

Yuma Crossing National Heritage Area *Evaluation Findings*



Authors

Debra Rog, Ph.D.
Emanuel Robinson, Ph.D.
Daniela Barragan, M.S.
Joanna Nelson

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Prepared by

Westat
1600 Research Boulevard
Rockville, Maryland 20850-3129
(301) 251-1500

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Executive Summary

Purpose of the Report

The purpose of this report is to evaluate the accomplishments, investments, and sustainability of the Yuma Crossing National Heritage Area (YCNHA) from its inception to the present (review period 2000 to 2015).

Yuma Crossing National Heritage Area is one of now 49 designated areas and has been receiving Heritage Partnership Program (HPP) funds since 2000. In 2000, United States Congress through Public Law 106-319 officially designated the YCNHA in Yuma, Arizona. A National Heritage Area, or NHA, can be any size and is intended to encourage historic preservation and an appreciation of the unique natural, cultural, historic, and scenic resources that represent a nationally important American story.

In December 2014, the 113th Congress reauthorized NHA status for YCNHA to 2021 under the auspices of the Secretary of the Interior to review accomplishments made since designation. Based on the findings from each evaluation, the Secretary of the Interior will prepare a report to Congress with recommendations regarding the future role of NHAs with respect to NPS. The purpose of this report is to develop evaluation findings to document accomplishments of the YCNHA Corporation since its designation, and to establish whether it has succeeded in meeting the goals established by the authorizing legislation.

Key Evaluation Questions

The key findings from the Yuma Crossing National Heritage Area (YCNHA) evaluation are organized by the three questions introduced in Section 1 and derived from the legislation, Public Law 110-229, that serve as a framework for this evaluation:

Evaluation Question 1 Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?

Evaluation Question 2 What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?

Evaluation Question 3 How do the heritage areas management structure, partnership relationships, and current funding contribute to its sustainability?

Key Findings

Evaluation Question 1 Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?

The Evaluation determined that over the last 14 years, the YCNHA Corporation has addressed each of its legislated purposes as outlined in the management plan through the federal resources provided. As outlined in Table 1, the legislated purposes for YCNHA and the authors of the Management Plan articulated the Plan goals into four strategy areas of activities. Members of the Westat Evaluation and YCNHA Partnership Inc. administrators revised these areas into the current seven strategies that framed our inquiry represented in the Logic Model that guided this evaluation (see Figure 3.1). Its efforts have centered around the following seven strategies: Capital Construction; Conservation, Restoration, Preservation; Operation and Management; Marketing and Advertising; Technical Assistance; Economic Development; Event Management. The accomplishments and impacts in each of these areas are briefly described below. A more complete assessment of each of the areas is provided in Section 3.

Capital Construction: Capital construction involves development of recreational infrastructure and commercial development and to welcome and orient visitors to reconnect with the river as well as revitalize downtown Yuma.

The YCNHA Corporation has met its goals and objectives of leading new capital construction efforts for recreational and infrastructure in support of commercial development projects in Yuma. The YCNHA has been a facilitator of numerous projects to preserve or restore natural resources in the area as well as historic structures.

Gateway Park. Gateway Park was completed in May, 2007 and is a downtown riverfront park, running from the Ocean-to-Ocean Bridge to the 4th Avenue Bridge that expanded access to the river from Downtown Yuma. It includes parking, lighting, restrooms, picnic ramadas, beach, a playground, and landscaping, accessibility, and fishing piers. It improves vehicular access to the river by extending Gila Street. Funding for this endeavor totaled \$4.4 million and came from a variety of federal (e.g., NPS funding through the YCNHA Corporation, Land and Water Conservation Fund [LWCF], Transportation Equity Act of the 21st Century [TEA-21]), state (e.g., Local,

Table 1. YCNHA Goals and Activities

Purposes as Specified in Legislation	Management Plan Goals	Current Goals/ Activities
<p>Preserve Yuma’s history and provide related educational and recreational opportunities and preserve natural resources</p> <p>Improve the city and county of Yuma and its ability to serve visitors and enhance the local economy through fostering close working relationships among all levels of government, the private sector, and the local communities in the region</p>	<p>Facilitate partnerships and strengthen local capacity</p> <p>Tell Yuma’s story</p> <p>Preserve and enhance the physical character and economic vitality of Yuma’s cultural, historical, and geologic resources</p> <p>Attract visitors, investment and economic opportunity, and improve quality of life for current residents</p> <p>Provide gateway to Yuma to welcome and orient visitors & provide an overview of the area’s significance</p>	<p>Capital Construction (new)</p> <p>Conservation, Restoration, Preservation</p> <p>Operation and Management</p> <p>Marketing and Advertising</p> <p>Technical Assistance</p> <p>Economic Development</p> <p>Event Management</p>

Regional and State Parks [LRSP Heritage Fund], State Lake Improvement Fund [SLIF]), and local sources (e.g., 2% tourism, parks, and recreation sales tax through the City). Interviewees noted that there was a considerable community input throughout the process, as well as interest from a variety of funders. In addition, individuals we spoke to who were using the area noted how vastly improved the facilities were and how much they liked using the park. We noted steady activity there during several days at different times.

Pivot Point Plaza, and the Trail Systems. The Pivot Point Plaza (also known as the Pivot Point Interpretive Overlook) interprets the history of the Yuma Crossing and celebrates the National Historic Landmark (officially designated as “Yuma Crossing and Associated Sites”). The project was the culmination of a decade of collaborative effort to rescue the Yuma Crossing National Historic Landmark from “threatened” status (as designated by the US Department of the Interior). The YCNHA Management sought to improve the Landmark by involving preservation groups, the State of Arizona Historic Preservation Office, the City of Yuma, and the private developer (Clark-Lankford, LLC) with whom the City was working on riverfront redevelopment. The result was the “Yuma Crossing Historic Design Guidelines”, which helped ensure sensitive and appropriate new development in the National Historic Landmark.

Interpretive elements included the relocation and restoration of the City of Yuma’s 1907 Baldwin locomotive (which was donated to the City by the Southern Pacific Railroad in 1957); a sound system that recreates the sound of a steam locomotive (with a \$46,600 grant from the Arizona Office of Tourism); the installation of a laser system that shows the exact location of the tracks crossing the river no longer existent bridge (courtesy of a \$100,000 grant from the State Heritage Fund); and interpretive panels on the plaza itself. The interpretive kiosks and panels tell the stories of the many crossings (rope ferry, rail, siphon, automobile) as well as key components of the Landmark (Territorial Prison, Quartermaster’s Depot, Fort Yuma). During several visits to the location

and discussions with visitors, we noted interest and activity in the site as well as steady foot traffic and use throughout the day. Finally, a multi-use pathway system along the riverfront connects to the Pivot Point Plaza, and there is a pedestrian link to Gateway Park.

Similarly, the redevelopment efforts for Main Street in downtown Yuma have yielded further conservation outcomes. In discussions with YCNHA staff, long-time residents, and others in the business and government community in the area, the downtown Yuma area was in need of revitalization. In the 1960’s, the City of Yuma created a pedestrian mall on Main Street which accelerated disinvestment in a downtown already in decline. Part of the downtown revitalization strategy contained in the Management Plan was to create a “convertible” street: re-open the street to traffic while keeping it attractive for occasional street fairs and farmer’s markets. The City’s project also called for the replacement of sewer, storm water, and water lines that were as old as 70 years. The YCNHA’s role was first to gain consensus from the property and business owners on a design, which was an initially difficult process. Next, the Heritage Area staff managed the design and construction of the project on behalf of the City of Yuma. With a projected cost of \$4 million, the YCNHA Corporation secured (on behalf of the City) a \$500,000 TEA-21 grant and a \$1.5 million federal appropriation for the project. The City of Yuma committed the other \$2 million, which would pay for utility line replacements. The YCNHA also implemented a wayfinding/signage program which allowed for easier navigation and recognition of the historical area. The project was completed in 2006-2007, and opened in the spring of 2007.

Conservation, Restoration, Preservation:

Conservation, restoration, and preservation involve geological and historical resources that have been preserved through either conservation or restoration, and have a goal of preserving and enhancing the physical character and economic vitality of Yuma’s cultural, historical, and geologic resources.

The YCNHA Corporation has met its goal of conservation, restoration, and preservation.

The Ocean-to-Ocean bridge is a key historical

piece of Yuma (hence the name “Yuma Crossing”). The Ocean-to-Ocean Highway Bridge opened in 1915, spanning the Colorado River, and was a crucial link for trans-continental automobile traffic. Locally, it connected the City of Yuma with the Quechan Indian Tribe and the states of Arizona and California. In the late 1980’s, the bridge was determined to be structurally deficient and was then closed to traffic. One of the very first initiatives of the YCNHA was to work on reopening the bridge. It helped secure state and federal grants, but local match funds were also needed. The Heritage Area negotiated with the City of Yuma and the Quechan Tribe for each to contribute \$200,000 each. The bridge re-opened with a celebration in February 2002.

The restoration of Yuma East Wetlands was a major project that helped to restore 400 of the 1,418 acres along the Colorado River. This area stood as the homeland of the Quechan Indian Tribe for centuries, but its ecosystem was disrupted over the last 100 years with the introduction of dams and canals. Repeatedly in interviews and in other documentation, we encountered stories about the dilapidated state of the river—from vagrants and illegal activity, to overgrown non-native species and vegetation. A patchwork quilt of multiple land ownership, conflicting claims, and distrust of government had frustrated earlier efforts to restore the land. The YCNHA used their earlier trust and relationship with the Quechan after the Ocean-to-Ocean Bridge to bring all stakeholders to the table in leading redevelopment efforts. Soil, topological, and archaeological surveys had to be included as part of the design. It was also necessary to continue fostering cooperation between the complex mix of stakeholders including state, federal, city, Quechan, and conservation groups. Securing water rights, environmental permits, and project start-up funds were also challenging. The pilot project intentionally involved the City of Yuma and the Quechan on both sides of the river to reinforce the partnership.

Adobes, such as the Molina Block building dating from the late 19th Century, signify the projects heralded by the YCNHA that served to restore commercial structures made out of adobe material.

Major flooding of the Colorado and Gila rivers in 1916 destroyed all of the adobes along Main Street with the exception of those along Madison and First Avenues including the Molina Block. The Molina Block building is a commercial structure intended to be reclaimed as part of a larger historical setting and is included in the Brinley Avenue Historic District on the National Register of Historic Places. The YCNHA has been working with the Arizona Historical Society to renovate the Sanguinetti House and restore the Molina Block building with the goal of creating increased museum space, office space, and additional space for meetings and receptions. The YCNHA board was key in prioritizing the restoration of the 6 adobes (3 of which are located at 102, 106, and 118 Madison Avenue) owned by the YCNHA, allocating approximately \$300,000 in NPS funds to the task in addition to non-federal money, according to interviews.

Arizona State Parks assumed responsibility of the Yuma Territorial Prison in 1960 and the Quartermaster Depot in 1997. Data from interviews and reviews of the financial statements indicate that the Prison and Quartermaster Depot were losing money for several years to the point of being closed in 2010. The State of Arizona was facing a major budget deficit due to the recession and planned to close approximately 20 of the 30 State Parks. Based on interest from the city and other stakeholders, the YCNHA rallied efforts to raise funds (\$70,000 in 60 days) from a variety of partners to keep the Prison open and subsequently assumed overall operation and management of both parks (see discussion in the Operate and Manage section below). In addition to changes in operations, the YCNHA undertook improvements to the facilities as well. Major renovations for the Prison and Quartermaster Depot began in 2010, and YCNHA began developing a master plan for both parks. In 2010, YCNHA immediately began addressing deferred maintenance at the Prison including roofing, lawn and restrooms as well as a major renovation of the museum and gift shop, last renovated in the 1980’s. In 2011, major renovations at the Quartermaster Depot included updating existing exhibits, roofing, adobe restoration and general repairs. Also in 2011,

a major adobe restoration of the Sally Port at the Prison was completed. In 2012, a new Centennial exhibit showcasing construction of the Yuma Siphon opened at the Yuma Quartermaster Depot, which historically first brought irrigation water to the Yuma valley in 1912. From stakeholder interviews as well as discussions with Yuma residents and visitors, respondents spoke highly of the role of the YCNHA in securing and saving these landmarks. We were told by the Chamber of Commerce director during a stakeholder interview that in surveys they had performed in the area, the Territorial Prison was the most liked local attraction.

Operation and Management: *Operation and management involves oversight of the Territorial Prison, the Quartermaster Depot, East Wetlands, and the Heritage Center building.*

The YCNHA Corporation has met its objectives of operating and managing historical sites in the YCNHA. The YCNHA was pivotal in saving the Yuma Territorial Prison and Quartermaster Depot from closure by the State in 2010. The Territorial Prison attendance decreased from a high of 100,000 annually to as low as 50,000 in 2009. In taking over the management and operation of the parks, the YCNHA made several adjustments that increased visitation and revenue (see Section 4 for discussion about increased revenue). For example, the Territorial Prison under state management did not permit tour busses to visit because the restrooms were not able to handle the capacity. The YCNHA addressed the problem by renovating and expanding the restrooms to allow for more visitors. Also, under YCHNA management, the gift shop was transformed to run more like a for-profit business with improved layouts and better merchandise selection. Similarly, at the Quartermaster Depot there is now a stronger emphasis on holding special events (such as weddings) and also housing a visitor's center in the park which serves to increase traffic. There is also a pie shop which is a local favorite and a well-known attraction.

The YCNHA Corporation has coordinated with the city on clean up and maintenance, as well as overseeing volunteers and staff at the Yuma East

Wetlands. YCNHA staff, who are City employees, then manage other city employees to jointly manage the East Wetlands (or coordinate with other City offices for things like clean-up or maintenance).

Marketing and Advertising: *Marketing and advertising has the goal of creating a gateway to Yuma through increased awareness, understanding, and appreciation of YCNHA's precious resources by connecting the people with the river while increasing tourism.*

The YCNHA Corporation has met its goals and objectives of marketing and advertising to increase awareness, understanding, and appreciation of the YCNHA's resources by connecting people to the river and increasing tourism. Although direct media campaign numbers were not available to measure marketing impact, the YCNHA has used a variety of approaches to increase awareness and understanding of the resources in the area. Recently there has been an updated website (www.yumaheritage.com and www.yumaprison.org), billboards, and numerous informative brochures. Supplemental marketing media such as the Park and Recreational Newsletter and the Yuma Parks and Recreation Activities Guide can be found in online format on the official City of Yuma Website at (www.yumaaz.gov). The official website for the City of Yuma also provides visitors and community members with YCNHA contact information, such as for the Yuma Visitors Bureau Information Center and the Yuma Art Center. More specific information about upcoming events can be found through an external website, www.visitiuma.com that is accessible through the City's official site (where more visitor information is provided via a downloadable version of the Yuma Arizona Visitor Guide). Additionally, Yuma Arizona's official free community events calendar at www.yumacalendar.gov can be found online from this external website. Finally, the logo is placed on much of the interpretive signage at several sites.

There has also been a robust community outreach, including a dinner hosted by farmer's families, celebrations, and other events along the river. And, the restoration of the river and surrounding wetlands serves as a very effective form of community outreach, increases tourism, and connects people with the river.

Throughout most of the intercept interviews, we encountered lack of awareness of the National Heritage Area, what was part of the NHA, and the YCNHA logo. Although there was a lack of awareness of the YCNHA entity, patrons were aware of YCNHA's resources such as Pivot Point Plaza, the East Wetlands, and the Territorial Prison. The comments were favorable about the location and work done in most cases, but patrons often wondered who was responsible and did not see the disparate parts of the YCNHA as a cohesive whole. This is partly due to additional marketing and more effective branding (many people interviewed were not aware of the name or logo) needed but also may be a consequence of the YCNHA being closely associated with the City of Yuma. In addition, the YCNHA has emphasized promoting places and locations it operates rather than a corporate identity.

Technical Assistance: *Technical Assistance includes efforts to assist the Quechan Tribe, Arizona Historical Society, Bureau of Land Management, and outside communities along the Colorado River corridor in sharing the river's story with the community, regional, and national audiences, and to help in the interpretation of historical resources to strengthen local capacity and partnerships.*

The YCNHA Corporation has met its goals and objectives of providing technical assistance.

Technical assistance efforts are designed to help share the story of the river with the community at places like Pivot Point Plaza and the East Wetlands. In addition, the YCNHA has been able to share their lessons learned with other communities along the river (and around the country), including working with Pro-Natura, Buffalo Bayou, and several speaking engagements (e.g., recent discussions with Montana and Waterfront Center).

YCNHA staff has served as project managers and in their project management approach built relations with several members of the community. There was also continuing efforts to provide assistance in the development of Sunrise Park and further nurturing the positive relationship with the Quechan. In addition, they have worked with the Sanguinetti house to

tell the story of that location and the significance of Sanguinetti to the larger community. Technical assistance efforts with the Quechan Tribe (specifically within Sunrise Park & downtown riverfront park) as well as the Arizona Historical Society and, Bureau of Land Management directly contribute to the interpretation outcomes in collaboration with the management plan goals.

Economic Development: *Economic development activities serve to promote economic development through supporting historic preservation efforts to increase visitation, promote stewardship of the site, as well as further the revitalization of the area.*

Through a variety of efforts that are intertwined with the other YCNHA activity areas outlined above, the YCNHA Corporation has met its goals and objectives of economic development through enhanced community appeal and leveraged economic activity in the area.

One example of this is coordinating with Clark-Lankford, LLC and other stakeholders on commercial development. This led to the development of a national hotel chain establishing a large complex on the river, the Hilton Garden Inn and Conference Center at Pivot Point, to complement the restoration around the river and downtown Yuma. Stakeholders also noted that the development efforts along the river have enhanced their recruitment of new employees who are interested in quality-of-life opportunities in the area.

Event Management: *Event Management activities serve to revitalize the community by building the capacity of local groups while enhancing partnership and trust, contributing to sustainability of projects and programs, while improving the quality of life for local residents.*

The YCNHA Corporation has met its goals and objectives of event management. The YCNHA has made solid efforts through a variety of special events, including the Centennial Celebration, fundraisers, and festivals. YCNHA either sponsors or participates in many City events that are available to the community, such as the Centennial Celebration that occurred in April 2014 and celebrated the 100th anniversary of the

City of Yuma being incorporated into Arizona State Law (April 7, 1914). A continuation of this celebration involved Yuma's "Time Capsule" tradition on October 25, 2014 and was sponsored in part by the Yuma Sun in honor of the Centennial. In addition, several Main Street Festivals were sponsored by the YCNHA Corporation annually, including the Old Town Jubilee as well as the Yuma Lettuce Days and Crafts Festival both held every January on Main Street in Historic Downtown Yuma. The latter is a 3 day event that includes many different recreational activities such as a derby, live entertainment, and farm displays from the local community. More frequent events such as the Heritage Series Theater Shows are held at the Historic Yuma Theater.

Based on triangulating financial statements, stakeholder interviews, and documents, there is evidence that the YCNHA Corporation has helped to build capacity of local groups. Examples include working with the Quechan on Sunrise Park or the Arizona Historical Society on the restoration of the adobes in the Brinley District. In addition, we learned that the YCNHA staff, and in particular the Executive Director, was critical in building trust and partnerships. Examples include: a) working to gain the trust and acceptance of the Quechan when other entities and agencies in the area did not, b) bringing together the City of Yuma and the Quechan to work on the Ocean-to-Ocean bridge when they have historically not worked together well, c) continuing to foster the strong relationship between the City of Yuma and the YCNHA, d) working with a range of partners to gather fundraising support on short notice to save the Territorial Prison from being closed, e) working with initially adversarial farming community that is now seen as an ally in sharing technical expertise on leveling for river development. In addition, through the use of special events such as an annual Youth Cultural Festival on the East Wetlands that is a joint effort by the YCNHA Corporation, the Quechan, and the City of Yuma, the YCNHA Corporation has continued developing ties amongst a variety of partners.

Evaluation Question 2 What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?

The YCNHA Corporation's audited financial statements indicate that between 2002 and 2013, in addition to estimates for 2000-2001, \$23.0 million in NPS and matching financial resources were directed to YCNHA-related activities. Less than one fifth of these funds (\$4.1 million) was from appropriations from the NPS Heritage Partnership Program funding. In addition, the YCNHA also managed \$21.1 million of resources that were directed through the City of Yuma, so did not show up on the YCNHA's audited financial statements but were part of overall activities. (Table 12 provides detail on the direct financial support for the YCNHA Corporation in the form of NPS Heritage Partnership Program funding and matching sources. Note that matching funds have to be non-Federal. Other Federal funding secured from other agencies and grant sources is considered leverage, not match).

The funding allowed the organization to implement activities that fulfilled the goals of the authorizing legislation and the Management Plan, including: identifying and conserving Yuma's cultural, historical, and geologic resources, assist partners in interpretation, interpret Yuma's heritage resources, support and build upon existing interpretive efforts, attracting visitors and investments to enhance economic opportunities, and create a welcoming gateway to Yuma.

While the YCNHA Corporation was eligible to receive up to \$10 million in appropriations under its authorizing legislation (with a maximum of \$1 million a year), the YCNHA received less than the maximum amount of funds in each year. The average amount received per year was approximately \$312,000 or just over 30% of the maximum appropriation per year. The overall total was \$4.1 million or just over 40% of the maximum total appropriation.

By Congressional mandate noted above, the YCHNA must match its NPS appropriations on a 50%-50% basis. **The YCNHA Corporation has met its match requirement and also leveraged additional funds in most years.** In 2011, in particular, NPS funds accounted for only 10% of the funds that YCNHA received. That year saw a strong increase in matching funds as the result of taking over management of the Yuma Territorial Prison and Quartermaster Depot. This demonstrates a strong record of finding supplemental sources of revenue such as admissions, gifts sales, and special events at the Territorial Prison and Quartermaster Depot beyond what is required by the Congressional mandate. It is also a theme we heard throughout interviews with staff and board members about the ability of the YCNHA to leverage very effectively.

The evaluation assessed the investments made to YCNHA Corporation and found that they generally aligned with the core mission and goals. In most areas, expenditures were in keeping with the core areas of Capital Construction, Operate and Manage, Conservation/Restoration/Preservation, and Events Management throughout the period. As noted above, the categories of Technical Assistance and Economic Development did not see direct expenditures but are more intertwined with the other core areas and would benefit indirectly from expenditures in those (e.g., tourism promotion as part of Economic Development would be directly impacted by Capital Construction). As stated in legislation, the YCHNA must not have its NPS contribution exceed 50% of total expenditures. As shown in the financial tables, YCNHA has a very strong record of finding matching funds and was well below the 50% threshold of federal NPS funds for all years (see section 4.1, table 14). In addition, the YCNHA Corporation has a long record of leveraging NPS funds to bring in additional contributions from a variety of federal and non-federal sources.

Evaluation Question 3 How do the heritage areas management structure, partnership relationships, and current funding contribute to its sustainability?

To guide the assessment of sustainability, we have adopted the definition developed by NPS with the assistance of stakeholders from a number of National Heritage Areas. Sustainability for an NHA is as follows:

“...the National Heritage Area coordinating entity’s continuing ability to work collaboratively and reciprocally with federal, state, community, and private partners through changing circumstances to meet its mission for resource conservation and stewardship, interpretation, education, recreation and economic development of nationally significant resources.”

In terms of the heritage area management structure, the evaluation found that YCNHA Corporation currently has the governance in place and is staffed appropriately to operate a sustainable NHA organization. Section 5 of the document describes how YCNHA’s management, leadership, and relationships with NPS and with stakeholder organizations aided in the development and sustainment of the National Heritage Area. The YCNHA is run by a board where the board members are not only supposed to act as representatives of their different interests or constituencies, but rather as ambassadors to their community. The YCNHA board was developed to bring together a wide range of sometimes competing interests. The board is the only place in the area where all of the disparate entities have representatives in one place so it has also become a vehicle for larger interactions that are positive for the entire Yuma community. The board has been carefully cultivated over the years and has been noted for its positive composition, leadership, operations, and vision. The only concern that was expressed during interviews was about succession planning for when Charles Flynn (Executive Director of the YCNHA) retires in addition to developing new board members over the years.

In addition to strong leadership and management through a diverse board of directors, **the YCNHA Corporation has demonstrated that it can adapt to often turbulent economic times and tough relatively recent local budget conditions. Its modes of monitoring and record keeping demonstrate a capacity for overseeing operations and as an indicator of sustainability.**

YCNHA Corporation has a long history of partnerships, both formal and informal, with government agencies, non-profits, economic and community development organizations, educational and cultural groups, and other public and private sector entities. The partnership with the City of Yuma is particularly strong (sharing of staff and facilities), as well as longstanding partnerships with the Quechan, farming community, Bureau of Reclamation, the Arizona Historical Society, etc. (see Appendix 7 for a complete list). **These partnerships led to having**

the funds necessary to establish the heritage area and play a significant role in the growth of this region as an attraction for private capital. Past and current YCNHA initiatives contributed to the overall economic impact to the area, with an estimated positive impact of \$22.7 million annually (see *Economic and Community Impact of National Heritage Area Sites*).

