, provide much-needed shade, and be used for special events.



ABOVE: View of the New Yard, circa 1900.

BELOW: Propsoed New Yard ramada development.



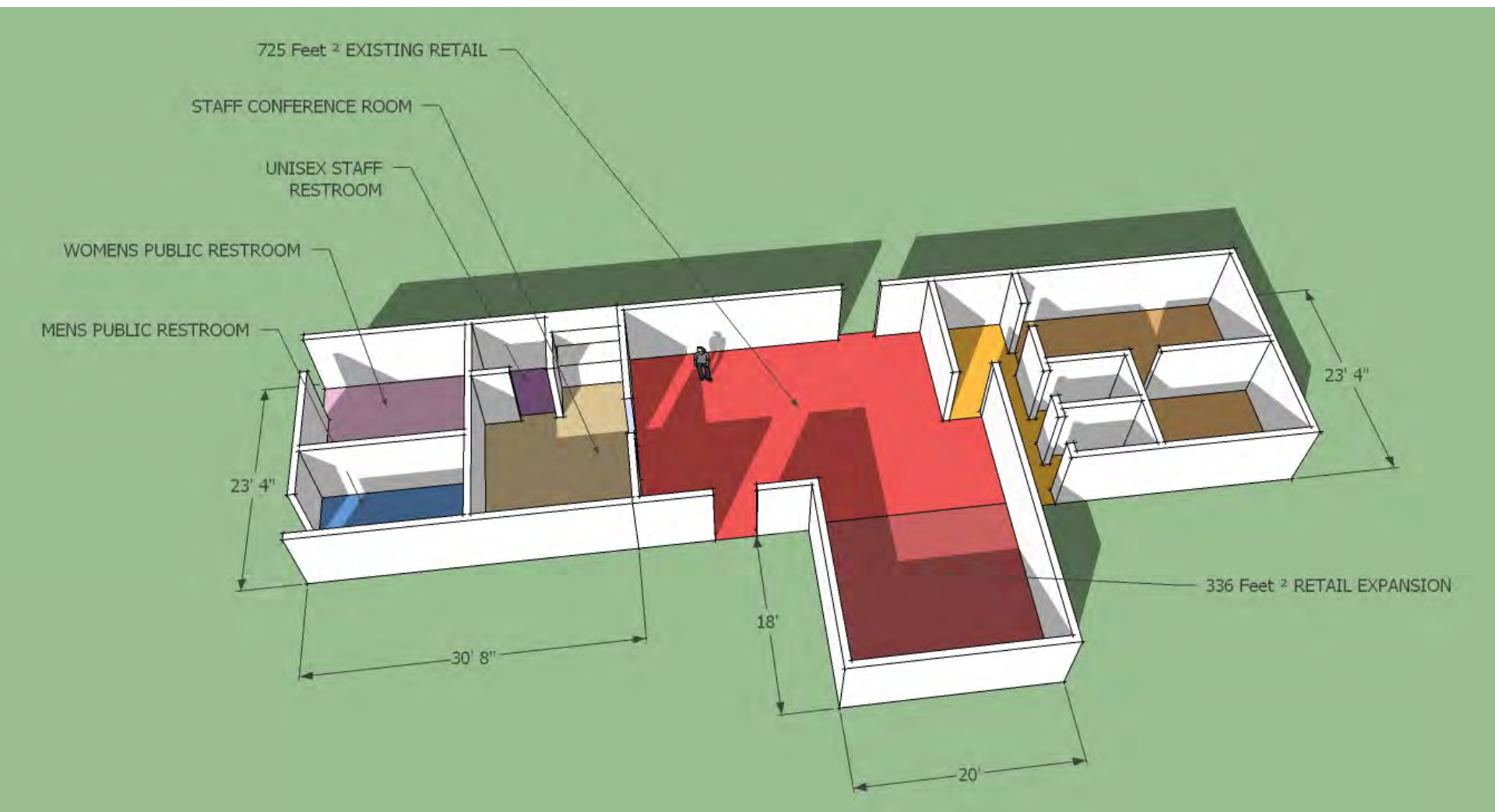


# Upgrade buildings/infrastructure for operational efficiency and public safety

## EXPAND ENTRANCE BUILDING, WITH NEW RESTROOMS, RETAIL SPACE AND STORAGE

The vigorous growth of retail revenues has led to a need for both more retail floor space and inventory storage in the main entrance

building. The addition of more public restrooms has been a longstanding need. The proposed design incorporates those needs, while keeping the building's distance from the Guard Tower, which rightly should predominate.