If NPS funding would sunset, the YCNHA's leverage ability would consequently be affected and likely result in fewer projects. **The YCNHA Corporation has been successful in using NPS funds to get buy-in and matching funds from other entities that would have been unlikely to put up funding without the initial NPS dollars.** In addition, the management and operations of the Yuma Territorial Prison and Quartermaster Depot would be negatively impacted, which could possibly lead to the closure of these community and national landmarks.

Structure of the Report

The report is divided into 5 sections

Section 1 defines and describes the National Heritage Areas (NHA) and NHA coordinating entities in general and describes the evaluation methodology. It also introduces the Yuma Crossing National Heritage Area (YCNHA) which is the focus of this evaluation report.

Section 2 provides an overview of the YCNHA, the coordinating entity structure and organization; The YCNHA authorizing legislation, mission and goals; and relationships between community and NPS partners.

Section 3 explores the first evaluation question, "Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?" It describes the YCNHA coordinating entity's goals and objectives as required by the authorizing legislation and management plan; the relationship of these goals to program areas and activities; and the YCNHA coordinating entity's relationship with various NPS organizations.

Section 4 explores the second evaluation question, "What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?" It provides an overview of the investments made in the YCNHA coordinating entity and an analysis of how the YCNHA coordinating entity has used the investments, and their impact.

Section 5 explores the third evaluation question, derived from legislation (P.L. 110-229), "How do the coordinating entity's management structure, partnership relationships, and current funding contribute to the YCNHA's sustainability?" This section presents an analysis of the interrelationship of the coordinating entity's staffing and ability to obtain resources and the sustainability of the YCNHA.

Section 1 – Introduction

1.1 National Heritage Areas

An NHA is a designation given by the United States Congress to an area that has places and landscapes that collectively represent a unique, nationally important American story. An NHA can be any size and is intended to encourage conservation and an appreciation of the natural, cultural, historic, and scenic resources that have been shaped by the area’s geography and history of human activity.

“...National Heritage Areas are places where natural, cultural, historic, and scenic resources combine to form a cohesive, nationally important landscape arising from patterns of human activity shaped by geography.”

A coordinating entity or management entity is typically the organization within the NHA boundary that is tasked with bringing together diverse interests, goals and activities, resources and efforts to define and work collectively toward the common goals of the NHA. The coordinating entity is charged with the responsibility for developing and implementing a management plan that will achieve the goals specified in the heritage area’s enabling legislation. It also manages the federal and additional funding obtained by the heritage area. The coordinating entity may be a federal commission, state agency, local university, local government, or nonprofit organization. The coordinating entity usually creates an Advisory Board and/or working groups whose members provide a balanced representation of diverse interests, disciplines, backgrounds, and ethnicities to plan and implement actions that meet the requirements of the heritage area legislation and plans. Members of the Boards or working groups may include elected officials, nonprofit practitioners, business representatives, librarians, historians, naturalists, landscape architects, educators, and civic organization leaders.

1.2 Report Purpose

“...National Heritage Areas are places where natural, cultural, historic, and scenic resources combine to form a cohesive, nationally important landscape arising from patterns of human activity shaped by geography.”¹ Since President Reagan signed the law establishing the first NHA on August 24, 1984, Congress has officially authorized 49 NHAs, each with federal funds provided over a subsequent amount of years as specified in the authorizing legislation. Oversight of this program was assigned to the National Park Service (NPS). The purpose of this report is to develop evaluation findings to document accomplishments of the YCNHA Corporation since its designation, and to establish whether it has succeeded in meeting the goals established by the authorizing legislation.

This evaluation follows three NHA evaluation projects:

2008 - Development of a National Heritage Area Evaluation Strategy: Report on Phase 1 (NPS Conservation Study Institute)

Based on CSI’s experience conducting evaluations of three Heritage Areas

- Blackstone River Valley NHA, 2005
- Delaware and Lehigh National Heritage Corridor, 2006
- Cane River National Heritage Area, 2008

Incorporated substantial input from the Alliance of National Heritage Areas (ANHA) Peer-to-Peer Committee

Provides a comprehensive overview of the core ingredients, guiding strategies, implementation activities, and accomplishments of a generic heritage area

¹ National Park System Advisory Board. “Charting a Future for National Heritage Areas.” Available online at <http://www.nps.gov/history/heritageareas/NHAreports.pdf>

2009 – First congressionally mandated evaluations (CPM/Westat)

CPM conducted an evaluation of the Essex National Heritage Commission

- Built on the structure and content of the program models developed by CSI
- Differed from the CSI evaluations in its objectives and focus; focused on the processes that heritage areas make use of in order to accomplish their goals and the role and benefits of partnership and collaboration
- Focused on outcomes as they related to the authorizing legislation and general management plan, the impact of financial investments, and the role of partnerships in the sustainability of Essex National Heritage Area

CPM/Westat evaluations of Augusta Canal NHA and Silos and Smokestacks NHA build on CPM's evaluation of the Essex National Heritage Commission.

- Differs from the first CPM evaluation in that it focuses on developing a replicable model of evaluation that can be conducted by a consultant working for NPS.
- Model is based on triangulated qualitative data collection through topic-centered interviews and document review. It does not include large-scale surveys due to cost and OMB Paperwork Reduction Requirement issues.

2012 – Remaining six congressionally mandated evaluations (Westat)

- Tennessee Civil War National Heritage Area; South Carolina National Heritage Corridor; Hudson River Valley National Heritage Area; West Virginia National Coal Heritage Area; Ohio and Erie National Heritage Canalway; Rivers of Steel National Heritage Area
- Followed model used for Augusta Canal National Heritage Area and Silos and Smokestacks National Heritage Area
- Based on the findings from each evaluation, the Secretary of the Interior prepared a report to Congress with recommendations regarding the future role of NHAs with respect to NPS.

2015 – Additional Congressionally-mandated evaluations (Westat)

There are currently four 2015 evaluations underway on the following heritage areas: Lackawanna River Valley NHA, Last Green Valley NHA, Motor Cities NHA, and Yuma Crossing NHA. These evaluations are also based on the model used for the 2012 set of evaluations. These evaluations were congressionally mandated in Public Law 113-291 which states: (B) Evaluation.--An evaluation conducted under subparagraph (A)(i) shall(i) assess the progress of the local management entity with respect to—

- (I) accomplishing the purposes of the authorizing legislation for the national heritage area; and
- (II) achieving the goals and objectives of the approved management plan for the national heritage area;

- (ii) analyze the investments of Federal, State, tribal, and local government and private entities in each national heritage area to determine the impact of the investments; and
- (iii) review the management structure, partnership relationships, and funding of the national heritage area for purposes of identifying the critical components for sustainability of the national heritage area.²

The legislation goes on to state that authorization shall be to 2020 if an evaluation is not performed and to 2021 if an evaluation is performed under the auspices of the Department of Interior. This report focuses on the Yuma Crossing National Heritage Area.

² <http://www.gpo.gov/fdsys/pkg/PLAW-113publ291/html/PLAW-113publ291.htmf>

1.3 Yuma Crossing National Heritage Area

The following table presents a description of the year of federal designation, the location, and parts the area encompasses, as well as national historic themes for YCNHA.

Table 2. Overview of the Yuma Crossing National Heritage Area

Overview Areas	NHA Description
Designated	2000
Location	Yuma County, AZ
Encompasses	East Wetlands, West Wetlands, The Colorado River and the Historic Downtown Yuma and its surrounding neighborhoods
National Historic Themes	The Colorado River as an important natural resource and main crossing point, Westward expansion, Preservation of Yuma Crossing’s three major cultural groups
Organizational Structure	Arizona non-profit corporation
National Park Partners	National Park Service (Intermountain Region)
Other Partners	<p>Nationally and State:</p> <ul style="list-style-type: none"> • Federal, State Agencies, Private: EPA, United States Bureau of Reclamation, United States Bureau of Land Management, Arizona Public Service Corporation, Arizona State Parks, Arizona State Historic Preservation Office, Arizona Game and Fish, Arizona Department of Transportation, Arizona Historical Society, Marine Corps Air Station Yuma, Union Pacific Railroad <p>Local level:</p> <ul style="list-style-type: none"> • Councils: Yuma City Council, Yuma Crossing Park Council & The Quechan and Cocopah Tribal Councils • Yuma County: Historical Society, Educational Consortium, Water Users Association • City of Yuma: Yuma Main Street, Inc., Historic District Review Commission, Yuma Metropolitan Planning Organization • Task Forces: Riverfront Task Force, Heritage Area Task Force • Other: Yuma County Chamber of Commerce, Yuma Jaycees, Yuma Convention and Visitors Bureau, Yuma Proving Grounds, Stewards of the Colorado, Caballeros de Yuma

Figure 1: YCNHA Map

*Note that all labeled and highlighted areas shown in the map are part of the YCNHA or under the YCNHA Corporation management



1.4 Evaluation Methodology

1.4.1 Methodology

The methodology, captured in the *National Heritage Area Evaluation Guide, May 2014* is designed to maximize both the use of existing data and the ability to measure specific outcomes of the Yuma Crossing National Heritage Area activities (see figure in Section 1.4.3 below). The period covered by the evaluation starts with the 2000 designation as an YCNHA through 2014, 14 years during which the YCNHA received federal funding.

The following three questions—derived from the Congressional mandate—guided the evaluation:

Question 1 Based on its authorizing legislation and general management plan, has the coordinating entity achieved its proposed accomplishments for the YCNHA?

Question 2 What have been the impacts of investments made by Federal, State, Tribal and local government and private entities in the YCNHA?

Question 3 How do the coordinating entity's management structure, partnership relationships and current funding contribute to the YCNHA's sustainability?

The evaluation used a case study design to address these evaluation questions. This design allowed for the examination of multiple variables of interest and multiple sources of data. The evaluation also incorporated a collaborative approach with project stakeholders to ensure that the findings are grounded in the local knowledge of the site. To guide the evaluation design and plans for implementation, we included the perspectives of NPS, the NPS Representative, the NPS Liaison with each heritage area, and YCNHA leadership. The tailored data collection tools and this report reflect the comments provided by NPS, the NPS Representative, and the YCNHA evaluation site. The following sections describe each phase of the evaluation.

1.4.2 Site Introduction and Background Research

During the initial phases of the evaluation process, Westat contacted YCNHA staff to discuss preliminary planning details and initial background research requests. Over the course of one onsite face-to-face meeting (Meet & Greet Visit), multiple email exchanges, and several telephone conversations during January 2015, Westat introduced the evaluation team and evaluation methodology to the YCNHA staff.

During the Meet & Greet Visit in January 2015, Westat project staff worked with the YCNHA staff to develop a logic model for YCNHA's review. Figure 3-1 is the final logic model that guided the development of the data collection protocols. Also, at this time, roles and responsibilities for all parties involved in this evaluation were discussed. The evaluation team provided to YCNHA an evaluation methodology (Appendix 3) and data collection protocols (Appendix 4).

1.4.3 Data Collection



Data collection methods included reviews of documents and financial audits, in-person and telephone interviews with key informants from the YCNHA, partner and stakeholder organizations, and community intercept interviews with individuals visiting the NHA. A protocol guided the data collection, outlining the domains and measures of interest to collect from each identified source (i.e., prospective interviewees, program documents, financial documents, legislation). During data collection, evaluation staff used topic-centered guides for conducting interviews and abstracting documents. Data collection began in March 2015 and was completed by May 2015.

Numerous documents were reviewed to understand the background of the YCNHA (e.g., legislative documents, plans, by-laws), its staffing and structure (e.g., organizational charts), funding received and expenditures (e.g., yearly audit reports), and strategies and activities conducted (e.g., annual reports,

management plans, concept plans). These documents also provided information on the outcomes that have occurred from YCNHA activities.

Individual interviews were conducted with YCNHA staff and partners. These interviews helped the evaluators gain an understanding of the background and history of NHA, the coordinating entity's activities and investments and their associated outcomes, and the coordinating entity's contribution to NHA's sustainability.

Interviews were conducted with representatives from many stakeholder and partner organizations. These interviews discussed the genesis of the organization's relationship with YCNHA; the influence and impact that the stakeholder perceives that YCNHA has made in the community; and additional ways the interviewee believes the YCNHA could serve the needs of the region. Stakeholder interviewees were selected by Westat from a list of organizations with which the YCNHA has relationships and who have a vested interest in the work of the YCNHA. We also utilized snowball sampling to select additional interviewees based on suggestions and comments from the partners we interviewed. Stakeholders were selected to be representative of the seven YCNHA strategy and activity areas specified in the Logic Model: Restoration and Preservation, Management and Operations (for Yuma Territorial Prison and Quartermaster Depot, Yuma East Wetlands, and Heritage Center Building), Capital Construction, Event Management, Economic Development, Marketing and Advertising, and finally Technical Assistance.

Thirty-five community intercept interviews were conducted with members of the public to learn how familiar they were with the history and culture of the NHA and the ways in which they gained this knowledge and familiarity, whether they had visited the YCNHA and used its resources, and their views on the impact the activities sponsored by the YCNHA has had on the community (i.e., economic, cultural, historic, restorative). We visited several key locations (East Wetlands, West Wetlands, Gateway Park, Pivot Point, Yuma Territorial Prison, Quartermaster's Depot,

Yuma Palms—outside of YCNHA). These locations were sampled to provide a range within the YCNHA as well as a popular location outside of it to provide perspective on awareness from individuals not actively using the YCNHA.

See Appendix 4 for the management interview protocol, partner interview protocol, stakeholder interview protocol, and community intercept interview protocol.

1.4.4 Data Analysis

The focus of the data analysis was to document the extent to which the YCNHA had achieved its organizational and programmatic goals as articulated in the mandating legislation and the YCNHA foundational documents. Findings discussed have been triangulated; that is, information has been documented from multiple sources. In addition, efforts have been made to ensure that the information gathered from key informants also has been substantiated with data from documents and other written sources.

1.4.5 Evaluation Limitations

To the greatest extent possible, we have tried to ensure this evaluation methodology thoroughly addresses the three research questions. However, we recognize that there are parameters to this methodology that result in a few limitations on evaluation findings. In some instances, there is a trade-off between maximizing the time and efficiency for the evaluation and the ability to thoroughly collect information from a range of stakeholders. For instance, to obtain input from community stakeholders, a survey is not possible within the current evaluation due to OMB Paperwork Reduction Requirements. Therefore, the data received from intercept conversations will be a more qualitative assessment of the community's perceptions of the YCNHA. As noted, limitations to the community input include convenient, rather than representative, samples of tourists, local residents, and volunteers, and perceptions rather than hard evidence on the impact of the YCNHA on stakeholder knowledge, attitudes, and involvement in the YCNHA. We collected 35 intercept interviews. We also held

informal conversations with community members in areas such as the Yuma Territorial Prison and the East Wetlands, as well as outside of the YCNHA to gather information from individuals not actively using the YCNHA. However the number of interviewees and the nature of the additional interviews constitute limitations on the completeness of this data.

Additional limitations relate to our ability to provide definitive evidence of the YCNHA's achievement of outcomes based on the evaluation design, especially attributions to the NPS funding and NHA designation. Any changes in data over time can also be influenced by confounding variables, such as overall local and regional trends in spending or shifts in community activities by other organizations. Without a closely matched control site with very similar characteristics (another limitation), any conclusions drawn from trends in one location have to be taken with caution. Furthermore, although it is likely that the NPS funding has helped to leverage other funding, the extent to which the YCNHA may have been successful in receiving some of this funding without the HPP resources and NHA designation is unclear. It is hard to infer what would have happened without the YCNHA, but it is clear there have been many accomplishments. We have designed this study to triangulate findings from a variety of sources and use a logic model to provide structure in organizing goals, activities, and outcomes. Finally, without complete data, one must also filter inferences through the perceptions of staff and other key stakeholders.

1.5 Roles

1.5.1 External Evaluator

Westat served as the external evaluator. Westat tailored the methodology used in the four earlier evaluations to the specifics of the Yuma site, prepared and revised a logic model to guide the evaluation in collaboration with the YCNHA staff, prepared the data collection protocols, collected and analyzed the data, and prepared this document.

1.5.2 National Park Service (NPS)

NPS provided advice and resources for the evaluation team and oversight of the entire evaluation process.

The NPS Representatives included the NPS National Coordinator for Heritage Areas, and the NPS Assistant National Coordinator for Heritage Areas. In addition, the Evaluation Team members met with the NPS Regional NHA Coordinator for their respective regions. For this evaluation, we spoke with the NPS Regional NHA Coordinator for the Intermountain Region.

1.5.3 Yuma Crossing National Heritage Area

The staff of the YCNHA Corporation (the Executive Director, Finance Director, Executive Assistant) played key roles in facilitating this evaluation. They provided data and documents, helped as needed with scheduling and planning site visits, identified a pool of contacts for interviews, provided feedback on the evaluation process, and participated in interviews. YCNHA collaborated with the evaluation team to develop the logic model. The YCNHA was not involved in the development of the methodology or data collection protocols though they were provided an opportunity to comment. The YCNHA staff and Board had the opportunity to review this document for factual accuracy after the draft was completed by Westat in June 2015.

Westat External Evaluator

- Revised methodology
- Prepared and finalized logic model
- Prepared data collection protocols
- Collected and analyzed the data
- Prepared this findings document

National Park Service (NPS)

- Evaluation Sponsor
- Provided advice, resource, oversight for the evaluation

YCNHA

- Provided data and documents, and participated in interviews
- Provided feedback on the evaluation process
- Helped with planning and logistics, including contacts
- Collaborated with evaluation team on the logic model
- Review draft report for accuracy

Section 2 – Overview of the YCNHA

This section of the evaluation report begins with an overview of the physical and operational aspects of the NHA, and the roles and responsibilities of the coordinating entity, the YCNHA Corporation. This is followed by descriptions of the types and significance of relationships that exist between and among the YCNHA staff, stakeholder/partners organizations, and the National Park Service (NPS) in Section 2.2. Finally, Sections 2.3 and 2.4 present a timeline of key events and key evaluation findings, including investments and their long-term impacts.

2.1 Introduction to the YCNHA & the YCNHA Corporation

Yuma has played a unique and important role in American history and the development of the United States as the “American Nile” has developed along with the surrounding communities. The surrounding community has had a priority for many years to develop the historical resources and tell the story of the Colorado River, the Yuma Crossing, the land, the people, and the events. While perhaps not widely known, the historic, environmental, and cultural heritage of the Yuma area and the Lower Colorado River does have national significance. This is of major importance to the YCNHA, and the driving force for YCNHA’s mission. Examples include the granite outcroppings at the “Yuma Crossing” created one of the few safe and convenient crossings of the once mighty Colorado River. In the 20th Century, Yuma’s importance shifted has from its point as a crossing to the role of innovator in the managing, harnessing, and utilization of the Colorado River. This early, innovative management of the Colorado River led to ever greater management of the water resource up and down the Colorado River.

The following are a few highlights from the YCNHA region’s history:

- **1550:** Hernando de Alarcon led a Spanish expedition which encountered the Quechan Indian Tribe in Yuma
- **1849:** More than 60,000 pioneers crossed the Colorado River at Yuma during the California Gold Rush. Thereafter, the United States Military established its presence at Fort Yuma and the Yuma Quartermaster Depot.
- **1876:** Yuma Territorial Prison was established.
- **1877:** As the location of Yuma became a major trans-shipment depot and key military post, and as the revolution in transportation took hold, the first railroad came into AZ from California.
- **1902:** The Reclamation Act of 1902 helped enable the control and management of Colorado River water, and thus bring about abundant desert agriculture to the surrounding land.
- **1905:** First major government dam & diversion system on the Colorado River was built in Yuma, a major accomplishment that helped usher in the creation of the Bureau of Reclamation.
- **1909:** Canals such as the Laguna Dam (1909) and Yuma Siphon (1912), began to represent themselves as key resources for interpretation, thus presenting a diversion of the waters of the Colorado and its tributaries for agricultural and urban purposes, while also, however, impacting the environment. Yuma Territorial Prison closes due to overcrowding.
- **1915:** The opening of the Ocean to Ocean Bridge in Yuma helped link the first southern transcontinental highway, a major development for the Southwest.

- **1960:** The City of Yuma deeds the Yuma Territorial Prison to Arizona State Parks.
- **1966:** NPS designates a portion of the City of Yuma and part of nearby Fort Yuma Indian Reservation as The Yuma Crossing National Historic Landmark.
- **1984:** The Master Plan for the YCNHA Landmark is developed, providing one of the major conceptual foundations for the Heritage Area today.
- **1989:** City of Yuma initiates a broad-based community planning process, Yuma Strategic Planning Project, sparking widespread effort intended to expand the area.
- **1998:** A natural evolution of the River Front Task Force began and started meeting regularly to promote the development of the heritage area.
- **1999:** The Heritage Area Task Force (whose Executive Committee now leads the Board of YCNHA) completes a preliminary concept plan that envisioned three major venues for the Heritage Area (East Wetlands, West Wetlands, and Historic Downtown).
- **2000:** Establishment of the Yuma Crossing National Heritage Area by the United States Congress.
- **2002:** Yuma Crossing National Heritage Area Corporation became formally established as a private non-profit. The Plan for the YCNHA is approved both locally and by the Secretary of the Interior.

The timeline from 1910 to the present day represents a period of a “return to the river,” when the story of water and its impact on the people and land in the region is of central importance to the YCNHA. From this period on, the desire to restore the Colorado River and bring this natural resource back to the people of YCNHA has not stopped. The 21st Century marked the challenge of bringing renewal to this river. In 1989, the City of Yuma initiated a broad-based community planning process involving over 350 citizens and business leaders for what is known as the “Yuma Strategic Planning Project.” This was a reaction to the strong growth of Yuma and the desire to have organized, informational discussions

and consensus for growing Yuma’s potential and to discuss relevant critical issues. During this time, seven “task forces” were created, including Growth and Urban Development, Physical Development and Infrastructure, and Culture and Recreation. Several major themes were drawn as a result of these task force’s recommendations. Among these themes were increased year-round employment through the promotion of economic development, the protection of wildlife and habitat, stimulation and diversification of a year-round economy through development of the water recreation areas, and developing the Yuma Crossing Park as a year-round cultural tourist attraction. These major themes have served to provide a strong base for the Implementation Plan for YCNHA that became officially designated in October of 2000 and formally established as a private non-profit in February 2002.

Finally, in 2000, the YCNHA was authorized by the federal government for an initial 15 year period, and set to expire on September 30, 2015. In December 2014, Congress reauthorized the YCNHA for another 7 years through 2021 without an evaluation.

2.2 Introduction to the YCNHA Corporation

The Congressional legislation authorizing the YCNHA nominated a locally based, citizen-led, private non-profit corporation to serve as the management entity. The Yuma Crossing National Area Corporation was established as a 501 (c) 3 non-profit organization under the laws of the State of Arizona, as a *corporation best situated to manage the 22 square miles in the YCNHA which includes jurisdictions of the City of Yuma, Yuma County, the State of Arizona, and the multi-jurisdictional Colorado River*. Through this kind of establishment, the structure of YCNHA Corporation is able to bridge political boundaries, seek private donations and foundation assistance, and garner volunteer support. There was also the belief that citizens, foundations, and philanthropists will be more forthcoming should the heritage organization be citizen-based. This is reflected in the by-laws where there is representation by a broad base of individuals, agencies, governments, and organizations.

2.2.1 Authorizing Legislation and YCNHA Vision and Mission

The Management Action Plan set forth in October 2002 was intended to further the purposes of the Heritage Area by providing both a vision for the future and a blueprint for public and private agencies. The Plan involved support for environmental renewal of the Colorado River; a historic interpretation of the Yuma Crossing, historic preservation and conservation as well as celebration of the many cultures of the Yuma community (three major cultures: American Indian [Quechan Indian Tribe and the Cocopah Indian Tribe], Hispanic, and Anglo-American). The plan also carefully documents the importance of water, a reoccurring theme, as a central asset to the Southwest and precious natural resource to be preserved. Additionally, the vision for the plan also included documentation for the development program and implementation agenda for YCNHA, as well as its goals for the program.

Authorizing Legislation

NHA Mission:

- Conserve, interpret and promote the Yuma Crossing National Heritage Area, and by doing so, achieve compatible economic development and the education and general welfare of the people.