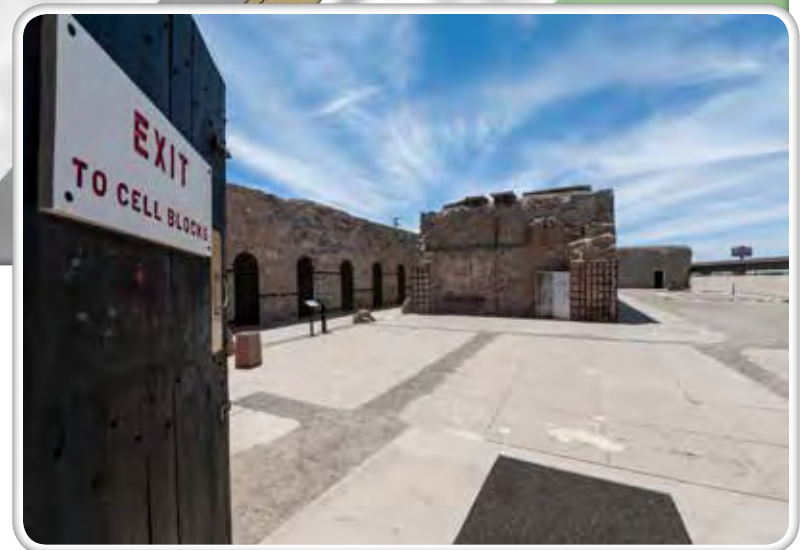
## IMPROVE VISITOR FLOW AND ORIENTATION

Generally, there is not a well-defined pedestrian flow and orientation, particularly south of the museum. The new entrance and the new timeline has improved this situation, but much needs to be done. The kiosks shown throughout the plan will tell people where they are; what they are looking at, and where they might choose to go next.

Currently, there is little if any sense of arrival or organization as the visitor leaves the museum south toward the cell block. The proposed design brings the visitor to a small plaza which features four viewing points: northeast to the museum to interpret the prior mess hall building; southeast toward the cell block corridor; northwest to interpret the Southern Pacific Railroad intrusion; and southwest toward the Incurable Area. The development of another corridor east of the Single Cell Block creates another avenue to explore the Prison grounds.



**ABOVE:** The south campus features an orientation plaza which will interpret the cell areas. The bell seen here is the original bell from the mess hall, which stood on the site on which the museum was built in 1940. **RIGHT:** The current view upon exiting the museum.





## UNDERGROUND ELECTRICAL UTILITIES

Modern electrical lines knife through the park and distract from the setting. While electricity was brought to the Prison early on and that history should be reflected, the modern transmission lines detract from the park's look and visitor experience.

## UPGRADE LIGHTING THROUGHOUT PARK

This is essential if the park is to undertake more nighttime use for special events and activities.

## MODERNIZE ELECTRICAL SERVICE AND INTERNET SERVICE

Minor upgrades have been undertaken to ensure the safety of the visiting public, staff, and the buildings, but a thorough analysis and proposed upgrade to meet modern needs is in order.

## REPLACE/RECONFIGURE SIDEWALKS

The initial replacement of deteriorating sidewalks took place in 2012, from the Gift Shop to the Sally Port. The next area to be addressed will be the sidewalk between the Sally Port and the Museum. Finally, the reorganization of the area south of the museum will require new sidewalks to the west of the Double Cell block and to the east of the Single Cell Block.

## DARK CELL

The 1994 report indicated some need for additional shoring. The past 20 years have shown no indication of deterioration, but providing structural reinforcement as part of the cage design would make sense.

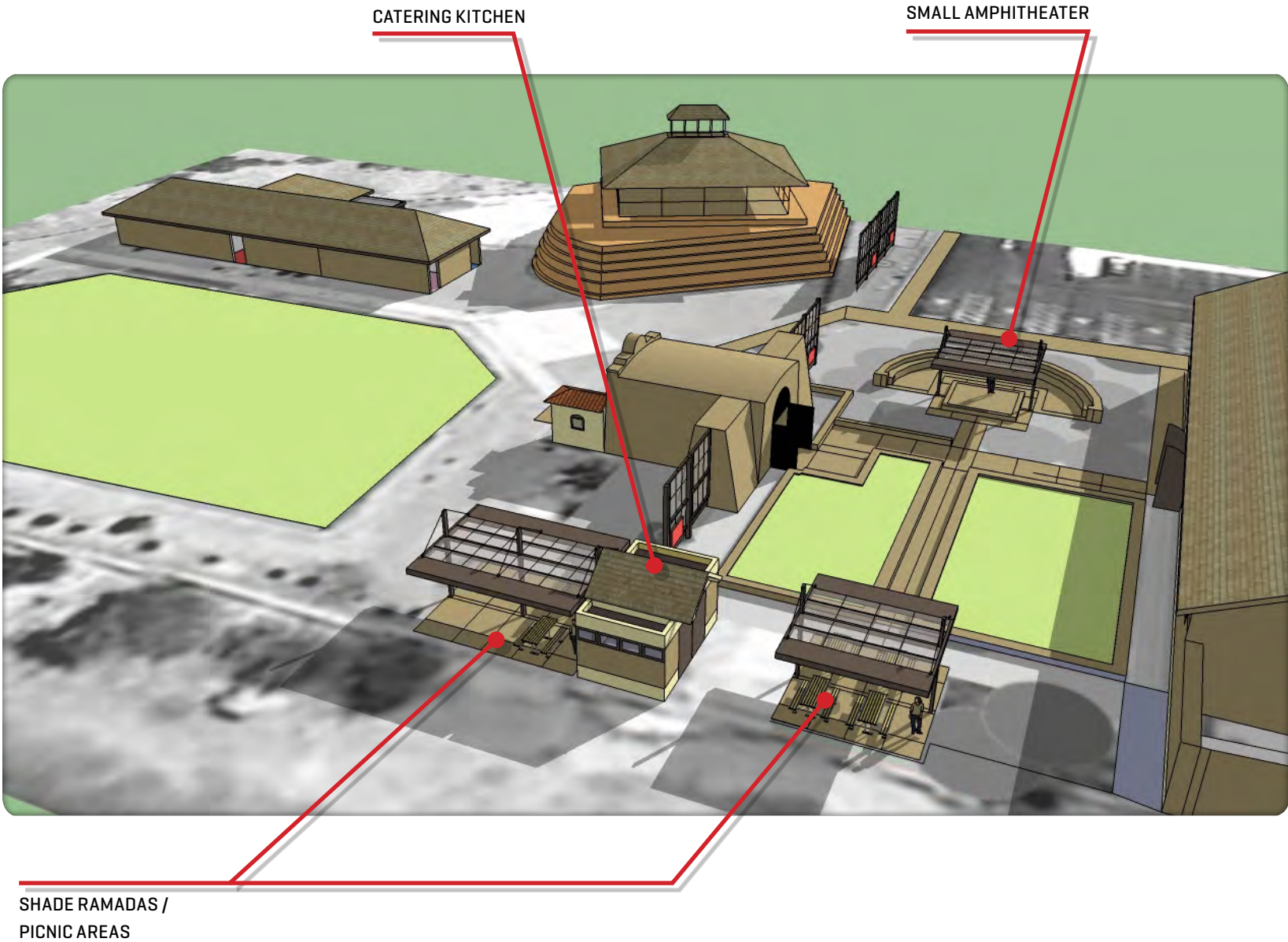


*Special events are extremely popular at the Yuma Territorial Prison, but current lighting is poor. Temporary lighting has to be brought in at considerable expense and inconvenience.*