NHA Objectives:

- Emphasize Yuma Crossing’s role as a major crossing landmark
- Promote & preserve physical and recreational resources
- Foster close working relationships across all levels of the government
- Serve visitors & enhance the local economy

2.2.2 The Yuma Crossing National Heritage Area Corporation’s Organizational Structure

Yuma Crossing National Heritage Area and the Board of Directors

Yuma Crossing National Heritage Area Corporation operates as the NHA’s coordinating entity and has general oversight over NHA management and program

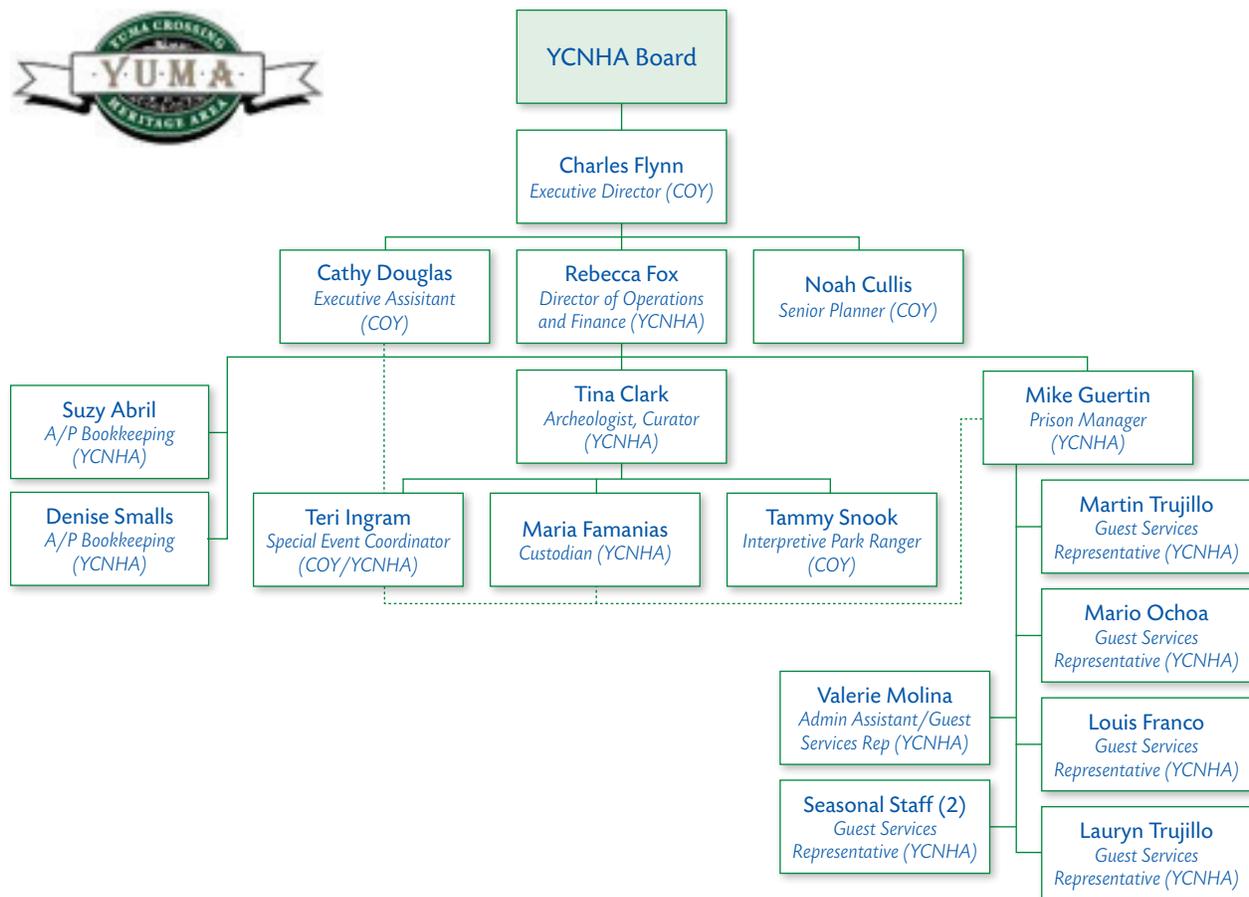
staffing. The management entity is a 501c3 non-profit corporation led by a volunteer Board of Directors representing a broad cross-section of the community. This was purposely formed with the goal of enhancing donations by being a representative organization based in citizenship. The Board of Directors reflects a broad cross-section of the individuals, agencies, organizations, and governments that have been involved in the initial planning and development of the Heritage Area. The Board consists of eleven members, with a seven member Executive Committee. As mentioned in the timeline in section 2.1 above, the board composition represents a natural evolution of the Riverfront Task Force which has met regularly since 1998. The seven members that comprise the Executive Committee were part of the Heritage Area Task Force. More specific information about members on the Board can be found in section 5.3.

The current Executive Director and head of the Riverfront Heritage Area Task Force, Charles Flynn, reports to the Executive Committee while managing the Heritage Area and activities. He has held the post since its inception in 2002, and is a Yuma city employee. He is assisted by several staff employed by either the YCNHA or the City of Yuma comprising a range of professional expertise including planning and zoning, grant writing, program development, project design, construction management, and park development. Consultants are also brought in to provide a range of expertise.

The YCNHA Corporation is structured to bridge political boundaries, seek private donations and foundation assistance, and garner volunteer support. The structure allows the YCNHA Corporation to be nimble and also to work with various entities as a neutral coordinator. For example, the YCNHA Corporation was a key facilitator to bring the City of Yuma and the Quechan together on projects (where historically there was distrust between the two government agencies). It also has a close relationship with the city, and staff have switched between being employed by the YCNHA Corporation and the City of Yuma (and in some cases, partly funded by each).

The organizational Chart for the YCNHA Corporation is provided in Figure 2.1:

Figure 2.1 2015 Organizational Chart of the YCNHA Corporation



2.3 YCNHA’s Relationships with Partners/Stakeholders and NPS

The broad sequence of events occurring at Yuma Crossing for five and a half centuries has greatly shaped the development of the Southwest, California, and the nation, thus finally gaining its own recognition by the NPS in 1966. Beginning in 1966, when NPS became involved with Yuma and designated the Yuma Crossing National Historic Landmark, YCNHA partnership efforts among the city, regional, state, military, and federal agencies as well as private entities have been critical to the planning for the YCHNA.

2.3.1 Partners and Stakeholder Organizations Relationships

A critical component of the YCNHA mission is to execute a coordinated effort that involves the use of different, federal, local, state, public and private

organizations in the heritage region. Several of the general operations and management mission goals outlined in the General Management Plan focus on partnerships and collaboration and span across the three strategy/activity areas. They are as follows:

- Achieving tangible, quantifiable outcomes that can be evaluated and will build support and constituency in the region;
- Encouraging communities and organizations to set their own priorities and to define their place within the YCNHA framework; and
- Partnering with other regional heritage, environmental, and economic development organizations, including the media, to achieve demonstration projects, new programs, and long term actions that will build the Vision and increase awareness and effectiveness of the Partnership’s efforts.

In addition to communication and cooperation among public and private agencies, extensive outreach has been undertaken to include and listen to the appropriate affected individuals, groups, and business people. The relationship between YCNHA and critical partners can be grouped according to multi-venue partners, and specific-venue partners. For the descriptions of their involvement, see Appendix 7.

A sizeable number of partners provided funding for a variety of projects:

Federal

- National Park Service Funding (NHA-specific)
- Non-NHA National Park Service
- Federal Highway Administration (AZ Department of Transportation)
- Environmental Protection Agency
- Bureau of Reclamation
- Bureau of Reclamation- Multi-Species Conservation Program (MSCP)
- Bureau of Land Management
- National Fish & Wildlife Foundation
- National Park Foundation
- North American Wetlands Conservation Act

State

- AZ State Parks/ Heritage Fund
- AZ Department of Water Resources /AZ Water Protection Fund
- AZ Game and Fish Department
- Arizona State Historic Preservation Office

City

- Yuma Administration
- Yuma Parks & Recreation

Private and Foundation

- Yuma Community Foundation
- Arizona Public Service
- Union Pacific Foundation
- Walton Family Foundation
- Sonoran Joint Venture
- Misc. private developers

In addition, the YCNHA has fostered strong relationships with a large list of partnering organizations throughout the state and region:

Partners/ Stakeholders

- Arizona Department of Environmental Quality
- Arizona Historical Society
- Arizona Humanities Council
- Arizona Office of Tourism
- Arizona State Land Department
- Arizona Western College/Northern Arizona University
- Boy Scouts of America
- Caballeros de Yuma
- City/State/Federal commitments
- Cocopah Indian Tribe
- Deardorff Design Resources
- Design Historic Review Commission
- Fred Phillips Consulting, LLC
- Greater Yuma Economic Development Corporation
- Marine Corp Air Station Yuma
- Museum Directors/Curators
- ProNatura
- Quechan Indian Tribe
- The Anza Trail Foundation
- US Army Corp of Engineers
- US Customs and Border Protection, Department of Homeland Security
- YCNHA Board of Directors
- Yuma Clean & Beautiful Commission
- Yuma County
- Yuma County Chamber of Commerce
- Yuma County Farm Bureau
- Yuma County Historical Society
- Yuma County School Districts
- Yuma County Sheriff Office
- Yuma County Water Users Association and all other irrigation districts
- Yuma farming community
- Yuma Fresh Vegetable Association
- Yuma Garden Club
- Yuma Jaycees
- Yuma Metropolitan Planning Organization
- Yuma Proving Ground
- Yuma Regional Medical Center
- Yuma Rod & Gun Club
- Yuma Visitors Bureau

2.3.2 NHA Partnership with NPS

NPS provides funding and technical assistance to the YCNHA, as well as administrative assistance as needed. As mentioned during interviews, when authorization was received in 2000, the Intermountain Regional Office at NPS was not very familiar with NHAs, having very few of them. As mentioned in interviews, the NPS maintains a light presence as the YCNHA is considered a low-risk recipient of federal funds. The regional office at NPS requires reporting documentation, monitors funding, and conducts site visits as needed, but is otherwise not directly involved in the YCNHA daily activities, plans, or strategies. It should be noted that the NPS regional office's location is in Denver, Colorado, about 1,000 miles away from YCNHA. Although NPS is not active in day-to-day activities, there is a feeling of a close working relationship between YCNHA and the Intermountain Regional Office.

2.4 NHA Timeline

More recently, as already stated, a broadly-based coalition of citizens, businesses, and public agencies recognized the potential of the area's historic and natural resources to strengthen community identity, enhance the quality of life of its citizens, and better the urban environment. This initiated the development of a multi-year effort in the establishment and finally, the designation of the YCNHA by the US Congress. Notes from data collection indicate some points regarding the nature of the history of this process. Among them is the difficulty in setting up an initial management plan marked by a tension between task force citizens and the city. Table 3 on the next page is a timeline of the more recent events that are relevant to the history and growth of YCNHA:

Table 3. YCNHA Timeline

Year	Activity
1984	The Master Plan for the YCNH Landmark is developed, providing one of the major conceptual foundations for the Heritage Area today.
1989	The City of Yuma initiates broad-based community planning process, the <i>Yuma Strategic Planning Project</i> , sparking widespread effort intended to expand area.
1998	Beginning of the River Front Task Force evolution.
1999	The Heritage Task Force was formed to develop a heritage plan, detailing its vision, design and construction.
2000	Yuma Crossing National Heritage Area was designated by the United States 106 th Congress through Public Law 106-319.
2002	West Wetlands and Ocean to Ocean Highway Bridge project were completed. The incorporation of the Yuma Crossing National Heritage Area Corporation took place, establishing the Board of Directors.

Section 3 – NHA Fulfillment of the Authorizing Legislation and Management Plan

3.1 Goals and Objectives of the NHA

YCNHA provides leadership and support to organizations throughout the NHA through activities that fulfill the legislative mandate of the NHA and contribute to the overarching goals of the NHA. The following goals were outlined in the federal legislation agreement:

1. Implement high quality planning and design initiatives to promote the resources, themes, and programs of the YCNHA.
 2. Establish public-private partnerships to secure funding;
 3. Coordinate interpretive programs for YCNHA projects, providing the leadership needed to manage Yuma’s resources; and
 4. Operate in a self-sustaining manner.
3. To foster a close working relationship with all levels of government, the private sector, and the local communities in the Yuma community and empower the community to conserve its heritage while continuing to pursue economic opportunities.
 4. To provide recreational opportunities for visitors to the Yuma Crossing and to preserve natural resources within the Heritage Area.
 5. To improve the Yuma region’s ability to serve visitors and enhance the local economy through the completion of the major projects identified within the Heritage Area.

In order to fulfill this mandate and meet these goals, the YCNHA developed a management plan that established the following objectives:

1. To recognize the role of the Yuma Crossing in the development of the United States, with particular emphasis on the role of the Crossing as an important landmark in the westward expansion during the mid-19th century.
2. To promote, interpret, and develop the physical and recreational resources of the communities surrounding the Yuma Crossing, which have almost 500 years of recorded history and outstanding cultural, historic, and architectural assets, for the education and benefit of present and future generations.

In addition, based on the Meet and Greet Visit January 27, 2015-January 28, 2015 and with follow-up input from the YCNHA, Westat constructed a logic model that related the mission and objective to the following Strategy and Activity areas:

- Capital Construction
- Conservation, Restoration, and Preservation
- Operation and Management
- Marketing and Advertising
- Technical Assistance
- Economic Development
- Event Management

The relationships between the authorizing legislation purpose, the YCNHA Management Action Plan, and the Strategy and Activity areas can be seen in Table 4:

Table 4. YCNHA Goals and Activities

Purposes as Specified in Legislation	Management Plan Goals	Total Amount Awarded
<ul style="list-style-type: none"> • Preserve Yuma’s history and provide related educational and recreational opportunities and preserve natural resources • Improve the city and county of Yuma and its ability to serve visitors and enhance the local economy through fostering close working relationships among all levels of government, the private sector, and the local communities in the region 	<ul style="list-style-type: none"> • Facilitate partnerships and strengthen local capacity • Tell Yuma’s story • Preserve and enhance the physical character and economic vitality of Yuma’s cultural, historical, and geologic resources • Attract visitors, investment and economic opportunity, and improve quality of life for current residents • Provide gateway to Yuma to welcome and orient visitors & provide an overview of the area’s significance 	<ul style="list-style-type: none"> • Capital Construction (new) • Conservation, Restoration, Preservation • Operation and Management • Marketing and Advertising • Technical Assistance • Economic Development • Event Management

3.2 NHA Activities and Impacts

The Logic Model depicting the relationships between YCNHA goals, resources, partners, strategies/ activities and outcomes is presented in Figure 3.1.

The YCNHA Corporation provides leadership and assistance to organizations throughout the NHA through the activities that support the strategies identified in the logic model and serve to reach its overarching goals.

The logic model categorizes the activities into types or “Activity Areas,” it is important to note that many of the activities serve multiple goals and span multiple areas.

In the next sections, we describe each of these Strategy and Activity Areas and the extent to which they have achieved the intended outcomes.

Figure 3.1 NHA Logic Model



3.2.1 Capital Construction

Capital Construction contributes to the overall conservation goals of the management plan. Capital construction in the YCHNA involves development of recreational infrastructure and commercial development in the following areas, described in more detail below:

- Yuma West Wetlands-Upper Bench
- Gateway Park
- Pivot Point Plaza
- Main Street
- Trail Systems

As described in the management plan, all of the capital construction projects are designed, consistent with the management plan, to welcome and orient visitors to reconnect with the river as well as revitalize downtown Yuma. They are specifically intended to achieve the following outcomes:

Conserve

- Preserve, save, clean up, restore and protect historic structures and natural resources
- Revitalize local structures
- Conduct technical innovation in restoration
- Assist partners in preservation of historic resources

Within each of these outcome areas, we describe the YCNHA’s capital construction activities and how they relate to the achievement of the outcomes. Table 5 lists these projects and the funding sources that supported them.

Table 5. Capital Construction (new)—recreational and infrastructure in support of commercial development projects

Year	Project	Source of Other Funds
2003	Yuma West Wetlands—upper bench	Bureau of Reclamation, Arizona State Heritage Fund, Arizona Game & Fish, City of Yuma
2007	Gateway Park	Arizona State Heritage Fund, Federal Highway Administration, National Park Service
2000-2009 (Hotel Open)	Pivot Point Plaza	Arizona Department of Transportation, Federal Highway Administration, Arizona Office of Tourism, Arizona State Heritage Fund, City of Yuma grant, Union Pacific Foundation, contributions by developer (Clark-Lankford, LLC)
2006-2007	Main Street	Federal Highway Administration, City of Yuma, federal appropriations
2009-2013	Trail Systems	Federal Highway Administration

Through a variety of projects, the YCNHA Corporation has met its goals and objectives of leading new capital construction efforts for recreational and infrastructure in support of commercial development projects in Yuma.

Preserve, save, clean up, restore and protect historic structures and natural resources and assist partners in preservation of historic resources. The YCNHA Corporation has been a facilitator of numerous projects to preserve or restore natural resources in the area as well as historic structures.

Yuma West Wetlands (Phase 1—“upper bench”).
The Yuma West Wetlands was the YCNHA

Corporation's first major capital construction project, designed to reclaim 110 acres of land that stood since the 1970s as a city landfill and to create a riverfront park for residents. The "upper bench" portion was the initial Phase 1 section of the plan that includes a lake, picnic ramadas, parking, lighting, and landscaping. Beginning in the early 20th century until about 1970, the Yuma landfill (or city dump) was located on a 110 acre riverfront site between 12th and 23rd Avenues. This land along the river being used as a city dump was indicative of ignoring the importance of the river as part of the community. Renewed conservation efforts in the 1970s sparked interest in converting this land to a riverfront park. Arizona State Parks worked with the City of Yuma to develop this plan in the 1980s. Unfortunately, environmental concerns and funding constraints stalled the project. In the 1990s there was a resurgent interest in this area by the Yuma community and that led to a sustained commitment to the project. The Environmental Protection Agency was asked to determine what mitigation was required to make the areas safe and available for public use. After rigorous testing and monitoring, the determination was made that covering the site with 6-8 feet of clean fill was the main requirement to reuse (in addition to limiting any construction that would need to dig up the old landfill).

This renewed community focus on cleaning up the old landfill coincided with seeking out a National Heritage Area designation from Congress with bills introduced in 1999 in both the House and the Senate. The early stages of cooperation on the West Wetlands venture involved the City of Yuma and YCNHA citizen task force (pre-dating the official designation and establishment of the management entity for the NHA) working with volunteer groups and possible funding agencies to explore raising \$10-\$15 million to build the entire park. The first money involved a relatively small grant from Arizona State Game and Fish, which was granted directly to the City of Yuma.

Prior to the formation of the YCNHA, The City of Yuma secured a \$1.45 million appropriation in 1999 through the Bureau of Reclamation (BOR) to be used to improve areas adjacent to BOR land and facilities, and including the building of a boat ramp. The YCNHA

project management team (the corporation was not established at this point), used the appropriation money to apply for and secure many other grants for the City of Yuma. In September 1999, the Heritage Area citizen task force spearheaded a community planning effort to agree on and finalize a design of West Wetlands Park, which was then incorporated into the YCNHA Management Plan.

An additional \$500,000 was secured from the BOR for the pilot revegetation project. The "upper bench" or Phase 1 part of the project was completed and opened to the public in December 2002. This provided the first new public access to the Colorado River in the area. Additionally, the extra funds allowed for the digging out of a 15 foot deep bowl pond, which was then completed, filled, and opened in 2003.

It should be noted that the Heritage Area managed this project, yet very little NPS funds were involved at this early stage of the Heritage Area designation.

Gateway Park. A subsequent capital construction project, Gateway Park, was completed in May, 2007 and is a downtown riverfront park, running from the Ocean-to-Ocean Bridge to the 4th Avenue Bridge that expanded access to the river from Downtown Yuma. It includes parking, lighting, restrooms, picnic ramadas, beach, a playground, and landscaping, accessibility, and fishing piers. It improves vehicular access to the river by extending Gila street. Funding for this endeavor totaled \$4.4 million and came from a variety of federal (e.g., NPS funding through the YCNHA Corporation, Land and Water Conservation Fund [LWCF], Transportation Equity Act of the 21st Century [TEA-21]), state (e.g., Local, Regional and State Parks [LRSP Heritage Fund], State Lake Improvement Fund [SLIF]), and local sources (e.g., 2% tourism, parks, and recreation sales tax through the City). Interviewees noted that there was a considerable community input throughout the process, as well as interest from a variety of funders. In addition, individuals we spoke to who were using the area noted how vastly improved the facilities were and how much they liked using the park. We noted steady activity there during several days at different times.

Pivot Point Plaza, and the Trail Systems. The Pivot Point Plaza (also known as the Pivot Point Interpretive Overlook) interprets the history of the Yuma Crossing and celebrates the National Historic Landmark. The project was the culmination of a decade of collaborative effort to rescue the Yuma Crossing National Historic Landmark from “threatened” status (as designated by the US Department of the Interior). The YCNHA Management sought to improve the Landmark by involving preservation groups, the state of Arizona Historic Preservation Office, the City of Yuma, and the private developer (Clark-Lankford, LLC) with whom the City was working on riverfront redevelopment. The result was the “Yuma Crossing Historic Design Guidelines”, which helped ensure sensitive and appropriate new development in the National Landmark. These guidelines were based on The Secretary of the Interior’s Standards for the Treatment of Historic Properties and Standards for the Treatment of Cultural Landscapes. The Design Guidelines were a result of an intense two-day workshop involving the City of Yuma, Arizona State Parks, the State Historic Preservation Officer, the National Trust for Historic Preservation, Clark-Lankford, LLC Developers, the Yuma Crossing National Heritage Area Corporation, and Heritage Architecture & Planning.

The Pivot Point Plaza outdoor exhibit opened in 2010 on the site where the first railroad train entered Arizona in 1877 (where present day Madison Avenue meets the river). The Pivot Point Plaza project involved two parts: a) the construction of the plaza itself which was done as a capital project through the City of Yuma, and b) interpretive elements which helped tell the story of Yuma Crossing and are managed directly by the YCNHA Corporation. YCNHA Corporation managed the design and construction of Pivot Point Plaza through the City of Yuma’s capital improvement program (CIP). The total non-NPS federal funding was approximately \$1.2 million for the design, construction, and construction administration.

Interpretive elements included the relocation and restoration of the City of Yuma’s 1907 Baldwin locomotive (which was donated to the City by the Southern Pacific Railroad in 1957): a sound system that recreates the sound of a steam locomotive (with

a \$46,600 grant from the Arizona Office of Tourism); the installation of a laser system that shows the exact location of the tracks crossing the river no longer existent bridge (courtesy of a \$100,000 grant from the State Heritage Fund); and interpretive panels on the plaza itself. The interpretive kiosks and panels tell the stories of the many crossings (rope ferry, rail, siphon, automobile) as well as key components of the Landmark (Territorial Prison, Quartermaster’s Depot, Fort Yuma). During several visits to the location and discussions with visitors, we noted interest and activity in the site as well as steady foot traffic and use throughout the day. Finally, a multi-use pathway system along the riverfront connects to the Pivot Point Plaza, and there is a pedestrian link to Gateway Park.

Revitalize historic downtown local structures

Similarly, the redevelopment efforts for Main Street in downtown Yuma have yielded further conservation outcomes. In discussions with YCNHA staff, long-time residents, and others in the business and government community in the area, the downtown Yuma area was in need of revitalization. In the 1960’s, the City of Yuma created a pedestrian mall on Main Street which accelerated disinvestment in a downtown already in decline. Part of the downtown revitalization strategy contained in the Management Plan was to create a “convertible” street: re-open the street to traffic while keeping it attractive for occasional street fairs and farmer’s markets. The City’s project also called for the replacement of sewer, storm water, and water lines that were as old as 70 years. The YCNHA’s role was first to gain consensus from the property and business owners on a design, which was an initially difficult process. Next, the Heritage Area staff managed the design and construction of the project on behalf of the City of Yuma. With a projected cost of \$4 million, the YCNHA Corporation secured (on behalf of the City) a \$500,000 TEA-21 grant and a \$1.5 million federal appropriation for the project. The City of Yuma committed the other \$2 million, which would pay for utility line replacements.

The YCNHA also implemented a wayfinding/signage program which allowed for easier navigation and recognition of the historical area. The project was completed in 2006-2007, and opened in the spring of 2007.

During intercept interviews and conversations during the site visit, we heard mixed or negative comments from most residents regarding the Main Street area. Some respondents were nostalgic about the previous layout that contained more trees, and others felt that the shopping and dining options could be improved. It should be noted that it was acknowledged that progress has been made in having more options and stores active than in the past.