**ADD PICNIC AND SHADE RAMADAS (PLUS SMALL CATERING KITCHEN) WITH APPROPRIATE DESIGN**

One recurring request from the public is for additional shaded areas for people to sit and relax. The master plan attempts to integrate the addition of shade ramadas with both the need for special-event venues and interpretation of some of the “lost buildings” of the Prison



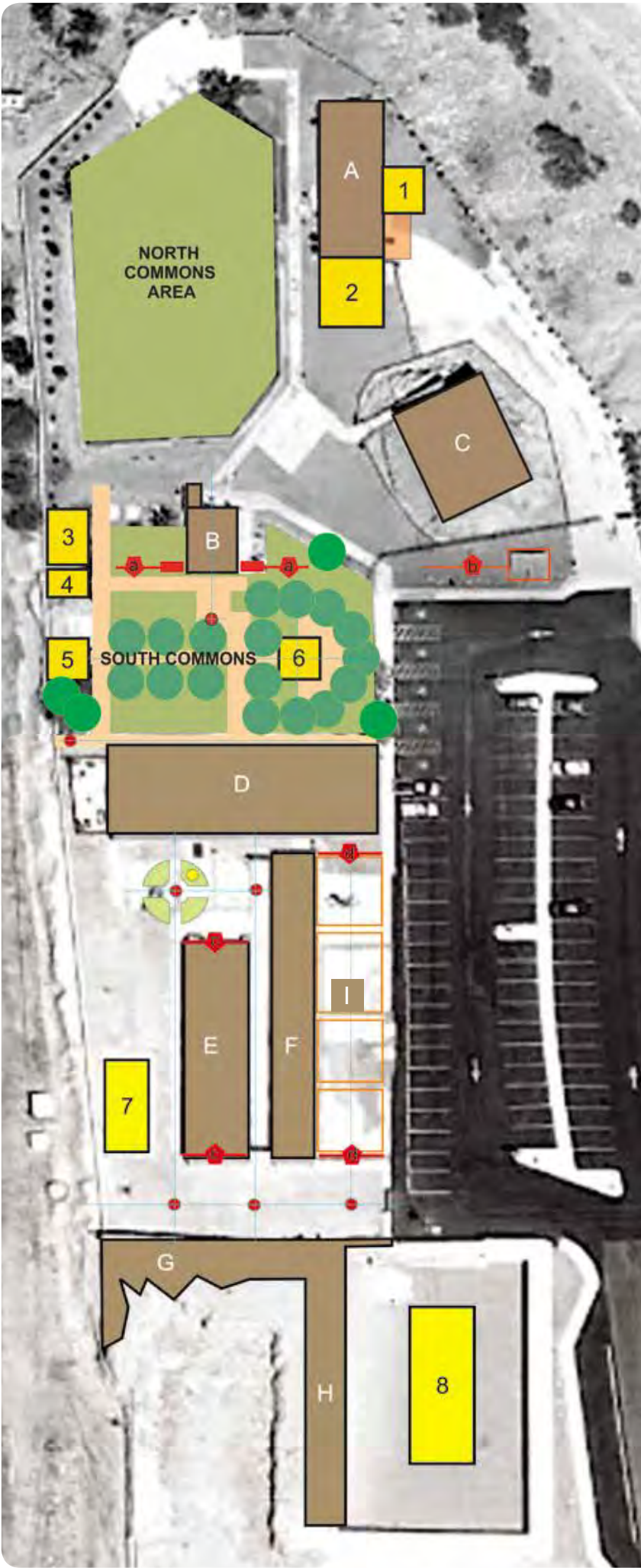


# Yuma Territorial Prison State Historic Park

## MASTER PLAN LEGEND

- Letters denote existing buildings and structures
- Numbers denote building additions or new structures
- Structural Abstractions are drawn as open areas