Conduct technical innovation in restoration

Two restorations mentioned above should be repeated here as examples of technical innovation in restoration. Restoring the City of Yuma’s 1907 Baldwin locomotive, part of the Pivot Point Plaza effort, involved an archaeological assessment that determined that the locomotive should be placed on the exact alignment of the first railroad to enter Arizona in 1877 at the north end of Madison Avenue. The use of lasers and adding sound are innovations that enhance the interpretive quality of the site.

In addition to the Pivot Point Plaza efforts, the YCNHA also managed the renovation of a city landfill into a sprawling park in the Yuma West Wetlands. After rigorous testing and monitoring, the determination was made that covering the site with 6-8 feet of clean fill was the main requirement to reuse (in addition to limiting any construction that would need to dig up the old landfill).

Assist partners in preservation of historic resources

As is clear in the earlier section on partnerships and in Appendix 7, YCNHA has developed a rich network of partnerships, where there are numerous opportunities

to assist. We saw a range of examples of this, including working with the Jaycees to retrieve and develop a display in City Hall commemorating the record breaking endurance flight in the area. Several of the larger projects (such as the redevelopment of Main Street and work with the Arizona Historical Society on the Sanguinetti House) are discussed in other sections.

3.2.2 Conservation, Restoration, and Preservation

The second activity area of the logic model, **Conservation, Restoration, and Preservation** involves the following geological and historical resources that have been preserved through either conservation or restoration:

- Ocean to Ocean Bridge
- Adobes
- Freight Depot
- Yuma West and East Wetlands
- Yuma Territorial Prison
- Quartermaster Depot
- Hunters Hole
- Century Heights façade preservation

Conservation, Restoration, and Preservation Short-term outcomes:

Conserve

- Preserve, save, clean up, restore and protect historic structures and natural resources
- Revitalize local structures
- Conduct technical innovation in restoration
- Assist partners in preservation of historic resources

Table 6. Conservation, Restoration, and Preservation Projects

Year	Project	Source of Other Funds
2002	Ocean to Ocean Bridge	City of Yuma, Quechan Indian Tribe, State of Arizona, Additional Federal Funding
2012–2015	Adobes	National Park Service, private investment, Yuma County Historical Society, Arizona Historical Society, Arizona State Parks
2007–present	Freight Depot (Southern Pacific Railroad Yards)	Union Pacific Railroad Foundation, National Park Service, YCNHA operational funds
2000–present	Yuma West Wetlands	City of Yuma, Bureau of Reclamation, State of Arizona, Arizona State Game and Fish, community donations, Arizona Public Service, Federal Highway Administration
2000–present	Yuma East Wetlands	Environmental Protection Agency (earmarked to the city), Bureau of Reclamation, Multi-Species Conservation Program, Arizona Water Protection Fund, Arizona Game and Fish, National Fish and Wildlife, Bureau of Land Management, National Park Service, contributions
2010–present	Yuma Territorial Prison	contributions, admissions and gift sales, special events, National Park Service, Arizona State Parks, rental income, other revenue
2010–present	Quartermaster Depot	City of Yuma, special events, rental income, admissions, Arizona State Parks, National Park Service, other revenue, contributions
2011–2014	Hunters Hole	Bureau of Reclamation, State of Arizona (Water Protection Funds grant), Bureau of Land Management, Walton Family Foundation
2004–2005	Century Heights façade preservation	National Park Service

These activities are consistent with the management plan goals to preserve and enhance the physical character and economic vitality of Yuma’s cultural, historical, and geologic resources, and relate to short term outcomes under conservation. **Through a variety of projects, as described below, the YCNHA Corporation has met its goal of conservation, restoration, and preservation.**

Preserve, save, clean up, restore and protect historic structures and natural resources

The Ocean-to-Ocean Bridge is a key historical piece of Yuma. The Ocean-to-Ocean Highway Bridge opened in 1915, spanning the Colorado River, and was a crucial link for trans-continental automobile traffic. Locally, it connected the City of Yuma with the Quechan Indian Tribe and the states of Arizona and California.

In the late 1980’s, the bridge was determined to be structurally deficient and was then closed to traffic. One of the very first initiatives of the YCNHA was to work on reopening the bridge. It helped secure state and federal grants, but local match funds were also needed. The Heritage Area negotiated with the City of Yuma and the Quechan Tribe for each to contribute \$200,000 each. The bridge re-opened with a celebration in February 2002.

The restoration of Yuma East Wetlands was a major project that helped to restore 400 acres of 1418 acres along the Colorado River. This area stood as the homeland of the Quechan Indian Tribe for centuries, but its ecosystem was disrupted over the last 100 years with the introduction of dams and canals. Repeatedly in interviews and in other documentation, we

encountered stories about the dilapidated state of the river—from vagrants and illegal activity, to overgrown non-native species and vegetation. A patchwork quilt of multiple land ownership, conflicting claims, and distrust of government had frustrated earlier efforts to restore the land. The YCNHA used their earlier trust and relationship with the Quechan after the Ocean-to-Ocean Bridge to bring all stakeholders to the table in leading redevelopment efforts. Soil, topological, and archaeological surveys had to be included as part of the design. It was also necessary to continue fostering cooperation between the complex mix of stakeholders including state, federal, city, Quechan, and conservation groups. Securing water rights, environmental permits, and project start-up funds were also challenging. The pilot project intentionally involved the City of Yuma and the Quechan on both sides of the river to reinforce the partnership.

Revegetation efforts included clearing dense non-native vegetation, performing intensive soil and site analyses, and adopting experimental methods for planting, irrigation, and maintenance. Through capturing funding sources from a variety of places (including the Bureau of Reclamation, Environmental Protection Agency, and the State of Arizona), the YCNHA Corporation was able to increase the scale and accelerate the pace of restoration. The YCNHA secured funding from the Arizona Department of Water Resources to restore 44 acres, and the Lower Colorado Multi-Species Conservation Program has agreed to provide funding for the long-term maintenance. The restored area contains marsh, cottonwood-willow, and honey mesquite land cover types.

In addition, the Yuma East Wetlands was used as a model for Hunters Hole. Hunters Hole is located along the Colorado River in Arizona. Hunters Hole once consisted of a series of interconnected ponds with adjacent marsh and a few stands of cottonwood-willow. Unfortunately, the site had been degraded and most of the habitat lost due to declining water levels, invasive plant species, and wildfires. The YCNHA secured funding from the Arizona Department of Water Resources to restore 44 acres.

Revitalize local structures

Adobes, such as the Molina Block Building dating from the late 19th Century, signify the projects heralded by the YCNHA that served to restore commercial structures made out of adobe material. Major flooding of the Colorado and Gila rivers in 1916 destroyed almost all of the adobes along Madison and First Avenues with the exception of the Molina Block. The Molina Block Building is a commercial structure intended to be reclaimed as part of a larger historical setting and is included in the Brinley Avenue Historic District on the National Register of Historic Places. The YCNHA Corporation has been working with the Arizona Historical Society to renovate these structures with the goal of creating increased museum space, office space, archive storage space, and additional space for meetings and receptions. The YCNHA board was key in prioritizing the restoration of the adobes, allocating approximately \$300,000 in NPS funds to the task, in addition to non-federal money, according to interviews.

Similarly, the YCNHA Corporation has been active in the Century Heights façade restoration. The Century Heights neighborhood is a historic in-town residential neighborhood that has achieved some revitalization (although the YCNHA Corporation has not been able to invest significant amounts of money). In 2004-2005, the YCNHA Corporation allocated \$35,000 of NPS funds for façade restoration of Century Heights residential homes. The Heritage Area provided grant funds as a loan to the owner for materials on a 0% interest basis, with funds not having to be repaid until the owner sells the home. The goal was to create a long-term revolving loan fund for the neighborhood.

In addition, the Southern Pacific Railroad Yards provide the potential for prime real estate close to downtown for redevelopment. Today, little remains of the facilities that once occupied this area except for the 1891 Freight Depot—a National Register structure. The Union Pacific Railroad (successor to the Southern Pacific Railroad) owns the former yard and maintenance facilities and donated the historic freight depot to the YCNHA. The City of Yuma received an EPA brownfield assessment grant in 2012 and the

YCNHA secured an additional EPA grant in 2015. The YCNHA is managing the EPA grants on behalf of the City. There are no immediate plans for development, but the location does fit within the range of redevelopment in the downtown area.

Conduct technical innovation in restoration

Some of the activities involved in restoring the Wetlands (both East and West) are indicative of technological innovation. Laser-leveling typically used in farming, for example, was used to help with irrigation of the East Wetlands. The Yuma farming community has deep expertise dealing with the challenges of providing water to a large area of trees and other vegetation. Due to the YCNHA Corporation’s continuing relationship with the farming community through the board, the YCNHA Corporation was able to gain support of equipment and expertise from the farming community to laser level the land as part of the restoration process in addition to providing expertise dealing with native vegetation and advanced irrigation methods (discussed above). In addition, due to the techniques developed, the East Wetlands project has used 49-71% less water than other common revegetation approaches.

Assist partners in preservation of historic resources

Arizona State Parks assumed responsibility of the Yuma Territorial Prison in 1960 and the Quartermaster Depot in 1997. Data from interviews and reviews of the financial statements indicate that the Prison and Quartermaster Depot were losing money for several years and to the point of being closed in 2010. The State of Arizona was facing a major budget deficit due to the recession and planned to close approximately 20 of the 30 State Parks. Based on interest from the city and other stakeholders, the YCNHA rallied efforts to raise funds (\$70,000 in 60 days) from a variety of partners to keep the Prison open and subsequently assumed overall operation and management of both parks (see discussion in the Operate and Manage section below). In addition to changes in operations, the YCNHA undertook improvements to the facilities as well. Major renovations for the Prison and Quartermaster Depot began in 2010, and YCNHA

began developing a master plan for both parks. In 2010, YCNHA immediately began addressing deferred maintenance at the Prison including roofing, lawn and restrooms as well as a major renovation of the museum and gift shop, last renovated in the 1980’s. In 2011, major renovations at the Quartermaster Depot included updating existing exhibits, roofing, adobe restoration and general repairs. Also in 2011, a major adobe restoration of the Sally Port at the Prison was completed. In 2012, a new Centennial exhibit showcasing construction of the Yuma Siphon opened at the Yuma Quartermaster Depot, which historically first brought irrigation water to the Yuma valley in 1912. From stakeholder interviews as well as discussions with Yuma residents and visitors, respondents spoke highly of the role of the YCNHA in securing and saving these landmarks. We were told by the Chamber of Commerce director during a stakeholder interview that in surveys they had performed in the area, the Territorial Prison was the most liked local attraction.

3.2.3 Operation and Management

The following resources are operated and managed by the YCNHA:

- State Parks (Yuma Territorial Prison and Quartermaster Depot)
- Yuma East Wetlands
- Heritage Center building

These operation and management activities also help to link to the short-term outcome of conservation by revitalizing local structures such as the Heritage Center Building, in addition to the preservation, saving, cleaning, restoration and protection of the Yuma Territorial Prison, Quartermaster Depot, and Yuma East Wetlands.

Operation and Management Short-term outcomes:

Conserve

- Preserve, save, clean up, restore and protect historic structures and natural resources
- Revitalize local structures
- Conduct technical innovation in restoration
- Assist partners in preservation of historic resources

Table 7. Operation and Management

Year	Project	Source of Other Funds
2010–present	Quartermaster Depot	City of Yuma, special events, rental income, admission, National Park Service, other revenue, contributions
2010–present	Yuma Territorial Prison	contributions, admissions and gift sales, special events, National Park Service, rental income, other revenue
2000–present	Yuma East Wetlands	Environmental Protection Agency (earmarked to the city), Bureau of Reclamation, Arizona Water Protection Fund, Arizona Game and Fish, National Fish and Wildlife, Bureau of Land Management, National Park Service, contributions
2002–present	Heritage Center Building	City of Yuma, National Park Service

The activities outlined in this section on Operation and Management relate to short term outcomes under conservation. **Through a variety of projects, the YCNHA Corporation has met its objectives of operating and managing historical sites in the YCNHA.**

Preserve, save, clean up, restore and protect historic structures and natural resources; revitalize local structures; conduct technical innovation in restoration; assist partners in preservation of historic resources

As noted above, the YCNHA was pivotal in saving the Yuma Territorial Prison and Quartermaster Depot from closure by the State in 2010. The Territorial Prison attendance decreased from a high of 100,000 annually to as low as 50,000 in 2009. In taking over the management and operation of the parks, the YCNHA made several adjustments that increased visitation and revenue (see Section 4 for discussion about increased revenue). For example, the Territorial Prison under state management did not permit tour buses to visit because the restrooms were not able to handle the capacity. The YCNHA addressed the problem by renovating and expanding the restrooms to allow for more visitors. Also, under YCNHA management, the gift shop was transformed to run more like a for-profit business with improved layouts and better merchandise selection. Similarly, at the Quartermaster

Depot there is now a stronger emphasis on holding special events (such as weddings) and also housing a visitor’s center in the park which serves to increase traffic. There is also a pie shop which is a local favorite and a well-known attraction.

The YCNHA Corporation has also experimented with various admissions policies at both locations in attempts to enhance visitor numbers. The Territorial Prison admission fee was raised from \$5 to \$6 in 2012 and admissions continue to rise. From 2010 through 2012, the Quartermaster Depot operated without an admission fee. Free admission, along with the addition of the Arizona Visitor Information Center and a series of special events, brought attendance to more than 80,000 people (from a starting point of only 11,000 people when YCNHA Corporation took over from the state). In 2012-2013, the YCNHA began implementing a \$4 admission fee at the Quartermaster Depot, while also bringing in a traveling exhibit on Alcatraz from the National Park Service. The exhibit was well-received according to reports, but the admissions numbers at the Quartermaster Depot were still lagging those of the Prison. Prison paid admissions were 10,000 compared to just 3,500 at the Quartermaster Depot for the month of February, 2013 (the highest visitation month). The current admission prices for adults are \$6 at the Territorial Prison and \$4 at the Quartermaster Depot.

The Yuma East Wetlands were described in detail above. For the present purposes related to operation and management, the YCNHA Corporation has coordinated not only with the City of Yuma but also with all of the stakeholders/landowners in the restoration and maintenance as well volunteer and contractor management. YCNHA staff utilizes through a Joint Purchasing Agreement with the City of Yuma a competitively-bid contract with Fred Phillips Consulting, who undertakes the on-the –ground maintenance, irrigation, and monitoring required in the Yuma East Wetlands.

The Heritage Center building houses the YCNHA Corporation staff in addition to several other non-profit organizations. YCNHA Corporation pays a minimal (\$1) amount of rent per year and is responsible for maintenance and oversight. As we noted in our staff interviews, although the YCNHA is responsible for maintenance, the city provides tools and staff expertise to fix issues around the building.

3.2.4 Marketing and Advertising

To create a gateway to Yuma as identified in the logic model, the YCNHA Corporation has developed a number of strategies that have the potential to increase awareness, understanding, and appreciation of NHA’s precious resources, by connecting people with the river while simultaneously increasing tourism. These strategies also address the goals in the management plan to provide recreational opportunities to visitors and local residents, while serving the objective to promote the area.

Marketing and Advertising Short-term outcomes:

Attract and Create Gateway

- Increase awareness, understanding, and appreciation of NHA’s natural, cultural, and historic resources
- Connect people with the river
- Increase tourism

The activities outlined in the Marketing and Advertising section relate to short term outcomes under attracting and creating a gateway. **The YCNHA Corporation has met its goals and objectives of marketing and advertising to increase awareness, understanding, and appreciation of the YCNHA’s resources by connecting people to the river and increasing tourism.**

Increase awareness, understanding, and appreciation of NHA’s natural, cultural, and historic resources; connect people with the river; increase tourism

Although direct media campaign numbers were not available to measure marketing impact, the YCNHA has used a variety of approaches to increase awareness and understanding of the resources in the area. The YCNHA has used a variety of approaches to increase awareness and understanding of the resources in the area. Recently there has been an updated website (www.yumaheritage.com and www.yumaprisson.org), billboards, and numerous informative brochures. Supplemental marketing media such as the Park and Recreational Newsletter and the Yuma Parks

Table 8. Marketing and Advertising

Year	Project	Source of Other Funds
2010–present	Brochure and Distribution, Billboards	Special events, rental income, admissions and gift sales, contributions, other grants or revenue
2002–present	Websites, Social Media, Radio	Special events, rental income, admissions and gift sales, contributions, other grants or revenue
2002–present	Media Relations	Special events, rental income, admissions and gift sales, contributions, other grants or revenue
2002–present	Community Outreach	Special events, rental income, admissions and gift sales, contributions, other grants or revenue

and Recreation Activities Guide can be found in online format on the official City of Yuma Website at (<http://www.yumaaz.gov/>). The official website for the City of Yuma also provides visitors and community members with YCNHA contact information, such as for the Yuma Visitors Bureau Information Center and the Yuma Art Center. More specific information about upcoming events can be found through an external website, www.visityumaz.com that is accessible through the City's official site (where more visitor information is provided via a downloadable version of the Yuma Arizona Visitor Guide). Additionally, Yuma Arizona's official free community events calendar at www.yumacalendar.gov can be found online from this external website. Finally, the logo is placed on much of the interpretive signage at several sites.

There has also been a very robust community outreach, including a novel dinner hosted by Farmer's families, celebrations and other events along the river. And, the restoration of the river and surrounding wetlands serves as a very effective form of community outreach, increases tourism, and connects people with the river.

The only negative seems to be that there is not a strong awareness by visitors that the sites they are visiting are part of a National Heritage Area. Throughout most of the intercept interviews, we encountered lack of awareness of the National Heritage Area, what was part of the NHA, and the YCNHA logo. Although there was a lack of awareness of the YCNHA entity, patrons were aware of YCNHA's resources such as Pivot Point Plaza, the East Wetlands, and the Territorial Prison.

The comments were favorable about the location and work done in most cases, but patrons often wondered who was responsible and did not see it the disparate parts of the YCNHA as a cohesive whole. This is partly due to additional marketing and more effective branding (many people interviewed were not aware of the name or logo) needed but also may be a consequence of the YCNHA being closely associated with the City of Yuma. It should be noted that the YCNHA emphasizes promotion of places and locations in operation, and not a corporate identity.

3.2.5 Technical Assistance

The management plan contains goals to facilitate partnerships and strengthen local capacity, tell Yuma's story, and provide an overview of the significance of the area. These are addressed with the activities listed below.

For instance, through collaboration with the Quechan Indian Tribe, technical assistance efforts were maintained by being able to assist partners in the interpretation of historic resources as well as sharing the story of the river across the community and at a larger scale to regional and national audiences. In addition, the YCNHA Corporation assisted the Yuma County Historical Society (YCHS), which has gained tremendous capacity during the past year. Over the last decade, the local state museum owned by the Arizona Historical Society (AHS) in Yuma (Sanguinetti House) had suffered from deferred maintenance and shrinking state appropriations, culminating in severe reductions during the financial crisis. For example, there was no director of the museum from 2009-2014. The Yuma County Historical Society (which is in effect a "Friends" organization) had similarly fallen into lethargy. In 2010, Bruce Gwynn (grandson of EF Sanguinetti) joined both the Heritage Area Board and wanted to re-energize the YCHS. In 2012, the Heritage Area agreed to fund and lead a new master planning effort of the Arizona Historical Society (AHS) Yuma museum campus. Consensus for a new vision for the museum was reached, and YCHS attracted new membership and began actively fundraising. In 2013, the YCNHA Corporation assisted YCHS in helping fund Redondo Days, their annual event, and helping fund staff outreach and education activities. In 2014, the Heritage Area committed to revitalization of the Sanguinetti House and its museum exhibits. YCHS raised more money and began investing it in the first phase implementation of the master plan. AHS agreed to fund and fill the museum director position. The Sanguinetti House has been revitalized, as well as both AHS and YCHS. The YCNHA continued in a support role, knowing that the Sanguinetti House museum has been made sustainable by the local community and the State of Arizona. No grants were involved throughout this process. Due to the technical capabilities of the Heritage Area, the role was not to award a grant, but

meet the commitment by overseeing the project and directly funding the revitalization of the Sanguinetti House and Museum). This assistance serves to interpret heritage resources such as the Colorado River through projects like the downtown riverfront park in an effort to place larger emphasis on its continuing role as part of a living and growing community.

Technical Assistance Short-term outcomes:

Interpret

- Share the story of the river with the community and to regional and national audiences
- Assist partners in interpretation of historic resources

The activities outlined in the Technical Assistance section relate to short term outcomes under interpretation. **Through a variety of projects, the YCNHA Corporation has met its goals and objectives of providing technical assistance.**

Share the story of the river with the community and to regional and national audiences; assist partners in interpretation of historic resources

The interpretive panels and other interpretive elements (as described earlier) are designed to share the story of the river with the community at places like Pivot Point Plaza and the East Wetlands. The YCNHA Corporation staff has been assisting the City of Yuma’s Parks and Recreation Department in the development of educational programs concerning

the past, present and future of the Colorado River, as well as with environmental tours of the Yuma East Wetlands. Previously, the YCNHA Corporation purchased canoes and kayaks for the Parks and Recreation Department. These are relatively new areas for the Parks Department with the goal of growing the City’s capacity over time. In addition, the YCNHA has been able to share their lessons learned with other communities along the river (and around the country), including Pro-Natura, Buffalo Bayou, and several speaking engagements around the country (Montana and Waterfront Center most recently).

There was also continuing efforts to provide assistance in the development of Sunrise Park and further nurturing the positive relationship with the Quechan. The YCNHA Corporation had initiated and sponsored a Youth Cultural Festival with the Quechan Indian Tribe in 2004. The purpose was to expose foreign exchange college students to the cultures of Yuma during the event and help local youth understand broader opportunities in the world. Responsibility for the event migrated fully to the Quechan Tribe, who now fully manages the event. In addition, they have worked with the Sanguinetti house to tell the story of that location and the significance of Sanguinetti to the larger community. Technical assistance efforts with the Quechan Tribe (specifically within Sunrise Park & downtown riverfront park) as well as the Arizona Historical Society, Bureau of Land Management directly contribute to the interpretation outcomes in collaboration with the management plan goals.

Table 9. Technical Assistance

Year	Project	Source of Other Funds
2009–2010	Quechan Tribe (Sunrise Park & Downtown Riverfront)	Bureau of Reclamation, Arizona State Parks
2010–present	Arizona Historical Society (including the Sanguinetti House Museum and Gardens)	Yuma County Historical Society, National Park Service, contributions, admissions and gift sales, special events
2007–present	Bureau of Land Management	Bureau of Land Management Cooperative Agreement
2008–present	Communities along the Colorado River corridor	Walton Family Foundation, City of Yuma, contributions, National Park Service

3.2.6 Economic Development

Economic development activities have included several venues, such as the Hilton Garden Inn and Conference Center at Pivot Point and the Federal Court House, as well as different modes of tourism promotion and coordination with private developers on commercial riverfront development (i.e., Pivot Point Yuma Project in partnership with Clark-Lankford, LLC). These activities serve to promote the overarching goal in the logic model to spur economic development through supporting historic preservation efforts to increase visitation, promote stewardship of the site, as well as further the revitalization of the area.

Economic Development Short-term outcomes:

Spur Economic Development

- Enhance community and economic development

These activities relate to short term outcomes that are in the category of enhancing community and economic development. **Through a variety of projects, the YCNHA Corporation has met its goals and objectives of being an impetus for economic development.**

Enhance community and economic development

Through a variety of efforts that are intertwined with the other YCNHA activity areas outlined above, the YCNHA Corporation has enhanced community appeal, economic development, and leveraged activity in the area. One example of this is coordinating with Clark-Lankford, LLC and other stakeholders on commercial development. This led to the development of a national hotel chain establishing a large complex on the river, the Hilton Garden Inn and Conference

Table 10. Economic Development

Year	Project	Source of Other Funds
2009	Hilton Garden Inn and Conference Center	City of Yuma, private investment by developer (Clark-Lankford, LLC)
2009-2013	Federal Court House	General Services Administration (use of ARRA Stimulus funds)
2010-present	Tourism promotion	Yuma Visitors Bureau
2007-2010	Pivot Point Plaza and Gateway Park which surround the Hilton Garden Inn and Conference Center	City of Yuma, Arizona Department of Transportation, Federal Highway Administration, Arizona Office of Tourism, State Heritage Fund, City of Yuma grant, Union Pacific Foundation, contributions by developer (Clark-Lankford, LLC)
2012-present	Brownsfields/rail yards	EPA
2009 - present	Effectuated lease to facilitate outdoor dining on Main Street	No Cost
2000-present	Community Outreach	National Park Service, City of Yuma

Center at Pivot Point, to complement the restoration around the river and downtown Yuma. Stakeholders also noted that the development efforts along the river have enhanced their recruitment of new employees who are concerned about quality-of-life opportunities in the area.