<b>A</b>	<b>Entrance Building/Gift Shop</b>
<b>1</b>	<b>Gift Shop Addition</b>
<b>2</b>	<b>New restrooms</b>
<b>B</b>	<b>Sally Port (with added structural abstractions)</b>
<b>3-6</b>	<b>New shade ramadas on South Commons</b>
<b>C</b>	<b>Guard Tower</b>
<b>D</b>	<b>Museum</b>
<b>E</b>	<b>Double Cell Block</b>
<b>F</b>	<b>Single Cell Block</b>
<b>G</b>	<b>Caliche Hill</b>
<b>H</b>	<b>New Yard Cell Block</b>
<b>7</b>	<b>Incorrigible Ward</b>
<b>8</b>	<b>Consumption Ward</b>
<b>I</b>	<b>Workshop Area</b>



# CONCLUSION

## NEXT STEPS

This is an ambitious master plan, as any visionary document should be. The challenge with any master plan is to identify next steps and early-action projects to generate momentum and credibility for the plan.

### 1) Early Action

- Develop and install the evolutionary model of the Colorado River and rename the park to The Colorado River State Historic Park. It is a marker that we are committed to this theme and will help the process of engaging the stakeholders of the Colorado River.
- Bring to life the voices of the prisoners within the Cell Block. Research can proceed on the available diaries and what technology can be used to achieve this goal.

- Proceed with full design and implementation of the Orientation Plaza south of the museum at the Yuma Territorial Prison. The plaza will help visitors better appreciate the “Cell Block” experience.

### 2) Cost Analysis and Phasing

An architectural/engineering firm, working with Deardorff Design Resources, should be retained to develop cost estimates and a phasing schedule for the Plan.

The phasing must be sensitive to what is achievable by the partnership.



The Colorado River is diverted to both Phoenix and Los Angeles at Parker Dam



PHOTO RIGHT: A new granite timeline of the Prison's history was installed in 2013



### 3) Creating a long-term partnership

Adoption of this plan by Arizona State Parks, the City of Yuma, and the Yuma Crossing National Heritage Area will signal their mutual commitment to undertake major improvements to the two state parks in Yuma. The Heritage Area will need to serve as the project manager, and take the lead in seeking federal, state, and private foundation grants for the project. Within the significant budget constraints which exist, it is hoped that over time the City of Yuma and Arizona State Parks can make additional capital contributions, with Arizona State Parks focused on conservation and preservation of the historic resources and the City of Yuma assisting in improvements to make the parks more financially self-sustaining.

One approach would be for each of the three partners to commit \$100,000 in capital funding for a five-year period. That would create a fund of \$1.5 million that could be leveraged to secure 3-5 times as much through private foundation and other federal grants.

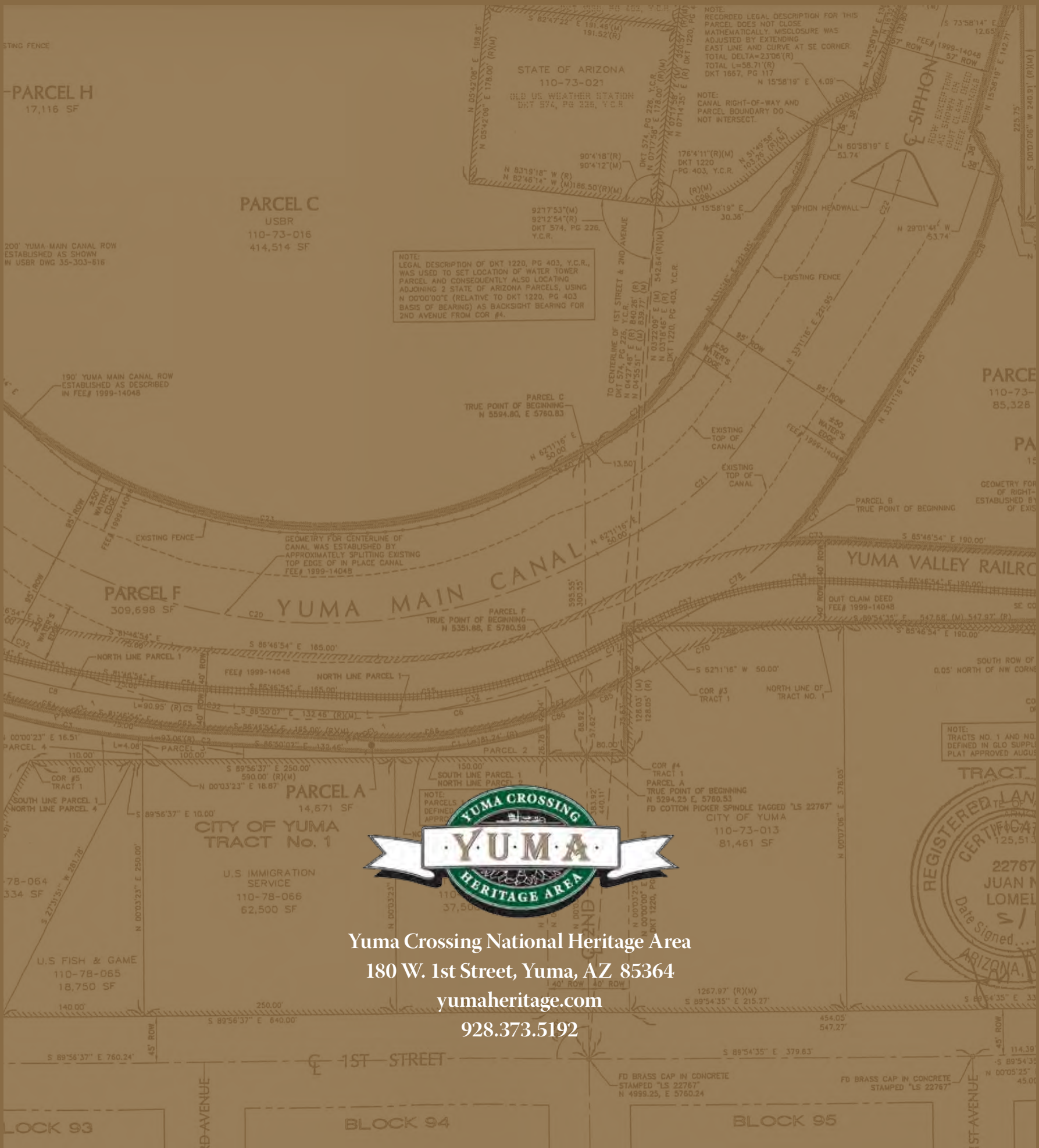
In addition, the partnership could extend to the stakeholders along the Colorado River the opportunity to help fund the Colorado River State Historic Park, which once again would feature free admission.



## THIS MASTER PLAN IS DEDICATED TO THE MEMORY OF GERALD A. DOYLE

A Navy veteran of World War II, a graduate of Western Reserve University [B.A., Architecture, 1948] and Harvard University [M.A., Architecture, 1951], Gerald Doyle settled in Phoenix in 1962 and practiced until 2006. Gerald A. Doyle and Associates, became recognized as the preeminent historic architectural firm in Arizona. His 1984 ground-breaking study for Yuma, "A Master Plan for the Yuma Crossing" has served as the inspiration of three decades of work to reconnect Yuma with its river and its history. While not all of the plan's recommendations were adopted, it is clear that many of his visionary concepts have become a reality in the wetlands restoration of the East Wetlands, the development of West Wetlands Park, and public/private partnerships which have revitalized the downtown riverfront.

It is hoped that the creative thinking contained in this master plan is in keeping with the spirit with which Gerald Doyle lived and practiced his craft.



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