A case study has been done measuring the economic impact of the YCNHA (see *Economic and Community Impact of National Heritage Area Sites*), which is estimated at \$22.7 million annually.

3.2.7 Event Management

Event Management activities serve to revitalize the community, by building the capacity of local groups (i.e., Historical Society, parks, Quechan Tribe) while enhancing partnership and trust. In addition, these strategies and activities also serve to contribute to long-term outcomes such as ensuring the sustainability of projects and programs, and improving the quality of life for Yuma community residents. Specifically, efforts under event management include managing festivals on Main Street, providing support for Heritage Series Theater Shows, as well as managing City events such as the Centennial Celebration, and utilizing State Parks for events such as fundraisers, wedding receptions, and providing efforts to reserve parties.

Event Management Short-term outcomes:

Revitalize Community

- Build capacity of local groups (e.g., historical society, Quechan)
- Enhance partnership and trust

These activities relate to short term outcomes that are in the categories of building capacity of local groups and enhancing partnership and trust. **Through a variety of projects, the YCNHA Corporation has met its goals and objectives of event management.**

Build capacity of local groups; enhance partnership and trust

The YCNHA has made solid efforts through a variety of special events, including the Centennial Celebration, fundraisers, and festivals. YCNHA either sponsors or participates in many City events that are available to the community, such as the Centennial Celebration that occurred in April 2014 and celebrated the 100th anniversary of the City of Yuma being incorporated into Arizona State Law (April 7, 1914). A continuation of this celebration involved Yuma’s “Time Capsule” tradition on October 25, 2014 and was sponsored in part by the Yuma Sun in honor of the Centennial. In addition, several Main Street Festivals were sponsored by the YCNHA Corporation annually, until 2010 when it was transferred to the Yuma Visitors Bureau and ultimately to the City. Festivals included the Old Town Jubilee as well as the Yuma Lettuce Days and Crafts Festival both held every January on Main Street in Historic Downtown Yuma. The latter is a 3 day event that includes many different recreational activities such as a derby, live entertainment, and farm displays from the local community. More frequent events such as the Heritage Series Theater Shows are held at the Historic Yuma Theater.

Based on triangulating financial statements, stakeholder interviews, and documents, there is evidence that the YCNHA Corporation has helped

Table 11. Event Management

Year	Project	Source of Other Funds
2003-2010	Main Street Festivals	Sponsorships, vendor fees, City of Yuma
2003 - present	Heritage Series Theatre Shows	Ticket sales
2010-present	State Parks—wedding receptions, parties, fundraisers, etc.	Rental fees
2013-2014	City events—i.e., Centennial Celebration	City of Yuma, sponsorships, vendor fees, ticket sales

to build capacity of local groups. Examples include working with the Quechan on Sunrise Park or the Arizona Historical Society on the restoration of the adobes in the Brinley District. In addition, we learned that the YCNHA staff, and in particular the Executive Director, was critical in building trust and partnerships. Examples include: a) working to gain the trust and acceptance of the Quechan when other entities and agencies in the area did not, b) bringing together the City of Yuma and the Quechan to work on the Ocean-to-Ocean bridge when they have historically not worked together well, c) continuing to foster the strong relationship between the City of Yuma and the YCNHA, d) working with a range of partners to gather fundraising support on short notice to save the Territorial Prison from being closed, e) working with initially adversarial farming community that is now seen as an ally in sharing technical expertise on leveling for river development. In addition, through the use of special events, the YCNHA Corporation has continued developing ties amongst a variety of partners. For example, there is an annual Youth Cultural Festival on the East Wetlands that was a joint effort by the YCNHA Corporation and the Quechan who now operates the event independently.

3.3 Summary

The Evaluation determined that over the last 14 years, the YCNHA Corporation has addressed each of its legislated purposes through the federal resource provided. The YCNHA Corporation has worked with the NHA regional liaison and the other NPS entities. The YCNHA Corporation provides leadership and support through provision of collaboration, technical assistance, grant marketing, consultation, leadership in the community, and strategic planning. Successful outcomes have been documented in the seven activity areas of:

- Capital Construction
- Conservation, Restoration, and Preservation
- Operation and Management
- Marketing and Advertising
- Technical Assistance
- Economic Development
- Event Management

While successes were noted in each activity area, based on our intercept interviews with visitors in and around the NHA, there seemed to be shortcomings in brand recognition and awareness of all of the work being done by the YCNHA Corporation. In addition, we would need additional advertising media and marketing campaign information, which is not available, to make a better determination about the level of success in this area.

Section 4 – Public/Private Investments in YCNHA and their Impact

The legislation that created YCNHA required the following concerning federal NPS appropriations to YCNHA:

- (a) IN GENERAL.—There are authorized to be appropriated under this title not more than \$1,000,000 for any fiscal year. Not more than a total of \$10,000,000 may be appropriated for the Heritage Area under this title.
- (b) 50 PERCENT MATCH.—Federal funding provided under this title, after the designation of the Heritage Area, may not exceed 50 percent of the total cost of any activity carried out with any financial assistance or grant provided under this Act.

In this section of the document, we describe the public and private investments that support YCNHA activities, determine if the YCNHA Corporation meets legislative requirements with regard to additional investments required, and summarize the ways in which YCNHA Corporation makes use of heritage area investments.

4.1 Investments in NHA Activities

The financial investments that support YCNHA Corporation activities can be divided into the following categories:

- Federal NPS Funding – Funding provided to the YCNHA Corporation through NPS since 2000; and
- Matching Funds— Funds raised to meet the matching funds requirement including state, local government, foundation, non-profit, corporate sponsors, in-kind donations, private and other non-Federal match.

- Leveraged Funds – Additional funds raised to support heritage area activities including matching funds, other federal, state or local government, private or other funding.

The YCNHA Corporation’s audited financial statements indicate that between 2000 and 2013, in addition to estimates from 2000-2001, \$23.0 million in NPS and matching financial resources were directed to YCNHA-related activities. In addition, the YCNHA also managed \$21.1 million of resources that were directed through the City of Yuma, so did not show up on the YCNHA’s audited financial statements but were part of overall activities. Table 12 provides detail on the direct financial support for the YCNHA Corporation in the form of NPS Heritage Partnership Program funding and matching sources. Note that matching funds have to be non-Federal. Other Federal funding secured from other agencies and grant sources is considered leverage, not match. **The funding allowed the organization to implement activities that fulfilled the goals of the authorizing legislation and the Management Plan,** including: identifying and conserving Yuma’s cultural, historical, and geologic resources, assist partners in interpretation, interpret Yuma’s heritage resources, support and build upon existing interpretive efforts, attracting visitors and investments to enhance economic opportunities, and create a welcoming gateway to Yuma. The YCNHA Corporation was eligible to receive up to \$10 million in appropriations under its authorizing legislation (with a maximum of \$1 million a year). However, the YCNHA did not receive the maximum amount of funds within any year. Instead, the average amount received per year was approximately \$312,000 or just over 30% of the maximum appropriation per year. The overall total was \$4.1 million or just over 40% of the maximum total appropriation.

Table 12. Overview of Investments Received by Year

Year	NPS HPP only NHA Funds Received*	NPS HPP NHA Funds Expended	NPS HPP Funds Carried Over	Matching Funds	Total
2000	\$0	\$0	\$0	^\$386,000	^\$386,000
2001	\$0	\$0	\$0	^\$392,000	^\$392,000
2002	\$210,000	\$139,613	\$70,387	\$401,898	\$620,898
2003	\$209,000	\$141,606	\$67,394	\$771,568	\$980,568
2004	\$207,990	\$304,123	-\$96,133	\$737,327	\$945,317
2005	\$250,540	\$237,812	\$12,728	\$841,648	\$1,092,188
2006	\$293,990	\$182,092	\$111,898	\$994,001	\$1,287,991
2007	\$421,217	\$486,518	-\$65,301	\$2,613,353	\$3,034,570
2008	\$454,458	\$418,601	\$35,857	\$1,661,790	\$2,116,248
2009	\$267,896	\$238,480	\$29,416	\$1,610,915	\$1,878,811
2010	\$505,803	\$493,241	\$12,562	\$1,954,543	\$2,460,346
2011	\$157,622 [#]	\$146,839	\$10,783	\$1,463,855	\$1,621,477
2012	\$508,184	\$548,129	-\$39,945	\$1,904,355	\$2,412,539
2013	\$231,974	\$231,974	\$0	\$1,348,283	\$1,580,257
2014	\$338,561	\$338,560	\$1	\$1,876,163	\$2,214,724
Subtotal	\$4,057,235	\$3,907,588	\$149,647	\$18,957,699	\$23,023,934
Additional Resources Managed					\$21,124,000
Grand total					\$44,147,934

* HPP = Heritage Partnership Program funding. This is to denote the Heritage Area specific NPS funds as opposed to non-Heritage Area NPS funds (the YCNHA received additional grants from NPS).

^ Estimate derived from 2002 (first year with audited records) and reducing that amount by \$6000 each year to account for yearly pay raises.

= Additional funding was received but delayed due to the Continuing Resolution (those funds not included in the table).

Note: "Additional Resources Managed" refers to funds that were directed through the City of Yuma but managed by YCNHA and represent federal, state, and private sources.

As Table 13 shows, there are investments from numerous sources and not all reflected in Table 12 which is limited to non-Federal matching funds. Since its authorization in 2000, the YCNHA Corporation has received \$4,057,235 from NPS under the Heritage Partnership Program while also receiving \$18,957,699 in matching and leveraged funds (and an additional \$7,145,690 in Federal funds that are not counted as match but can be counted as leverage). Note that 2011 saw additional funds that were delayed due to the Continuing Resolution and are not included in these totals. The total funds are composed of \$7.1 million in non-NPS federal sources, \$7.1 million in matching in-kind funds from the City of Yuma, and the remainder coming from a variety of sources including non-federal grants (e.g., Arizona Water Protection Funds), private donations and contributions (e.g., Mormon Battalion Statue and Union Pacific Railroad Depot), admissions

and gift sales (e.g., Territorial Prison and Quartermaster Depot gift shops), special events (e.g., Yuma Lettuce Days or weddings at the Quartermaster Depot), festivals (e.g., Old Town Jubilee), investments, rental income, and interest earned. The in-kind match from the City of Yuma is in the form of salaries for YCNHA Corporation staff, estimated annual cost for the use of the Heritage Center building (or space in the old City Hall in the beginning years), and estimated cost of services by the Parks and Recreation Department.

There are several events to note in the revenue streams detailed in Table 13. For example, there was a large private donation totaling \$427,748 in 2007 which was the result of two parcels of land being donated. Union Pacific Railroad donated the SP Freight Depot and a private owner donated the "Stan's U-Save" lot. Also, beginning in 2011 there is a large increase (almost 100%) in revenue from Admissions, Special Events, and Festivals. This is the

Table 13. NPS Total Matching and Leveraged Funds by Year

Year	Federal (NPS HPP)*	Grants (non-Federal)	City Match+	Private Donations	Special Events, Festivals	Interest, Invest, Rental	All other revenue	Other Federal Funds	Total
2000	\$0	\$0	^\$386,000	\$0	\$0	\$0	\$0	\$0	^\$386,000
2001	\$0	\$0	^\$392,000	\$0	\$0	\$0	\$0	\$0	^\$392,000
2002	\$210,000	\$0	\$398,000	\$3,200	\$0	\$698	\$0	\$0	\$611,898
2003	\$209,000	\$0	\$453,801	\$21,248	\$255,183	\$41,336	\$0	\$0	\$980,568
2004	\$207,990	\$16,270	\$464,108	\$18,013	\$193,622	\$45,314	\$0	\$0	\$945,317
2005	\$250,540	\$4,730	\$491,490	\$61,515	\$233,565	\$50,348	\$0	\$84,320	\$1,176,508
2006	\$293,990	\$188,952	\$515,719	\$12,850	\$214,216	\$50,255	\$12,009	\$130,481	\$1,418,472
2007	\$421,217	\$1,345,446	\$581,085	\$427,748	\$246,613	\$1,500	\$10,961	\$94,617	\$3,129,187
2008	\$454,458	\$757,675	\$606,976	\$12,250	\$224,734	\$60,155	\$0	\$649,067	\$2,765,315
2009	\$267,896	\$795,035	\$531,195	\$6,425	\$231,050	\$47,210	\$0	\$1,564,393	\$3,443,204
2010	\$505,803	\$280,747	\$551,327	\$31,375	\$393,614	\$697,480	\$0	\$1,501,748	\$3,962,094
2011	\$157,622#	\$262,260	\$465,735	\$0	\$727,936	\$7,924	\$0	\$1,000,079	\$2,621,556
2012	\$508,184	\$650,155	\$430,902	\$0	\$736,457	\$86,841	\$0	\$872,658	\$3,285,197
2013	\$231,974	\$92,980	\$393,156	\$0	\$763,017	\$99,130	\$0	\$722,624	\$2,302,881
2014	\$338,561	\$440,270	\$457,896	\$0	\$888,548	\$89,449	\$0	\$525,703	\$2,740,427
Subtotal	\$4,057,235	\$4,834,520	\$7,119,390	\$594,624	\$5,108,555	\$1,277,640	\$22,970	\$7,145,690	\$30,160,624
Additional Resources Managed									\$21,124,000
Grand total									\$51,284,624

* HPP = Heritage Partnership Program funding. This is to denote the Heritage Area specific NPS funds as opposed to non-Heritage Area NPS funds (the YCNHA received additional grants from NPS).

^ Estimate derived from 2002 (first year with audited records) and reducing annually by \$6000 for pay raises.

= Additional funding was received but delayed due to the Continuing Resolution (those funds not included in the table).

Note: "Additional Resources Managed" in the above table refers to funds that were directed through the City of Yuma but managed by the YCNHA and represent a variety of sources, including federal, state, and private.

result of the YCNHA taking over management of the Territorial Prison and Quartermaster Depot.

Leveraged funds totaled \$22,046,154 from 2000-2014 (Table 13). This amount represents funding and revenue from a variety of sources, including in-kind city donations (this covers the original match requirement), revenue from managing the two State Parks, grants, and private donations. In addition, the YCNHA also managed \$21,124,000 of resources that were directed through the City of Yuma, so did not show up on the YCNHA's audited financial statements but were part of overall activities. Examples of these sources are given and discussed in more detail above. We see a consistent amount of leveraged funds after the first few years of operation, especially after 2007. The drastic increase in leveraged funds in 2007 is indicative of the large grants given from the Bureau of Reclamation and other sources for Capital Construction related projects such as the continued development of the Yuma West Wetlands

and restoration projects in the Yuma East Wetlands. We also see a higher level of leveraged funds in 2009 and 2010, which coincided with a variety of Federal Highway Administration grants related to the ARRA Stimulus program and for wayfinding and trail systems development.

By Congressional mandate noted above, the YCNHA must not have its NPS contribution exceed 50% of total expenditures. The expectation is that the YCNHA Corporation will leverage its federal assistance funds to secure additional funding that supports its mission. Table 14 (below) presents the federal NPS funds (via the Heritage Partnership Program only), the non-NPS HPP funds received by the YCNHA, and the match ratio by year. The table shows that **YCNHA has met its match requirements, with the match ratio for each year as well as the average ratio being much less than .50 of the expended funds.** For example, the year 2011 saw NPS and non NPS matched funds drop to a match ratio of just

Table 14. NPS and Matched Funds by Year

Year	NPS HPP Only Funds Received*	Matched Non-NPS HPP Funds*	Total	Match Ratio
2000	\$0	^\$386,000	^\$386,000	0
2001	\$0	^\$392,000	^\$392,000	0
2002	\$210,000	\$401,898	\$611,898	0.343194
2003	\$209,000	\$771,568	\$980,568	0.213142
2004	\$207,990	\$737,327	\$945,317	0.220021
2005	\$250,540	\$841,648	\$1,092,188	0.229393
2006	\$293,990	\$994,001	\$1,287,991	0.228255
2007	\$421,217	\$2,613,353	\$3,034,570	0.138806
2008	\$454,458	\$1,661,790	\$2,116,248	0.214747
2009	\$267,896	\$1,610,915	\$1,878,811	0.142588
2010	\$505,803	\$1,954,543	\$2,460,346	0.205582
2011	\$157,622 [#]	\$1,463,855	\$1,621,477	0.097209
2012	\$508,184	\$1,904,355	\$2,412,539	0.210643
2013	\$231,974	\$1,348,283	\$1,580,257	0.146795
2014	\$338,561	\$1,876,163	\$2,214,724	0.152868
Subtotal	\$4,057,235	\$18,957,699	\$23,014,934	0.182455

* HPP = Heritage Partnership Program

^ Estimate derived from 2002 (first year with audited records) and reducing that amount by \$6000 each year to account for yearly pay raises.

= Additional funding was received but delayed due to the Continuing Resolution (those funds not included in the table).

beneath 10%, where NPS funds received for that year represent only 10% of total funds, and non NPS matched funds represent the remaining 90% of that total. That year saw a strong increase in matching funds as the result of taking over management of the State Parks, specifically taking over the Yuma Territorial Prison and Quartermaster Depot. This demonstrates a strong record of finding alternative sources of revenue such as admissions, gifts sales, and special events at the Territorial Prison and Quartermaster Depot beyond what is required by the Congressional mandate. It is also a theme we heard throughout interviews with staff and board members about the ability of the YCNHA to leverage very effectively.

From 2000-2014, the YCNHA raised just over \$4 million in NPS Heritage Protection Fund revenue, \$7.1 million in other federal revenue, \$4.8 million in grants, \$7.1 million in City of Yuma funds that are in-kind matches for salary and facilities, and even \$5 million in funds from special events, admissions, and festivals and \$1.3 million in investments, interest, and rental income. The remaining matching funds came from a variety

of sources (e.g., Arizona Water Protection Funds, donations such as the Union Pacific Freight Depot) and are mentioned above. It should be noted that although the matching criteria are met for 2002, this was a result of an in-kind match from the City of Yuma for salaries and use of the Heritage Center building for YCNHA offices. All other years with data yielded more than a successful match based on cash revenue as well as in-kind matching.

4.2 Use of Financial Resources

The YCNHA Corporation uses funding provided by the NPS to support operational expenses including salary and administration funds, as well as programmatic activities. Since 2000, of the \$23 million total dollars available to the YCNHA Corporation, 18 percent or \$4.1 million were direct from NPS federally allocated Heritage Partnership Program funds and 82 percent or \$19 million, were non-federal funds and external matching contributions. In addition, the YCNHA also managed \$21.1 million in resources that are not officially on the audited financial statements because the money flowed through the City of Yuma.

Table 16. YCNHA Operational and Program Expenses by Year

Year	Operational Expenses	Program Expenses	Total
2000	\$0	\$0	\$0
2001	\$0	\$0	\$0
2002	\$410,527	\$127,085	\$537,612
2003	\$601,583	\$221,319	\$822,902
2004	\$558,676	\$415,480	\$974,156
2005	\$595,910	\$444,340	\$1,040,250
2006	\$597,642	\$456,144	\$1,053,786
2007	\$812,460	\$1,471,207	\$2,283,667
2008	\$906,365	\$1,817,664	\$2,724,029
2009	\$828,297	\$2,630,045	\$3,458,342
2010	\$872,430	\$2,721,379	\$3,593,809
2011	\$698,870	\$1,913,746	\$2,612,616
2012	\$713,137	\$2,072,501	\$2,785,638
2013	\$632,637	\$1,562,742	\$2,195,379
2014	\$616,904	\$2,094,106	\$2,711,010
Subtotal	\$8,845,438	\$17,947,758	\$26,793,196
Additional resources managed		\$21,124,000	\$21,124,000
Grand total	\$8,845,438	\$39,071,758	\$47,917,196

Table Source: audited financial statements. Note: “Additional Resources Managed” refers to funds that were directed through the City of Yuma but managed by the YCNHA and represent a variety of sources, including federal, state, and private. These were not included in the audited financial statements.

Programmatic and Operational Expenditures

The YCNHA Corporation’s expenditures per year are displayed in Table 16. Operational expenses include employee related expenses, administrative expenses, outside services, insurance, project management and construction, repair and maintenance, advertising and promotion, utilities, salaries (provided in-kind), rent (in-kind), and depreciation. Operational expenses of the YCNHA Corporation ranged from \$410,527 in 2002 to a high of \$906,365 in 2008. The higher amounts are related to increased project management activity around initiatives such as the Yuma East Wetlands and West Wetlands development. Most years were between \$550,000 and \$800,000. In total, the YCNHA Corporation has spent approximately \$8.8 million in operational expenses.

Programmatic expenses are those resources dedicated to YCNHA activities, such as capital construction, conservation/restoration/preservation, marketing and advertising, technical assistance, economic

development, and event management. Program expenses throughout the years have fluctuated, reaching their lowest (disregarding the initial funding years) in 2002 and 2003 with \$127,085 and \$221,319, respectively. In 2004, restoration activities began in the Yuma East Wetlands which increased programmatic spending dramatically. In contrast, the highest programmatic expense years were 2009 and 2010 with approximately \$2.6 million and \$2.7 million, respectively. Those years saw increased programmatic spending due to the development of Pivot Point Plaza as well as an influx of ARRA Stimulus money for wayfinding and West Wetlands enhancements. Table 16 shows the direct total spent on programmatic expenses (NPS and matched funds) as \$17,947,758. In addition, another \$21,124,000 was spent as part of the oversight role that YCNHA had for projects done in conjunction with the City of Yuma. The overall total of programmatic expenses (including the indirectly funded resources that were managed for the City of Yuma) comes to \$39,071,758. In total, the programmatic (including the additional resources

Table 17. YCNHA Program Expenses by Activity and Year

Year	Capital Construction	Conservation, Restoration, Preservation	Operate and Manage	Marketing and Advertising	Technical Assistance	Economic Dev	Event Mgmt	Total
2000	\$0	\$0	\$0	\$0	\$0	\$115,800	\$0	\$115,800
2001	\$0	\$0	\$0	\$0	\$0	\$117,600	\$0	\$117,600
2002	\$127,085	\$0	\$0	\$0	\$0	\$119,400	\$0	\$246,485
2003	\$47,749	\$30,380	\$23,130	\$28,939	\$0	\$136,140	\$91,121	\$357,459
2004	\$127,319	\$31,641	\$79,375	\$50,437	\$0	\$139,232	\$126,708	\$554,712
2005	\$95,257	\$36,905	\$58,980	\$59,869	\$0	\$147,447	\$137,377	\$535,835
2006	\$120,431	\$108,366	\$37,776	\$42,854	\$0	\$154,715	\$108,511	\$572,653
2007	\$1,169,596	\$78,659	\$28,101	\$53,968	\$0	\$174,325	\$111,423	\$1,616,072
2008	\$1,319,376	\$263,791	\$33,734	\$41,684	\$0	\$182,092	\$128,896	\$1,969,573
2009	\$2,283,664	\$151,268	\$30,809	\$36,840	\$0	\$159,358	\$102,218	\$2,764,157
2010	\$1,750,995	\$245,046	\$404,910	\$104,070	\$82,699	\$27,566	\$133,436	\$2,748,722
2011	\$1,046,518	\$141,039	\$453,091	\$86,373	\$69,860	\$23,287	\$0	\$1,820,168
2012	\$397,389	\$1,143,996	\$468,885	\$26,970	\$64,635	\$21,545	\$0	\$2,123,420
2013	\$370,571	\$581,101	\$527,553	\$44,046	\$58,973	\$19,657	\$0	\$1,601,901
2014	\$366,692	\$551,509	\$870,493	\$155,449	\$68,684	\$22,895	\$0	\$2,035,722
Subtotal	\$9,222,642	\$3,363,701	\$3,016,837	\$731,499	\$344,851	\$1,561,059	\$939,690	\$19,180,279
Additional Resources Managed	\$11,550,000	\$8,974,000			\$600,000			\$21,124,000
Grand total	\$20,772,642	\$12,337,701	\$3,016,837	\$731,499	\$944,851	\$1,561,059	\$939,690	\$40,304,279

Table source: financial documents not included in audit. Note: “Additional Resources Managed” refers to funds that were directed through the City of Yuma but managed by the YCNHA and represent a variety of sources, including federal, state, and private. These were not included in the audited financial statements.

managed for the City of Yuma) and operational expenses spent sum to approximately \$48 million.

Tables 16 and 17, and Figures 1 and 2 provide details of the programmatic expenditures by strategy/activity area for 2000-2014 based on YCNHA Corporation’s audited financial statements as well as from narrative summaries of additional funding that was not included in the financial statements but that the YCNHA oversaw. Please note that in 2002 the financial statements were not separated out by program activity, but the entry of “design consultation” was consistent with the same label being used on other financial statements to denote new capital construction (and from the date may be indicative of work done in the Yuma West Wetlands). Consequently, that year only shows activity in that program area. Figure 1 shows that the largest expenditures occurred in the area of Capital Construction (51.5%). Investments in this area were much greater than other areas for most years. This was

during a period of expansion work in the East Wetlands, Gateway Park, and the West Wetlands (see Section 3 for details about all of the types of activities done in these areas). Some of the activities financed and performed during the time included developing a multi-use trail in the West Wetlands, creation of a wayfinding system, and continued restoration efforts in East Wetlands. In 2011, we see a shift in spending to Conservation, Restoration, Preservation and Operate and Manage categories, coinciding with taking over the Yuma Territorial Prison and Quartermaster Depot. These locations drastically increased the Operate and Manage expenditure needs (almost 10 fold in some years). The expenditure increases were due to a larger amount of staff needed to manage these locations (see the Organization Chart in Section 5 below), including the gift shop and educational programming. After Capital Construction, the remaining areas in order of expenditures were: a) Conservation, Restoration, and Preservation (30.6%), Operate and Manage (7.5%), Economic Development

(3.9%), Technical Assistance (2.3%), Events Management (2.3%), and Marketing and Advertising (1.8%). Details of these categories are provided in Section 3. Note that the Technical Assistance and Economic Development categories were derived based on estimates provided by YCNHA on time spent from staff on those activities. Also, some of these activities can be subsumed within the other categories without financial expenditures (e.g., tourism promotion can be accomplished through continued development activities in the East Wetlands and operational activities at the State Parks). Also, note that there are no festival activity numbers which were separated out for Event Management after 2010 in the audited financials. Table 18 presents YCNHA Corporation’s total program expenditures across years by specific program activity. The amount spent from 2000-2014 on programmatic activities, including amounts managed for the City of Yuma, is approximately \$40 million.

Table 18. YCNHA Corporation Programmatic Spending by Activity, Total 2000-2014

Activity	*Dollar Total	Percentage
Capital Construction	\$20,772,642	51.5%
Conservation, Restoration, Preservation	\$12,337,701	30.6%
Operate and Manage	\$3,016,837	7.5%
Marketing/Advertising	\$731,499	1.8%
Technical Assistance	\$944,851	2.3%
Economic Development	\$1,561,059	3.9%
Event Management	\$939,690	2.3%
Total	\$40,304,279	100%

* Includes \$21.1 million that were not part of the audited financial statements but are resources that were overseen by the YCNHA as part of their role with the City of Yuma.

Figure 1. YCNHA Corporation Expenditures by Program Type, Total 2000-2014

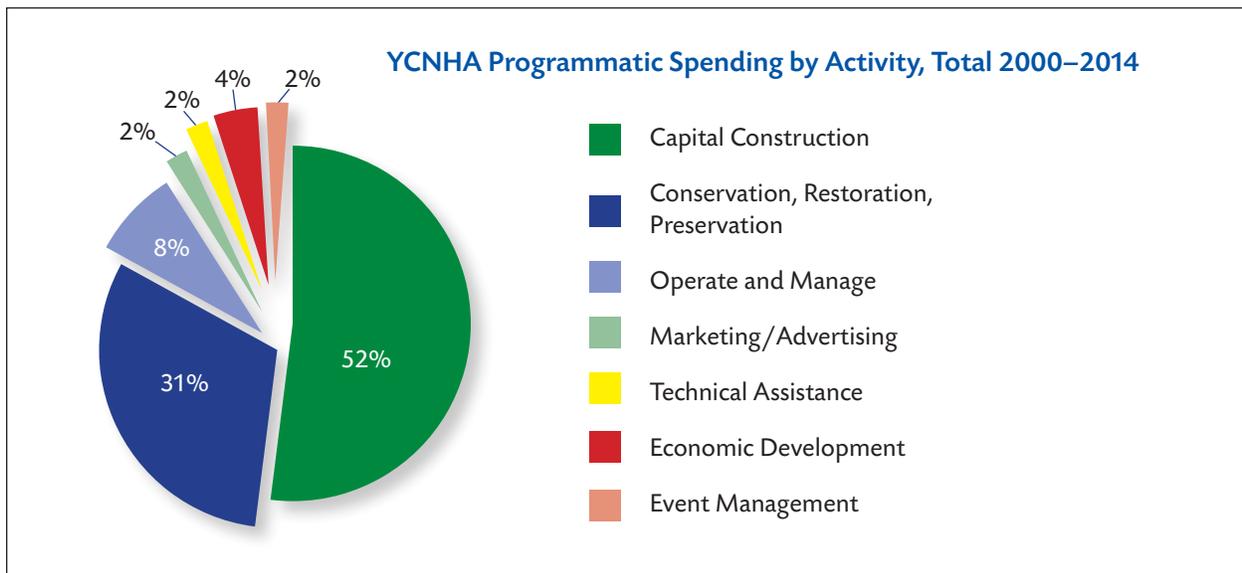
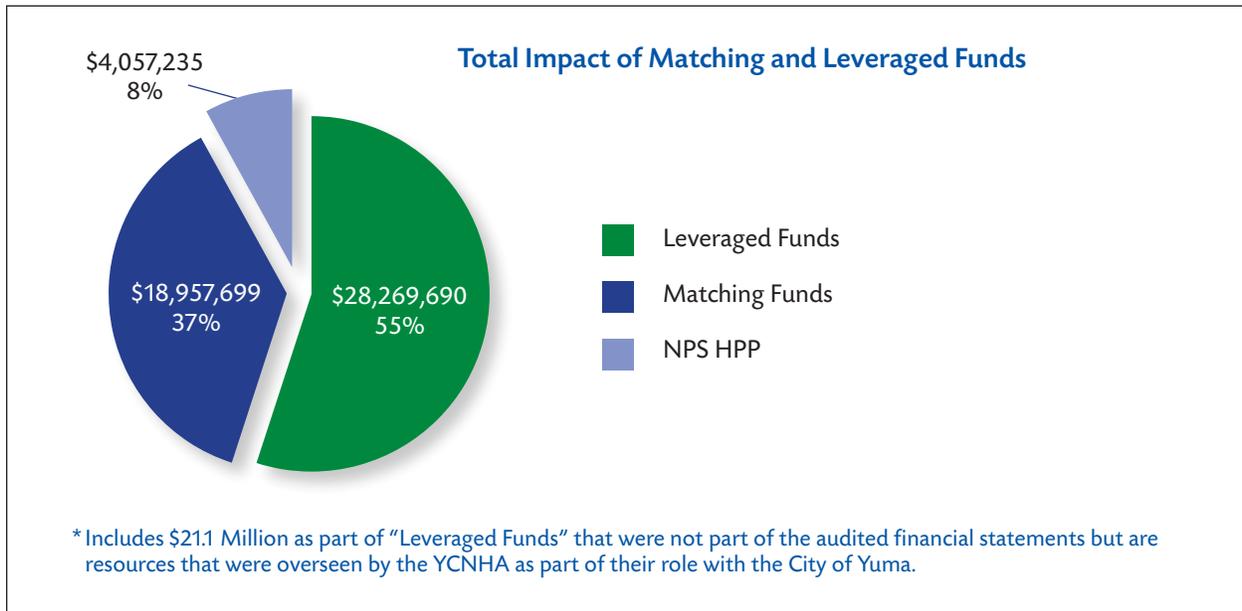


Figure 2. YCNHA Impact of Matching and Leveraged Funds, Total 2000-2014



4.3 Impact of Investments

The evaluation assessed the investments made to the YCNHA Corporation and found that they generally aligned with the core mission and goals.

In most areas, expenditures were in keeping with the core areas of Capital Construction, Operate and Manage, Conservation/Restoration/Preservation, and Events Management throughout the period. As noted above, the categories of Technical Assistance and Economic Development did not see direct expenditures but are more intertwined with the

other core areas and would benefit indirectly from expenditures in those (e.g., tourism promotion as part of Economic Development would be directly impacted by Capital Construction). YCNHA Corporation has a strong record that successfully indicates NPS contributions not having exceeded 50% of total expenditures for all years, as shown in the financial tables. In addition, the YCNHA Corporation has a long record of leveraging NPS funds to bring in additional contributions from a variety of federal and non-federal sources.

Section 5 – NHA Sustainability

5.1 Defining Sustainability

The third question guiding the evaluation, derived from legislation (P.L. 110-229) asks “How do the coordinating entity’s management structure, partnership relationships and current funding contribute to the NHA’s sustainability?” To guide the assessment of sustainability, we have adopted the definition developed by NPS, with the assistance of stakeholders from a number of National Heritage Areas. Sustainability for an NHA is as follows:

“...the National Heritage Area coordinating entity’s continuing ability to work collaboratively and reciprocally with federal, state, community, and private partners through changing circumstances to meet its mission for resource conservation and stewardship, interpretation, education, recreation and economic development of nationally significant resources.” Critical components of sustainability for an NHA include, but are not limited to:

- The coordinating entity and NPS honoring the legislative mandate of the NHA;
- The coordinating entity’s management capacity, including governance, adaptive management (such as strategic planning), staffing, and operations;
- Partnerships with diverse community stakeholders, including the heritage area serving as a hub, catalyst, and/or coordinating entity for on-going capacity building; communication; and collaboration among local entities;
- Financial planning and preparedness including the ongoing ability to leverage resources in support of the local network of partners;
- Program and project stewardship where the combined investment results in the improved economic value and ultimately long-term quality of life of that region; and
- Outreach and marketing to engage a full and diverse range of audiences.

In the following sections, we address each of these components, drawing on the data provided in previous sections.

5.2 Honoring the Legislative Mandate of the NHA

As stated in the legislation, the purpose of the YCNHA is to:

- Foster close working relationship among all levels of government, the private sector, and the local communities in the region, and enable the communities to conserve their heritage while continuing to pursue economic opportunities; and
- Conserve, interpret, and develop the historical, cultural, natural, and recreational resources related to the industrial and cultural heritage of Yuma.

5.3 YCNHA Corporation’s Management Capacity

5.3.1 Governance, Leadership, and Oversight

Board Members

According to the Yuma Crossing National Heritage Area Act of 2000, (Public Law 106-110 by the 106th Congress) the management entity for this Heritage Area is the YCNHA Board of Directors that reflects a broad cross-section of the individuals, agencies, organizations, and governments that have been involved in the initial planning and development of the Heritage Area before the enactment. The Board evolved from the Riverfront Task Force which has met regularly since 1998. The management action plan documents that the Board is to consist of eleven members, seven to comprise an Executive Committee that acts as the primary vehicle for operation and policy of the Heritage Area Corporation. Membership is prescribed as including:

1. A citizen of the Yuma community nominated by the Board and elected as chairperson.
2. A Designee selected to represent the Arizona Historical Society and the Yuma County Historical Society. (Three nominees are submitted jointly by the historical societies and the Board selects one.)
3. A Designee of the Yuma business community who shall represent the Yuma County Chamber of Commerce and the Greater Yuma Economic Development Council. (Three nominees are submitted jointly and the Board selects one.)
4. Citizen appointed by the Yuma City Council.
5. Citizen appointed by the Yuma City Council.
6. A citizen of the Yuma community, nominated by Board nominating committee.
7. A citizen of the Yuma community.
8. Governor of the State of AZ (or his/her designee).
9. Designee of the Yuma county Board of Supervisors.
10. Mayor of the City of Yuma.
11. Secretary of the U.S. Department of the Interior, or designee being a staff of the NPS.

YCNHA laws stipulate nominations and elections for board members on a rotating year basis at the Annual Board Meeting. Initially, the board had 3 year term limits, with a limit of 2 terms; in 2009-2010, board positions were modified to have a limit of 3 terms. The Executive Committee meets monthly, and there are quarterly full board meetings a year.

Currently, the Board of Directors is chaired by the position representing the Arizona Historical Society, and has members representing the Quechan, the farming community, and the rest of the prescribed membership list above (with three seats up for re-election). The Board meets monthly and covers a variety of issues, both general and specific. For example, meetings in 2014 usually consisted of updates on the Territorial Prison and Quartermaster Depot (sometimes including sales metrics, special event information, or other strategies for continuing management), updates about East Wetlands or other continued restoration efforts,

discussion of large donations such as land that can be used for future development, ratification of bid awards for projects, discussions of a cooperative management agreement with the City or other partner-related documents, and updates on grant applications and reauthorization process.

During interviews it was mentioned that the board members not only act as representatives of their different interests or constituencies, but also as ambassadors to their communities. One interviewee said that based, on his experience, boards in many places will often consist of a group of like-minded friends. But, the YCNHA board is different and was developed to bring together a wide range of sometimes competing interests—several interviewees mentioned the board diversity as a strength. For example, the farming community was initially adversarial or distrustful towards the YCNHA due to issues with government and land rights, yet a point was made by the YCNHA Corporation to include someone on the board who is a member of the farming community. In addition, it was noted that the board is the only venue in the area where all of the disparate entities have representatives in one place (e.g., the Quechan Tribe, the City of Yuma, the farming community) so it has also become a vehicle for larger interactions that are positive for the entire Yuma community. The board approves all contracts, work plans, prioritizes list of things to get done, etc.

It was mentioned that the board has been carefully cultivated over the years. We also were given positive assessments of the board composition, leadership, operations, and vision by every person interviewed who either served on the board or had experiences with the board. The only concerns expressed during interviews were about succession planning for when the current and only Executive Director of the YCNHA retires and the need for developing new board members over the years. It was noted in Board meeting minutes that the Executive Director has performed excellently and that a Deputy Director position will be secured in 2015.

Table 19. Board Committees/Task Forces Structure

Committee/ Task Force	Responsibility
Heritage Area Task Force Executive Committee	Lead the Board of the YCNHA acting as primary vehicle for operation and policy. Ensure mission of the YCNHA is carried out.
Executive Director	Report to Executive Committee & manage YCNHA and its activities. Administrative responsibilities for several staff

5.3.2. Staffing and Operations

Currently, YCNHA staff consists of: 1) City of Yuma employees—Executive Director, Executive Assistant, Senior Planner, Special Event Coordinator (split with YCNHA Corporation), and an Interpretive Park Ranger, and 2) YCNHA Corporation employees—Director of Operations & Finance, Archaeologist/Curator, A/P Bookkeeping, A/R Bookkeeping, Custodian, Prison Manager, Guest Services Representatives (4), Seasonal Guest Services Representatives (2), Administrative Assistant/Guest Services Representative. Note that several staff are technically City of Yuma employees (e.g., the Executive Director, Executive Assistant, Senior Planner, Special Event Coordinator, and Interpretive Park Ranger) and some staff are split between the City and YCNHA (Special Event Coordinator). This indicates the close working relationship the YCNHA and City have maintained over the years. This also provides stability and sustainability.

The Executive Director manages the staff, has overall responsibility for the direction and planning of projects, and is responsible for interacting with the Board. The Executive Director is responsible for overall management. The Director of Operations and Finance oversees daily operations and staffing at venues that are managed by the YCNHA (e.g., state parks) as well as tracking finances. The Executive Assistant assists with grant writing, keeps Board meeting minutes, sends progress reports to NPS, and keeps track of records for different projects. The Director of Operations and Finance and the Executive

Assistant will often work closely on numerous tasks from the logistical end as well as the operational end (e.g., grant writing, site operations and accounting).

Based on staff interviews and discussions with board members, the YCNHA staff has a good working relationship with the Board. Some staff (e.g., Executive Assistant who also serves as the Board Liaison and the Director of Operations & Finance) are regularly present at the board meetings and have a direct line of communication to the board through the Executive Director.

5.3.3 Strategic Planning and Adaptive Management

YCNHA's involvement in strategic planning includes the Board of Directors in conjunction with the City of Yuma and Arizona State Parks, as well as the Quechan Indian Tribe and the NPS. Based on documentation recounting the recent history of development in Yuma, the City of Yuma has recognized the importance of strategic planning for growth that eventually led to the formation of the YCNHA.

We did not encounter a specific strategic plan or discussion of formal strategic planning separate from the original management plan, but our impression is that the YCNHA operates as an adaptive business constantly looking for growth and partnership collaboration opportunities. For example, when the recession hit and the state was contemplating closing the Yuma Territorial Prison and Quartermaster Depot, the YCNHA worked with the community to raise the funds necessary to assume its operation. Another example very early on in the history of the YCNHA Corporation was concerns brought by the farming community about how the City was using the NHA designation to affect property use. Based on interviews with stakeholders (including the person who led the opposition), the YCNHA Corporation worked with farming groups to clarify the language of the federal designation. The YCNHA also successfully included the farming community in the Board.

Shortly before our site visit, the Wolfe Playground in the West Wetlands was burned down by vandals.

The YCNHA Corporation and Board worked with the community to develop a strategy for raising funds to rebuild the structure. In addition, the Executive Director has been very effective in finding a range of ventures to partner with other organizations and find matching funds to succeed, even during tight budgetary times. For example, the YCNHA was able to keep the Pivot Point and multi-use trail projects going through finding new support from stimulus (ARRA) funds even though funding was cut during the recession and it seemed the projects may not weather the storm.

5.3.4 Monitoring and Record Keeping

From 2000 – 2002, the Heritage Area task force and management team relied exclusively on City of Yuma funds and record keeping. The YCNHA Corporation was established in 2002. Careful documentation of YCNHA Board of Director meetings with the City of Yuma staff as well as revenue and expenditures have been recorded. These documents indicate meeting minutes that include lists of staff that are present, board members present, as well as who else is absent grouped in the same accordance (staff absent and board members absent). In addition, they describe in detail reasons for meeting, presented with who has stated what on the agenda. In addition, financial records include statement of activities, revenues and expenses, notes that provide additional detail, federal expenditures, tax statements, and a narrative summary of major efforts. **These modes of monitoring and record keeping demonstrate a capacity for overseeing operations and as an indicator of sustainability.**

5.4 Partnerships

YCNHA has a long history of partnerships, both formal and informal, with government agencies, non-profits, economic and community development organizations, educational and cultural groups, and other public and private sector entities. In Section 2, we provide detailed lists of the partnerships that are central to the operation of the YCNHA (also see Appendix 7). Partners look to YCNHA as a hub for several resources. The strongest partnership is with the City of Yuma. As

noted above and in other sections, the City of Yuma staff and the YCNHA staff work as a cohesive whole to manage the YCNHA (and staff members occasionally switch employers or have joint positions between the two). The City provides in-kind resources in the form of salaries and building value to meet the matching requirements. YCNHA manages the Yuma East Wetlands on behalf of its partners including the City. The YCNHA Corporation is housed in the Heritage Center building (formerly the old City Hall) which is city-owned (but YCNHA managed). During our visit, we noted how integrated the staff are and had to regularly ask whether a particular staff member was from the City or the YCNHA.

According to partner interviews, YCNHA is the only NHA that partners so extensively with a tribe (Quechan), a partnership that was difficult to establish. The Quechan and City did not have a relationship, and there was even distrust. From our staff and stakeholder interviews, it was noted that the Executive Director was very persistent and patient over months just to establish initial contact with the Quechan tribe to discuss working together on reopening the Ocean-to-Ocean Bridge. After working together on the Bridge, the NHA and the Quechan have worked together on other endeavors, including the East Wetlands as well as Sunrise Park.

Similarly, the farming community has become a consistent partner. From stakeholder interviews and documentation, we learned that there was initially misunderstanding and some distrust between the farming community and the NHA due to the land rights and designation. Through continued efforts of the YCNHA, the dispute was overcome and a relationship was established. Now the farming community has a seat on the Board and actively participates in endeavors with the YCNHA Corporation. For example, during restoration of the East Wetlands, the farming community lent its expertise in irrigation, laser leveling techniques, and other experience cultivating vegetation.

In addition, as of 2014, YCNHA has been able to establish a working relationship with the Bureau of

Reclamation among other partners to cement long-term maintenance funding for the Yuma East Wetlands. In partnering with the Bureau of Reclamation’s Multi-Species Conservation Program (MSCP), Bureau of Reclamation, Quechan Indian Tribe, City of Yuma, and Arizona Game and Fish Commission, the implementation of the long-term maintenance program was enabled. Also, partnership ties have been demonstrated through efforts of YCNHA staff, volunteers and community donors, enabling and allowing the Yuma Territorial Prison State Historic Park and Quartermaster Depot (which includes a Visitor’s Center for the area) to operate self-sufficiently.

The YCNHA Corporation has worked with the Arizona Historical Society since 2010, which also has a seat on the Board. Recent cooperative efforts include the renovation of the Molina Block buildings as well as the Sanguinetti House. The YCNHA Corporation has designated NPS funds for these endeavors and in keeping with the Master Plan according to recent Board Meeting minutes.

5.5 Financial Sustainability, the Importance of NPS Funds, and the Importance of NHA Designation

5.5.1 YCNHA Corporation Need for Financial Resources

The YCNHA Corporation is supported both through city in-kind funds and funds provided through NPS (as shown in Section 4). If NPS funds were not available, it is possible that the YCNHA or the functions it provides would remain, but at a smaller scale and with less independence. Several interviewees noted the value of YCNHA being a nonprofit and functionally independent from the city. Its ability to establish an enduring relationship with the Quechan, for example, was specifically noted as possible only because the organization was viewed as separate.

5.5.2 YCNHA Need for Financial Resources

In numerous interviews we heard comments about the consequences to the YCNHA if NPS funding for the YCNHA was sunsetted. The amount of funding is not as critical as the role that the funding plays. The YCNHA uses NPS funds to get buy-in and matching from other entities that would otherwise be less willing to put up funding alone (e.g., City of Yuma and Quechan). Eliminating NPS funding would hamper the YCNHA Corporation’s ability to have flexible funds to leverage other funds, as well as be in a leadership position to get others to also provide funding or take up a cause. The East Wetlands was an activity area that was noted as being particularly susceptible to loss of matching funds if there was no NPS funding. See Table 20 below. In addition, the management and operations of the Yuma Territorial Prison and Quartermaster Depot would be negatively impacted due to it being run almost completely by YCNHA Corporation staff, which could possibly lead to the closure of these important community and national landmarks.

Information collected through interviews and documentation shows that the YCNHA provided redevelopment support for the riverfront project. Without these riverfront redevelopment improvements, the Pivot Point Conference Center and Hotel would have been difficult to attract. Had it not been for YCNHA’s ability to leverage other funds (including the City of Yuma), the Yuma Quartermaster Depot and the Yuma Territorial Prison may have closed. YCNHA has served as a facilitator for entitlements that are necessary to put in place for development work that is required. Additionally, having the ability to secure grant funding, the YCNHA Corporation plays a significant role in the growth of the Yuma region as an attraction for private capital. Coordination has also improved between the government and private sector. Past and current YCNHA initiatives have made an economic impact in

the area, with an estimated positive impact of \$22.7 million annually (see Economic and Community Impact of National Heritage Area Sites for details of how this number was derived). Additionally, YCNHA has been able to sustain maintenance efforts without NPS or City of Yuma funds on the restoration project at Hunter’s Hole with the help of the Arizona Water Protection Fund and the MSCP. The need for financial resources is based on the efforts of creating and maintaining partnerships through leveraging and finding matching funds. In other words, it was noted in several stakeholder and staff interviews that without NPS resources to use as leverage and having a stake in

each project, it would be difficult to get some partners to also put up money for specific endeavors.

Table 20 shows that the YCNHA has been successful in matching funds for its operation from the time that it was created to the present. In the first few years, most of the non-federal revenue was in-kind matching from the City of Yuma in the form of salaries and Heritage Center building space (denoting the strong relationship there). But, in recent years, the city funding is only a small portion of the revenue leveraged and there are numerous other sources of revenue that the YCNHA has been successful in procuring.

Table 20. Federal Funds Received, Non-federal Funds Received, Total Revenue and Total Expenses by Year in US Dollars

Year	Federal Revenue	Non-Federal Revenue	Total Revenue	Expenses
2000	\$0	\$386,000	\$386,000	\$386,000
2001	\$0	\$392,000	\$392,000	\$392,000
2002	\$210,000	\$401,898	\$611,898	\$537,612
2003	\$209,000	\$771,568	\$980,568	\$857,028
2004	\$207,990	\$737,327	\$945,317	\$1,011,988
2005	\$334,860	\$841,648	\$1,176,508	\$1,145,581
2006	\$424,471	\$994,001	\$1,418,472	\$1,218,425
2007	\$515,834	\$2,613,353	\$3,129,187	\$2,289,513
2008	\$1,103,525	\$1,661,790	\$2,765,315	\$2,724,029
2009	\$1,832,289	\$1,610,915	\$3,443,204	\$3,458,352
2010	\$2,007,551	\$1,954,543	\$3,962,094	\$3,593,809
2011	\$1,157,701	\$1,463,855	\$2,621,556	\$2,612,616
2012	\$1,380,842	\$1,904,355	\$3,285,197	\$2,785,638
2013	\$954,598	\$1,348,283	\$2,302,881	\$2,195,379
2014	\$864,264	\$1,876,163	\$2,740,427	\$2,711,010
Subtotal	\$11,202,925	\$18,957,699	\$30,160,624	\$27,918,980
Additional resources managed			\$21,124,000	
Grand total	\$11,202,925	\$18,957,699	\$51,284,624	\$27,918,980

Table source: audited financial statements and additional financial information not included in audited statements. Note: “Additional Resources Managed” refers to funds that were directed through the City of Yuma but managed by YCNHA and represent federal, state, and private sources..

5.6 Sustainability Summary

This section of the document described and assessed how YCNHA's management, leadership, and relationships with NPS and with stakeholder organizations aided in the development and sustainment of the National Heritage Area.

The YCNHA Corporation has demonstrated a capacity for overseeing operations as an indicator of sustainability through not only strong leadership and management through a diverse board of directors, but also by its modes of monitoring and record keeping, as well as its long history of several partnerships. Serving as ambassadors to their community, the YCNHA board has become a vehicle for large interactions that are positive for the entire Yuma community, by bringing together a wide range of sometimes competing interests. The board has been carefully cultivated over the years and has been noted for its positive composition, leadership, operations, and vision. The only concern that was expressed during interviews was about succession planning for when Charles Flynn (Executive Director of the YCNHA) retires in addition to developing new board members over the years. **Additionally, despite relatively recent local budget conditions,**

the YCNHA Corporation has demonstrated that it can be sustained and adapt to often turbulent economic times. YCNHA Corporation's several partnerships, both formal and informal, has led to having the funds necessary to establish the heritage area and play a significant role in the growth of this region as an attraction for private capital. Past and current YCNHA initiatives contributed to the overall economic impact to the area, with an estimated positive impact of \$22.7 million annually (see *Economic and Community Impact of National Heritage Area Sites*). Finally, its modes of monitoring and record keeping demonstrate a capacity for overseeing operations and as an indicator of sustainability.

If NPS funding would sunset, the YCNHA's leverage ability would consequently be affected and likely result in fewer projects. The YCNHA has been successful in using NPS funds to get buy-in and matching from other entities that would have been unlikely to put up funding alone. In addition, the management and operations of the Yuma Territorial Prison and Quartermaster Depot would be negatively impacted, which could possibly lead to the closure of these community and national landmarks.

Appendix 1 – Evaluation Legislation

From P. L. 110-229, signed May 8, 2008:

SEC. 462. EVALUATION AND REPORT.

(a) In General.--For the nine National Heritage Areas authorized in Division II of the Omnibus Parks and Public Lands Management Act of 1996, not later than 3 years before the date on which authority for Federal funding terminates for each National Heritage Area, the Secretary shall--

- (1) conduct an evaluation of the accomplishments of the National Heritage Area; and
- (2) prepare a report in accordance with subsection (c).

(b) Evaluation.--An evaluation conducted under subsection (a)(1) shall--

- (1) assess the progress of the local management entity with respect to--
 - (A) accomplishing the purposes of the authorizing legislation for the National Heritage Area; and
 - (B) achieving the goals and objectives of the approved management plan for the National Heritage Area;
- (2) analyze the investments of Federal, State, Tribal, and local government and private entities in each National Heritage Area to determine the impact of the investments; and
- (3) review the management structure, partnership relationships, and funding of the National Heritage Area for purposes of identifying the critical components for sustainability of the National Heritage Area.

(c) Report.--Based on the evaluation conducted under subsection (a)(1), the Secretary shall submit a report to the Committee on Natural Resources of the United States House of Representatives and the Committee on Energy and Natural Resources of the Senate. The report shall include recommendations for the future role of the National Park Service, if any, with respect to the National Heritage Area.

Or, see Section 462 at the following link:

http://fwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=110_cong_public_laws&docid=f:publ22

Appendix 2 – Authorizing Legislation

One Hundred Sixth Congress
of the
United States of America

AT THE SECOND SESSION

Begun and held at the City of Washington on Monday,
the twenty-fourth day of January, two thousand

An Act

To establish the Yuma Crossing National Heritage Area.

Be it enacted by the Senate and House of
Representatives of the United States of America in
Congress assembled,

SECTION 1. SHORT TITLE; DEFINITIONS.

(a) SHORT TITLE- This Act may be cited as the ‘Yuma
Crossing National Heritage Area Act of 2000’.

(b) DEFINITIONS- In this Act:

(1) HERITAGE AREA- The term ‘Heritage Area’ means
the Yuma Crossing National Heritage Area established
in section 3.

(2) MANAGEMENT ENTITY- The term ‘management
entity’ shall mean the Yuma Crossing National
Heritage Area Board of Directors referred to section
3(c).

(3) MANAGEMENT PLAN- The term ‘management
plan’ shall mean the management plan for the Yuma
Crossing National Heritage Area.

(4) SECRETARY- The term ‘Secretary’ means the
Secretary of the Interior.

SEC. 2. FINDINGS AND PURPOSE.

(a) FINDINGS- The Congress finds the following:

(1) Certain events that led to the establishment of
the Yuma Crossing as a natural crossing place on
the Colorado River and to its development as an
important landmark in America’s westward expansion
during the mid-19th century are of national historic
and cultural significance in terms of their contribution
to the development of the new United States of
America.

(2) It is in the national interest to promote, preserve,
and protect physical remnants of a community with
almost 500 years of recorded history which has
outstanding cultural, historic, and architectural value
for the education and benefit of present and future
generations.

(3) The designation of the Yuma Crossing as a national
heritage area would preserve Yuma’s history and
provide related educational opportunities, provide
recreational opportunities, preserve natural resources,
and improve the city and county of Yuma’s ability to
serve visitors and enhance the local economy through
the completion of the major projects identified within
the Yuma Crossing National Heritage Area.

(4) The Department of the Interior is responsible
for protecting the Nation’s cultural and historic
resources. There are significant examples of these
resources within the Yuma region to merit the
involvement of the Federal Government in developing
programs and projects, in cooperation with the Yuma
Crossing National Heritage Area and other local and
governmental bodies, to adequately conserve, protect,
and interpret this heritage for future generations while
providing opportunities for education, revitalization,
and economic development.

(5) The city of Yuma, the Arizona State Parks Board, agencies of the Federal Government, corporate entities, and citizens have completed a study and master plan for the Yuma Crossing to determine the extent of its historic resources, preserve and interpret these historic resources, and assess the opportunities available to enhance the cultural experience for region’s visitors and residents.

(6) The Yuma Crossing National Heritage Area Board of Directors would be an appropriate management entity for a heritage area established in the region.

(b) PURPOSE- The objectives of the Yuma Crossing National Heritage Area are as follows:

(1) To recognize the role of the Yuma Crossing in the development of the United States, with particular emphasis on the roll of the crossing as an important landmark in the westward expansion during the mid-19th century.

(2) To promote, interpret, and develop the physical and recreational resources of the communities surrounding the Yuma Crossing, which has almost 500 years of recorded history and outstanding cultural, historic, and architectural assets, for the education and benefit of present and future generations.

(3) To foster a close working relationship with all levels of government, the private sector, and the local communities in the Yuma community and empower the community to conserve its heritage while continuing to pursue economic opportunities.

(4) To provide recreational opportunities for visitors to the Yuma Crossing and preserve natural resources within the Heritage Area.

(5) To improve the Yuma region’s ability to serve visitors and enhance the local economy through the completion of the major projects identified within the Heritage Area.

SEC. 3. YUMA CROSSING NATIONAL HERITAGE AREA.

(a) ESTABLISHMENT- There is hereby established the Yuma Crossing National Heritage Area.

(b) BOUNDARIES- The Heritage Area shall be comprised of those portions of the Yuma region totaling approximately 21 square miles, encompassing over 150 identified historic, geologic, and cultural resources, and bounded--

(1) on the west, by the Colorado River (including the crossing point of the Army of the West);

(2) on the east, by Avenue 7E;

(3) on the north, by the Colorado River; and

(4) on the south, by the 12th Street alignment.

(c) MANAGEMENT ENTITY- The management entity for the Heritage Area shall be the Yuma Crossing National Heritage Area Board of Directors which shall include representatives from a broad cross-section of the individuals, agencies, organizations, and governments that were involved in the planning and development of the Heritage Area before the date of the enactment of this Act.

SEC. 4. COMPACT.

(a) IN GENERAL- To carry out the purposes of this Act, the Secretary of the Interior shall enter into a compact with the management entity.

(b) COMPONENTS OF COMPACT- The compact shall include information relating to the objectives and management of the Heritage Area, including each of the following:

(1) A discussion of the goals and objects of the Heritage Area.

(2) An explanation of the proposed approach to conservation and interpretation of the Heritage Area.

(3) A general outline of the protection measures to which the management entity commits.

SEC. 5. AUTHORITIES AND DUTIES OF MANAGEMENT ENTITY.

(a) AUTHORITIES OF THE MANAGEMENT ENTITY- The management entity may, for purposes of preparing and implementing the management plan, use funds made available through this Act for the following:

- (1) To make grants to, and enter into cooperative agreements with, States and their political subdivisions, private organizations, or any person.
- (2) To hire and compensate staff.
- (3) To enter into contracts for goods and services.

(b) MANAGEMENT PLAN-

(1) IN GENERAL- Taking into consideration existing State, county, and local plans, the management entity shall develop a management plan for the Heritage Area.

(2) CONTENTS- The management plan required by this subsection shall include--

(A) comprehensive recommendations for conservation, funding, management, and development of the Heritage Area;

(B) actions to be undertaken by units of government and private organizations to protect the resources of the Heritage Area;

(C) a list of specific existing and potential sources of funding to protect, manage, and develop the Heritage Area;

(D) an inventory of the resources contained in the Heritage Area, including a list of any property in the Heritage Area that is related to the themes of the Heritage Area and that should be preserved, restored, managed, developed, or maintained because of its natural, cultural, historic, recreational, or scenic significance;

(E) a recommendation of policies for resource management which considers and details application of appropriate land and water management techniques, including the development of intergovernmental cooperative agreements to protect the historical, cultural, recreational, and natural resources of the Heritage Area in a manner consistent with supporting appropriate and compatible economic viability;

(F) a program for implementation of the management plan by the management entity, including plans for restoration and construction, and specific commitments of the identified partners for the first 5 years of operation;

(G) an analysis of ways in which local, State, and Federal programs may best be coordinated to promote the purposes of this Act; and

(H) an interpretation plan for the Heritage Area.

(3) SUBMISSION TO SECRETARY- The management entity shall submit the management plan to the Secretary for approval not later than 3 years after the date of the enactment of this Act. If a management plan is not submitted to the Secretary as required within the specified time, the Heritage Area shall no longer qualify for Federal funding.

(c) DUTIES OF MANAGEMENT ENTITY- In addition to its duties under subsection (b), the management entity shall--

(1) give priority to implementing actions set forth in the compact and management plan, including steps to assist units of government, regional planning organizations, and nonprofit organizations in preserving the Heritage Area;

(2) assist units of government, regional planning organizations, and nonprofit organizations with--

(A) establishing and maintaining interpretive exhibits in the Heritage Area;

(B) developing recreational resources in the Heritage Area;

(C) increasing public awareness of and appreciation for the natural, historical, and architectural resources and sites in the Heritage Area;

(D) restoring any historic building relating to the themes of the Heritage Area; and

(E) ensuring that clear, consistent, and environmentally appropriate signs identifying access points and sites of interest are put in place throughout the Heritage Area;

(3) encourage, by appropriate means, economic viability in the Heritage Area consistent with the goals of the management plan;

(4) encourage local governments to adopt land use policies consistent with the management of the Heritage Area and the goals of the management plan;

(5) consider the interests of diverse governmental, business, and nonprofit groups within the Heritage Area;

(6) conduct public meetings at least quarterly regarding the implementation of the management plan; and

(7) for any year in which Federal funds have been received under this Act, make available for audit all records pertaining to the expenditure of such funds and any matching funds, and require, for all agreements authorizing expenditure of Federal funds by other organizations, that the receiving organizations make available for audit all records pertaining to the expenditure of such funds.

(d) PROHIBITION ON THE ACQUISITION OF REAL PROPERTY- The management entity may not use Federal funds received under this Act to acquire real property or an interest in real property. Nothing in this Act shall preclude any management entity from using Federal funds from other sources for their permitted purposes.

(e) SPENDING FOR NON-FEDERALLY OWNED PROPERTY- The management entity may spend Federal funds directly on non-federally owned

property to further the purposes of this Act, especially in assisting units of government in appropriate treatment of districts, sites, buildings, structures, and objects listed or eligible for listing on the National Register of Historic Places.

SEC. 6. DUTIES AND AUTHORITIES OF FEDERAL AGENCIES.

(a) TECHNICAL AND FINANCIAL ASSISTANCE- The Secretary may, upon request of the management entity, provide technical and financial assistance to the management entity to develop and implement the management plan. In assisting the management entity, the Secretary shall give priority to actions that in general assist in--

(1) conserving the significant natural, historic, and cultural resources which support the themes of the Heritage Area; and

(2) providing educational, interpretive, and recreational opportunities consistent with resources and associated values of the Heritage Area.

(b) APPROVAL AND DISAPPROVAL OF MANAGEMENT PLAN- The Secretary, in consultation with the Yuma Crossing National Heritage Area Board of Directors, shall approve or disapprove the management plan submitted under this Act not later than 90 days after receiving such management plan.

(c) ACTION FOLLOWING DISAPPROVAL- If the Secretary disapproves a submitted compact or management plan, the Secretary shall advise the management entity in writing of the reasons therefor and shall make recommendations for revisions in the management plan. The Secretary shall approve or disapprove a proposed revision within 90 days after the date it is submitted.

(d) APPROVING AMENDMENTS- The Secretary shall review substantial amendments to the management plan for the Heritage Area. Funds appropriated pursuant to this Act may not be expended to implement the changes made by such amendments until the Secretary approves the amendments.

(e) DOCUMENTATION- Subject to the availability of funds, the Historic American Building Survey/Historic American Engineering Record shall conduct those studies necessary to document the cultural, historic, architectural, and natural resources of the Heritage Area.

SEC. 7. SUNSET.

The Secretary may not make any grant or provide any assistance under this Act after September 30, 2015.

SEC. 8. AUTHORIZATION OF APPROPRIATIONS.

(a) IN GENERAL- There is authorized to be appropriated under this Act not more than \$1,000,000 for any fiscal year. Not more than a total of \$10,000,000 may be appropriated for the Heritage Area under this Act.

(b) 50 PERCENT MATCH- Federal funding provided under this Act, after the designation of the Heritage Area, may not exceed 50 percent of the total cost of any assistance or grant provided or authorized under this Act.

Appendix 3 – Evaluation Methodology

Background and Purpose

In May 2008, Congress passed legislation³ which requires the Secretary of the Interior to evaluate the accomplishments of nine National Heritage Areas (NHAs) no later than 3 years before the date on which authority for Federal funding for each of the NHAs terminates. Based on findings of each evaluation, the legislation requires the Secretary to prepare a report with recommendations for the National Park Service's future role with respect to the NHA under review.

The National Parks Conservation Association's Center for Park Management (CPM) conducted the first evaluation of Essex National Heritage Area in 2008. In 2010, CPM, in partnership with the National Park Service (NPS), then contracted with Westat to evaluate the next two NHA sites: Augusta Canals in Augusta, GA and Silos and Smokestacks in Waterloo, IA. Each evaluation was designed to answer the following questions, outlined in the legislation:

1. Based on its authorizing legislation and general management plan, has the Heritage Area achieved its proposed accomplishments?
2. What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?
3. How do the Heritage Areas management structure, partnership relationships and current funding contribute to its sustainability?

This document presents Westat's methodology for conducting the NHA evaluations for the six remaining Heritage Areas. This methodology includes: our core evaluation approach; evaluation design; associated data collection methods, sources, and measures; and analysis and reporting plans. Our methods build upon

the methodology and instruments used in previous Augusta Canal and Silos and Smokestacks NHA evaluations.

In addition to outlining our core approach to the evaluation, this document describes the process Westat will use to tailor the approach for each of the specific NHA evaluations.

Core Evaluation Approach

Our approach to the NHA evaluation centers around three basic principles – stakeholder collaboration, in-depth and triangulated data collection, and efficiencies of time and effort. The evaluation will use a case study design, examining each NHA individually. The case study design is appropriate for addressing the NHA evaluation questions since there are multiple variables of interest within each NHA and multiple sources of data with the need for convergence or triangulation among the sources. As noted below, data sources in each site will include documents, key informants from the coordinating/management entity and partner organizations, and community stakeholders. Data collection will be guided by a case study protocol outlining the domains and measures of interest using topic-centered guides for extracting data from existing sources and for interviewing key informants (individually and in group interviews).

The evaluation will incorporate a collaborative approach with project stakeholders to ensure that it is relevant to all and is grounded in the local knowledge of the site as well as designed to meet legislative requirements. Therefore, in the design and implementation of each evaluation, we will include the perspectives of NPS and NHA leadership. Working products will be developed in close coordination with NPS and the NHA evaluation sites throughout the evaluation process. Involving all key stakeholders and including varying perspectives at each stage of the

³ From P.L. 110-229, Section 462. EVALUATION AND REPORT, signed May 8, 2008

process will ensure that the data collection methods and indicators, the analysis, and interpretation of the findings reflect their views and concerns.

Core Evaluation Design and Measures

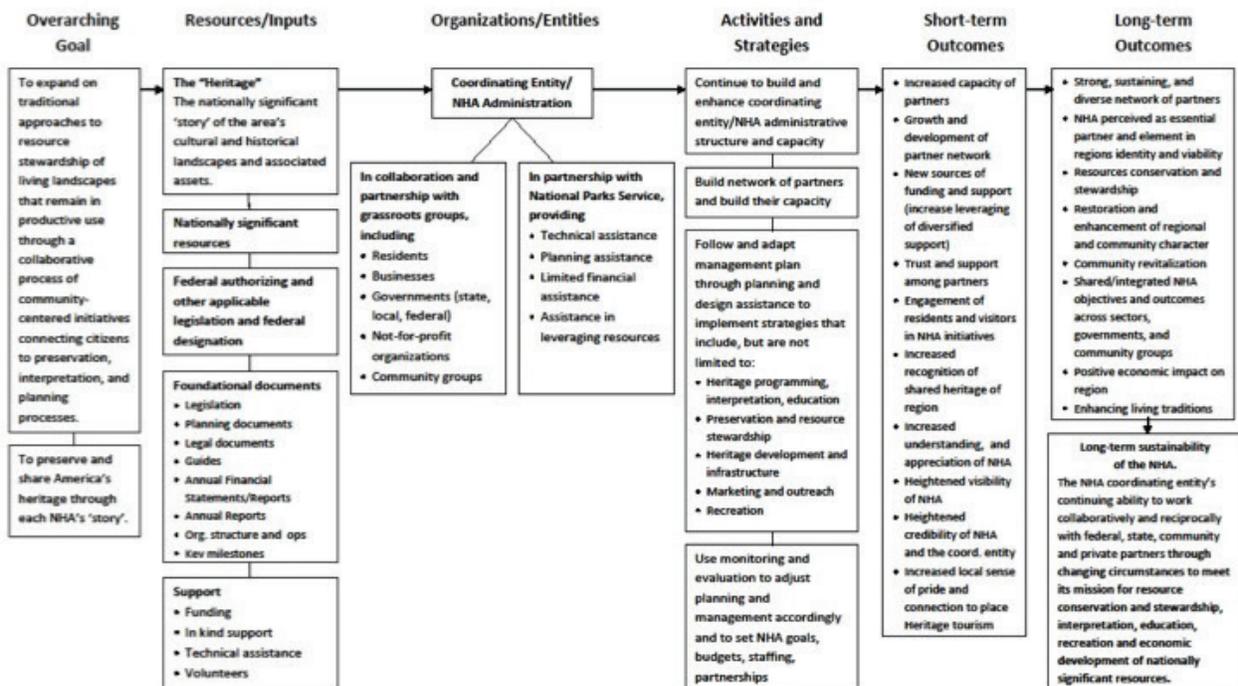
Westat is developing a core evaluation design that will then be tailored for each NHA evaluation. Three tools guide the development of the core evaluation design: the NHA Logic Model (Figure 1), the NHA Domain Matrix (Appendix C of the Guide), and a comprehensive case study protocol. The basic structure of the NHA Logic Model is a visual representation of the:

- overarching goal for a NHA;
- resources and key partnerships available to help an NHA accomplish its goals;
- activities and strategies that are being implemented to accomplish the NHA goal;
- intended short- and long-term outcomes; and
- the linkages among the activities, strategies, and outcomes.

The logic model provides a blueprint for the case study design, outlining the components to examine, the indicators to measure, and the relationships to investigate between the various activities and outcomes. It therefore is a key tool for outlining the data that should be collected as well as the types of analyses that might be conducted. In addition, it provides an efficient way to display the underlying logic or framework of the NHA. For the core evaluation design, the NHA logic model has guided the development of the NHA Domain Matrix, which will in turn inform the development of a case study protocol to conduct the evaluation.

The NHA Domain Matrix is designed to thoroughly address the three key evaluation questions outlined in the legislation. The left-hand side of the matrix lists the key domains and measures required to answer each evaluation question. Each of these domains and measures are cross-walked with the potential data sources. Many of the domains will be informed by more than one data source, as is typical in a case study, to provide for more valid and complete results through triangulation of multiple perspectives. The sources for

Figure A3.1 NHA Logic Model



data collection include: existing NHA documentation, including foundational and financial documents; interviews with NHA staff and key partners; and input from citizens in the NHA community. A later section of this methodology will provide greater detail about the selected data sources and process for data collection. A brief synopsis of the Domain Matrix and how it guides our approach to addressing the key questions follows:

Evaluation Question 1 Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?

In addressing this question, we will collect data through interviews and documents on the nature of the proposed NHA activities; how these activities are being implemented by the local coordinating entity/management entity, partnership network and/or the local community; and, the impacts of the activities. The measures also will address whether the NHAs are implementing the activities proposed in the initial NHA designation, and if not, what circumstances or situations may have led to their adaptation or adjustment. This examination consists of in-depth interviews with staff to understand what activities have resulted from the NHA designation that was initially not intended or expected. Also, in assessing the goals and objectives of the NHA, we will try to discern if there were mechanisms in place prior to establishment of the NHA intended to achieve these goals.

Evaluation Question 2 What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?

Addressing this question will begin with gathering information through interviews with key NHA management staff and a review of financial data forms. Understanding what investments have been made will involve collecting data on both financial and non-financial investments, including data on the amount, nature, and sources of these investments over time. We will also examine the impact of these investments and how they are helping the NHAs achieve their intended outcomes through data collected from reviewing NHA plans and interviews with key partners and local residents of the NHA community. In cases when an NHA has numerous investment sources, we will focus on the NHA's "major" sources and whether these sources are restricted or unrestricted funds. To identify "major" sources of investment, we will examine the range of investment sources and characterize them by financial or time commitment thresholds.

Evaluation Question 3 How do the heritage areas management structure, partnership relationships, and current funding contribute to its sustainability?

Data to inform this question will be primarily gathered from interviews with key NHA management staff and a subset of NHA partners, and by performing a review and analysis of the NHA financial documents. The definition of sustainability developed by the NPS working group⁴ will be employed in addressing this question. We will examine the nature of management structure and partnership network and their contribution to sustainability. We will also assess the financial investments over time and their corresponding impact on the financial sustainability of those investments and their future with and

⁴ The National Heritage Area coordinating entity's continuing ability to work collaboratively and reciprocally with Federal, state, community and private partners through changing circumstances to meet its mission for resource conservation and stewardship, interpretation, education, recreation and economic development of nationally significant resources.

Critical components of sustainability of a National Heritage Area include but are not limited to:

- Coordinating entity and the National Park Service honoring the legislative mandate of the National Heritage Area;
- Coordinating entity's management capacity including governance, adaptive management (such as strategic planning), staffing and operations;
- Financial planning and preparedness, including the ongoing ability to leverage resources in support of the local network of partners;
- Partnering with diverse community stakeholders including serving as a hub, catalyst and/or coordinating entity for on-going capacity building, communication and collaboration among local entities
- Program and project stewardship where the combined investment results in the improved economic value and ultimately long-term quality of life of that region; and
- Outreach and marketing to engage a full and diverse range of audiences.

without future Federal funding. Specifically, we will perform an analysis of the ratio of Federal funding to other fund sources and the change in this ratio over time overall and for specific activities. We will also interview NHA leadership and board staff to understand the extent to which fundraising activities have been prioritized for specific activities. Based on these analytic and data collection activities, an attempt would be made to determine what the likely effects on the NHA would be if Federal funding was reduced or discontinued; specifically, which activities might have a prospect of continuing with reduced or discontinued Federal funding, which would likely end with reduced or discontinued Federal funding, and therefore, which goals and objectives might not be reached. The evaluation will also examine if there are activities that support issues of national importance, and thus, should be considered for other Federal funding. Finally, the evaluation will address how other organizations that exist within the Heritage Area be effected by the sunset of Federal funds, and if there are mechanisms in place for these organizations to work toward the Heritage Area goals post-sunset.

Data Collection Methods

The planned data collection methods include: topic-centered interviews with NHA management staff; topic-centered interviews with members of the NHA partner network; intercept conversations with community stakeholders; review of the NHA plans and legal documents; review of the NHA guides, brochures, websites and other descriptive documents; and review of the NHA financial data records. In the sections below, we describe each of these methods, including how we will select the data sources, what data we will collect, and the tools we will use to collect the data. For each of the methods, we will begin by developing a “generic” instrument that corresponds to the key elements outlined in the domain matrix. The process for tailoring the instruments to each of the evaluation sites include:

Foundation Documents Review

A first set of documents will be reviewed to frame the decisions and actions of the coordinating entity’s role in implementing the designated NHA’s objectives.

These documents provide many of the objectives for the NHA and frame expectations for the local coordinating entity. These documents include:

- Legislation – all Federal, state and/or local legislation that provides the legal framework for the NHA
- Plans – all planning documents, including updates, developed by the coordinating entity and/or partners that are intended to deliver the legal mandates defined by Congress and/or other legislative bodies
- Legal documents – documents signed by the coordinating entity that allow it conduct/produce routine NHA business

Another set of documents will be obtained and reviewed to understand the nature of NHA activities and their relationship with NHA objectives. These documents include:

- Guides – documents designed to define how NHA business operates
- Annual financial statements and reports – includes audits, tax returns, budget activities and performance program reports
- Annual reports – includes reports to Congress, to partners and to the NPS and others
- Organizational structure and operations – how the coordinating entity, board(s) and committees do NHA work, their roles and functions
- Key milestones – a timeline of major events that document the evolution of the NHA to include outside influences affecting your planning and implementation process

We will collaborate with each of the NHA coordinating entities and NPS to gather these materials. We will also provide sample table shells to help NHA coordinating entity staff understand evaluation data needs and identify relevant documents to share with Westat.

In reviewing these documents, we will abstract information into tables that historically documents NHA activities, such as the number of visitors or

number of workshops offered per year. We will also use a case study protocol to abstract key information and make use of data analysis software, such as NVivo, to meaningfully structure the data. This review of documents will be critical in helping us tailor the specifics of the evaluation for each site, particularly in selecting NHA staff and partners to interview.

Financial Data Review

Our approach to the financial data review is informed by the Augusta Canal and Silos and Smokestacks evaluations, particularly with respect to the types of data collected and the nature of the analyses performed. We will review key NHA financial data records such as audits, tax returns, budgets and performance program reports to collect data on the amount and sources of funding for the NHA, trends in funding over a 10-year period, and the impact of these resources on the economic sustainability of the NHA. We will coordinate with each of the NHA coordinating entities and NPS to gather these materials and collect supporting documentation regarding external matching contributions and use of NHA resources according to program areas. We will use a protocol to guide the review of financial data needs with each NHA site.

Topic-Centered Interviews with Staff of the NHA Coordinating Entity

During a follow-up site visit, key staff from the NHA coordinating entity will be interviewed. The staff will include the Executive Director and staff in key roles identified through review of the foundational documents. For example, some of the staff selected for interviews could include managers of specific NHA activities (i.e., programming or marketing directors), or staff who work in finance, development or partner relationship functions. A topic-centered, semi-structured protocol will be used to conduct each of the interviews, obtaining information about the background of the NHA, NHA activities and investments, and their associated impacts, including their contribution to NHA sustainability. We will conduct individual interviews with the staff with the most history and scope of understanding of the NHA operations, such as the Executive Director or Finance

Manager. Other staff, especially those with similar roles such as program assistants will be interviewed in groups to maximize the number of viewpoints gathered. Each of the topic-centered interviews will be semi-structured, outlining the key areas to cover and probes that are specific to the site. However, as new areas emerge, the interviews will be flexible to collect information on these areas. Although all interviews will be conducted on site at the coordinating entity, follow-up telephone conversations will be conducted as needed to capture additional information. We expect to spend 1 day interviewing up to nine staff in each NHA.

Topic-Centered Interviews with Members of the NHA Partner Network

Members of the NHA partner network, including NPS, will be interviewed in order to gain an understanding about NHA activities and investments and their associated impacts, including their contribution to NHA sustainability. A topic-centered, semi-structured interview protocol will guide these interviews, some of which will be conducted individually, either in person or by telephone, and others that will be conducted through group interviews to maximize the number of viewpoints gathered. If applicable for the respective site, we expect to select 15-20 partners from each NHA to interview. In determining criteria for selecting partners to interview, we will review foundational documents and web site materials for each NHA site. These criteria will likely include the level of the partner's relationship with the NHA, the extent to which they participate and/or support NHA activities, their financial relationship and their geographic representation. We will share the list of selected partners with the NHA for completeness and will incorporate the NHA's suggestions of other partners who should be interviewed. Once this list is finalized, Westat will contact the partners for interview scheduling. We expect to have a range of stakeholders and organizations participate in these interviews adding to the multiple sources of data for triangulation.

Community Input

Members of the NHA community will be invited to provide their input about the nature and impact of NHA activities through intercept conversations with a sample of residents in the NHA community. These conversations may take place at the Heritage Area site or at an event or place within the community. Conversations will help evaluation team gain an understanding of the community's familiarity with the Heritage Area and its unique and nationally significant aspects. The intercept conversations will also provide information about the residents' awareness of and appreciation for the Heritage Area. Westat will work with the NHA management entity to develop strategies for obtaining community input.

It is important to recognize the limitations in the data that will be collected through the community input strategies. First, as we will be identifying "convenient" groups of individuals, it is likely that those involved will not be fully representative of local residents, tourists, and volunteers. Depending on how they are identified, they have more or less motivation to be interested in the NHA. In addition, the data collected will be largely qualitative. We will not be able to develop quantitative indicators of the community input, but rather collect more impressionistic input that will provide an indication based on each respondent's background, prior involvement, and interest as to how well the NHA is enhancing community awareness of, appreciation of, and involvement in the NHA.

Analyze Data and Findings Document

The analysis and synthesis of each NHA's data will be guided by the overall protocol and the Findings Document outline. Data reduction will first begin by summarizing the data within each domain area, first within each source, and then synthesizing the data across sources. Attempts will be made to reconcile any issues or discrepancies across the sources by contacting the relevant parties at each NHA. Data will be summarized within each domain and analyzed for relationships, guided by the logic model. To the degree possible, results will be displayed graphically and in tables. Findings will reflect the triangulated

information – where appropriate and feasible, it will be important to ensure that the results not only reflect the perspectives of the key informants but are substantiated with data from documents and other written sources.

Results of each NHA evaluation will be communicated in a Findings Document. The findings document will be guided by a modification of the outline finalized by the NHA Evaluation Working Group. The Findings Document outline was developed according to Westat's experience with the Augusta Canal and Silos and Smokestacks evaluation, and has been streamlined to present key findings in an Executive Summary, combine sections according to the three evaluation questions, and address sustainability questions regarding the impact of the sunset of Federal funds on NHA activities. Westat will first share a draft of the findings document with the Executive Director of the NHA coordinating entity for a review of technical accuracy. The Executive Director will have the opportunity to share the findings document with other staff and stakeholders as desired, and can provide comments to the evaluation team, either in writing or via telephone discussion. Finally, if necessary to discuss differences, a joint telephone conversation involving the NHA Executive Director, NPS and Westat can be held to discuss the comments and to arrive at a resolution. Once Westat has incorporated the feedback, the NHA coordinating entity will have another opportunity to review the findings document before it is shared with NPS. Once the NHA's final feedback is reviewed and incorporated, Westat will submit the draft findings documents to NPS for review. Westat expects to have the Final Findings Document for each evaluation complete by July 2012.

Tailoring the Evaluation Design for NHA Evaluation Sites

The core evaluation design will be tailored to the six NHA sites under evaluation. A preliminary "Meet and Greet" visit to the NHAs will largely inform how the protocols should be customized for each site, including the domains that are relevant, the probes that should be added to inquire about each domain, and the specific data sources that are relevant for the site. We

will work with the Executive Director to determine the key staff to involve in individual and group interviews during a second site visit, partner organizations that should be represented, and strategies to obtain community input.

A customized logic model for each NHA will be developed during the initial site visit; detailing the respective NHA's goals, resources, partnerships, activities and intended outcomes. This process will involve a group meeting with NHA management staff and NPS partners to get a diverse range of perspectives and obtain a complete picture of the designated NHA. In preparation for this visit, we will review existing documentation for the NHA sites. We expect these preliminary Meet and Greet visits and logic modeling sessions to involve about 2 days of travel and meeting time.

Once the tailored logic models are finalized for each NHA evaluation site, Westat will then adapt the NHA Domain Matrix and the comprehensive case study protocol that were developed as part of the core evaluation design. These tailored tools will still address the evaluation research questions identified by the legislation, but will ensure that the questions are geared toward the specific aspects of each NHA site.

Interview data collection for each NHA evaluation will occur during a second visit to each NHA site, and is expected to last 3 to 5 days depending on the scope of the site. We will use memos to keep the NHA Executive Director informed of our evaluation activities both pre- and post- site visits.

We will also work with each NHA during the second site visit, and with email and phone communications post site-visit, to collect and analyze information for the financial review. The financial data protocol will provide the NHA coordinating entity with an understanding of the data needs to address the second evaluation question guide these conversations in identifying years in which there is audit information pertinent to the evaluation and will help NHA coordinating entity staff to identify other data sources that will support the financial analysis.

Evaluation Limitations

To the greatest extent possible, Westat has tried to ensure this evaluation methodology thoroughly addresses the three research questions. However, there are parameters to this methodology that result in a few limitations on evaluation findings. In some instances, there is a trade-off between maximizing the time and efficiency for the evaluation and the ability to thoroughly collect information from a range of stakeholders. For instance, to obtain input from community stakeholders, a survey is not possible within the current evaluation due to OMB Paperwork Reduction Requirements. Therefore, the data received from intercept conversations will be a more qualitative assessment of the community's perceptions of the NHA. As noted, limitations to the community input include convenient, rather than representative, samples of tourists, local residents, and volunteers, and impressionistic rather than quantitative data on the impact of the NHA on stakeholder knowledge, attitudes, and involvement in the NHA. Therefore, the data obtained will have to be viewed with these limitations in mind.

Appendix 4 – Evaluation Protocols

Yuma NHA Management/Staff Topic-Centered Interview Discussion Guide

INTRODUCTION

Thank you for talking with me today. As part of the Federally mandated evaluation of the NHAs, we are talking with Yuma Crossing National Heritage Area coordinating entity staff who have the most history and scope of understanding of the NHA's operations. We developed this logic model, based on our last visit to your area, and would like to use it as a guide throughout the interview. Using this logic model as a guide, our discussion will help us gain a more detailed understanding of the Yuma NHA site, including its background and history, your different activities and investments and their associated outcomes, and their contribution to Yuma's sustainability.

Your participation in this interview is voluntary and it should take about 30 minutes to 1 hour to complete.

[Begin with reviewing goals, etc. from logic model]

HISTORY AND BACKGROUND

1. Could you tell us about the organizational history and evolution prior to the NHA designation?
2. How did the NHA designation come about? How did this designation affect your strategic planning processes and management plan?
3. What was your working relationship like with NPS? Has that relationship evolved over the time you have been working with them?
4. How are the management and operations of the NHA coordinating entity currently structured?

- Probes:*
- Description of executive leadership and role in organization
 - Description of governance and role in organization
 - Description of staffing and volunteers

5. What is the mission and vision for the Yuma Crossing NHA? What are the goals for the Yuma Crossing NHA-coordinating entity?
6. Can you describe the various planning processes that the Yuma Crossing NHA coordinating entity has undertaken over time? When and how did you determine a need for this and what type of engagement of the larger community was necessary?

ACTIVITIES

We'd like to get a better understanding about some of the activities that you and other staff told us about during our first site visit. We'd like to learn about how these activities fit into your overall programming and vision for the NHA and who/what is involved in their implementation.

[Begin with reviewing goals, etc. from logic model]

According to the logic model, the coordinating entity is involved in the following activities:

[Choose from the activities listed below that pertain to the NHA]

Technical Assistance:

Activities that build local community capacity and assist individuals, organizations and communities who are involved in NHA activities. These activities could include grant-making, provision of technical assistance, or other activities.

Technical Assistance

We'd like to learn more about your technical assistance activities. According to the logic model, we know you engage in several types of activities with various organizations/agencies, such as:

- Quechan Tribe
- Arizona Historical Society
- Bureau of Land Management
- Other outside organizations, including communities along the Colorado River corridor
- Sanguinetti House Museum and Gardens

1. Could you provide the following details about each of your technical assistance activities?

- What are the types of topics covered? How do you determine topics?
- Who are the recipients?
- How do you determine when and to whom to offer these services?
- If it is an event, in what region/area is it delivered?
- Who provides [Technical Assistance Activity] (i.e. NHA staff, NPS staff, partners, etc.)?
- How many times have you performed [Technical Assistance Activity] in the past year? What is the length of time for each?
- What are the costs and funding sources for [Technical Assistance Activity]?
- What are the goals and objectives of [Technical Assistance Activity]?

2. How long has the organization been providing [Technical Assistance Activity]? Overall, what was the impetus for starting this activity? Probe- was it part of the original management plan? Seen as an unmet need in the community?

3. How has [Technical Assistance Activity] affected: Probe – for each of these, how do you know any of these outcomes occurred?

- Recipients – increased knowledge and skills?
- Partners – their capacity, the relationships among partners - in what ways?

- The NHA overall and how the NHA is perceived more generally?
- Community support for preservation, interpretive, educational activities?

4. Could you tell us what have been the overall accomplishments of [Technical Assistance

Activity]? What challenges have you encountered in implementing this activity?

5. How do you evaluate and/or assess the effectiveness of [Technical Assistance Activity]?

6. How would this activity be affected if the Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support the Heritage Area?

7. Are there documents you could provide us that describe [Technical Assistance Activity], such as the types of assistance provided, to whom and the related outcomes.

Other Planning and Technical Assistance Activities

1. When did it begin? What was the impetus for starting it?

2. What has been the role of the NHA coordinating entity?

3. What has been the role of the partnership network?

4. What has been the role of the local community?

5. What have been the overall accomplishments of this activity in your area? What challenges have you encountered in implementing this activity?

6. How do you evaluate and/or assess the effectiveness of it?

7. How would this activity be affected if the Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support the Heritage Area?

8. Are there documents you could provide us that describe this activity and how it has been implemented over the years?

- Restoration of NHA resources
- Economic impact / Job creation

Development and Infrastructure:

Heritage based development activities that further provide educational and inspirational opportunities for current and future generations. Examples of some of these activities include overseeing NHA clean-up and management and performing or overseeing repair and management.

Capital Construction (New)– recreational and infrastructure in support of commercial development

- YWW- Upper Bench
- Gateway Park
- Pivot Point Plaza
- Main Street
- Trail Systems

1. For each of these activities:

- When did it begin? What was the impetus for starting it?
- What has been the role of the NHA coordinating entity?
- What has been the role of the partnership network?
- What has been the role of the local community?
- What have been the overall accomplishments of this activity in your area? What challenges have you encountered in implementing this activity?
- How do you evaluate and/or assess the effectiveness of it?

2. What kind of an impact do you think oversight and management of the NHA and its resources has had in the community?

- Probes:*
- Engagement of residents and visitors/ future stewardship
 - Educational/interpretational impacts
 - Preservation of NHA and its historical resources

3. How would this activity be affected if NPS NHA Federal funding sunsets? Are there other organizations in the community who also provide this activity in a way that supports the Heritage Area?

4. Are there documents you could provide us that describe this activity and how it has been implemented over the years?

Event Management:

Activities and programs that foster public support and appreciation for the NHA site and tell the story of its natural, historical and cultural significance. These activities may include special centers, tours, trail walks, events (regular or special) and festivals.

Event Management

- Main Street Festivals
- Heritage Series Theater Shows
- State Parks- Wedding receptions, parties, fundraisers, etc.
- City events- i.e., Centennial Celebration

Programming and Interpretation

1. Please provide the following details for each of these activities.

- When did it begin? What was the impetus for starting it?
- What has been the role of the NHA coordinating entity?
- What has been the role of the NHA's partnership network?
- What has been the role of the local community?
- What have been the overall accomplishments of this activity in your area? What challenges have you encountered in implementing this activity?
- How do you evaluate and/or assess the effectiveness of it?

2. What has/have been the greatest impact(s) of programming and interpretation activities in your area?

- Probes:*
- Engagement of residents and visitors (# served/involved/affected)
 - Greater amount and diversity in sources of funding committed to interpretive and educational programming
 - Job creation

3. How would [Programming/Interpretation Activity] be affected if the NPS NHA Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support the Heritage Area?

4. Are there documents you could provide us that describe [Programming/Interpretation Activity] and how it has been implemented over the years?

3. Could you tell us what have been the accomplishments of your educational activities? What challenges have you encountered in implementing these activities?

4. How do you evaluate and/or assess the effectiveness of your educational activities?

5. How would this activity be affected if the Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support the Heritage Area?

6. Are there documents you could provide us that describe these educational activities, such as the types of educational activities provided, to whom and the related outcomes?

Education

1. For each educational activity, could you provide details about:

- The nature of the activity?
- When it began?
- What was the impetus for offering the activity?
- When it is offered?
- To whom you provide it? (i.e., teachers, students, etc.)
- The role of NHA staff in providing this?
- The role of the community in implementing these activities?

2. How have the educational activities affected:

- Participants – increased knowledge and skills
- Partners – their capacity, the relationships among partners - in what ways?
- This NHA overall and how it is perceived more generally?
- Community support for preservations, interpretive, educational activities?
- Ability to provide a cohesive NHA experience focused on the themes of American agriculture?

Marketing and Advertising:

Activities that increase public use and awareness of the Yuma Crossing NHA and further its economic sustainability. Marketing and public outreach may encompass the use of guides, brochures, signage, newsletters, social media, and/or participation in community events to increase public awareness of the NHA.

Marketing and advertising

- Brochure & distribution
- Billboards
- Websites
- Social Media
- Radio
- Media relations
- Community Outreach

1. For each activity could you provide us details about:

- What it entails?
- The impetus for starting the activity?
- How long it has been in place?
- The role of NHA staff?
- The role of the local community?
- The role of members of your partnerships?

2. How have these marketing and awareness building activities affected: (Probe – for each activity, how do you know any of these outcomes occurred?)
 - Partners – their capacity, the relationships among partners - in what ways?
 - The NHA overall and how it is perceived more generally?
 - Engagement of residents and visitors/tourism?
 - Community support for preservations, interpretive, educational activities?
 - Economic impacts?
 - Ability to provide a cohesive NHA experience
3. Could you tell us the overall accomplishments of your marketing activities? What challenges have you encountered in implementing these activities?
4. How would [Marketing Activity] be affected if the NPS NHA Federal funding sunsets or is reduced? Are there other organizations in the community who also provide [Marketing Activity] in a way that support the Heritage Area?
5. Are there documents you could provide us that describe the NHA's marketing and outreach activities and how they have been implemented over the years?

Restoration and Preservation:

Activities that support the long-term preservation, conservation and reclamation of natural, cultural and historic resources. Related activities may include property rehabilitation, historic reenactments and environmental conservation efforts.

Restoration and Preservation

- Ocean to Ocean Bridge
- Adobes
- Freight Depot
- Yuma West Wetlands- Lower Bench
- Yuma East Wetlands
- Yuma Territorial Prison State Historic Park
- Quartermaster Depot State Historic Park
- Hunters Hole

Century Heights façade preservation
Sanguinetti House and Gardens

1. For each of the overall Yuma Crossing NHA generally, and these activities specifically, please provide the following details:
 - When did it begin? What was the impetus for starting it?
 - What has been the role of the NHA coordinating entity?
 - What has been the role of the NHA Administrative staff (coordinating, sponsoring, promoting, attending, staff service on Boards)?
 - What has been the role of the NHA's partnership network?
 - What has been the role of the local community (attending, promoting, supporting)?
2. What has/have been the greatest impact(s) of this activity in your area?

- Probes:*
- Environmental, cultural and historic resources conservation
 - Artifact or building restoration
 - Educating the public on historic resources and sites resulting in increased visitation
 - Greater amount/diversity in sources of funding committed to conservation and stewardship
 - Increased capacity of partners
 - Growth in partner network
 - Community revitalization
 - Job creation

6. How would this activity be affected if the NPS NHA Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support the Heritage Area?
7. Are there documents you could provide us that describe this activity and how it has been implemented over the years?

Economic Development:

Activities that support the economic development of the surrounding Yuma Crossing NHA community.

Economic Development

Hilton Garden Inn and Conference Center
 Federal Court House
 Tourism promotion
 Coordination with private developers on commercial riverfront development
 Brownfields/rail yards
 Effectuated lease to facilitate outdoor dining on Main Street

1. For each of these activities please provide the following details:
 - When did it begin? What was the impetus for starting it?
 - What has been the role of the NHA coordinating entity?
 - What has been the role of the NHA Administrative staff (coordinating, sponsoring, promoting, attending, staff service on Boards)?
 - What has been the role of the NHA's partnership network?
 - What has been the role of the local community (attending, promoting, supporting)?
2. What has/have been the greatest impact(s) of this activity in your area?

- Probes:* - Environmental, cultural and historic resources conservation
- Artifact or building restoration
 - Greater amount/diversity in sources of funding committed to conservation and stewardship
 - Increased capacity of partners
 - Growth in partner network
 - Community revitalization
 - Job creation

6. How would this activity be affected if the NPS NHA Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support the Heritage Area?
7. Are there documents you could provide us that describe this activity and how it has been implemented over the years?

Operate and Manage:

Activities that include operating and managing several important resources and entities related to the Yuma Crossing NHA.

Operate and Manage

State Parks
 Yuma East Wetlands
 Heritage Center building

1. For each of these activities please provide the following details:
 - When did it begin? What was the impetus for starting it?
 - What has been the role of the NHA coordinating entity?
 - What has been the role of the NHA Administrative staff (coordinating, sponsoring, promoting, attending, staff service on Boards)?
 - What has been the role of the NHA's partnership network?
 - What has been the role of the local community (attending, promoting, supporting)?
2. What has/have been the greatest impact(s) of this activity in your area?

- Probes:* - Environmental, cultural and historic resources conservation
- Artifact or building restoration
 - Greater amount/diversity in sources of funding committed to conservation and stewardship

- Increased capacity of partners
- Growth in partner network
- Community revitalization
- Job creation

6. How would this activity be affected if the NPS NHA Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support the Heritage Area?
7. Are there documents you could provide us that describe this activity and how it has been implemented over the years?

BOARD OF TRUSTEES AND ADVISORY GROUPS

Board of Trustees and Advisory Groups

1. Can you tell us about the history of and/or your role on the Board of Trustees or Advisory Group? Has your/their role changed across the life of the Yuma Crossing NHA?
2. What are the responsibilities of members of these committees? For instance, does it involve setting goals, establishing budgets and financial accountability for the NHA's coordinating entity?
3. How do the skills and expertise that members of these committees bring to the table contribute to the NHA's sustainability?
4. Do you/ members of these committees assist with fundraising? Contribute financially?
5. What kind of fundraising plan (immediate and long-term, sustainable impacts) is in place?
6. What is the process of communication between this NHA's staff and members of the Board of Trustees and Advisory Groups?
7. What activities has the NHA conducted over the years to garner community support? What have been your successes and challenges?
8. Can you tell us what you think have been your greatest successes and most serious challenges across the history of this NHA?

Board's Contribution to Sustainability.

1. How do the diversity of skills and expertise that members of the Board bring to the table contribute to the NHA's sustainability?
2. Has the NHA's Board demonstrated a capacity for adaptive management over time (incl. changes in staffing levels, strategic planning, etc.)?
3. What kinds of investments has the Board made toward developing staff and career advancement opportunities?
4. Has the NHA's Board seemed to have set clear goals for the NHA with well-defined timeframes?
5. What kind of system does the Board have in place for setting annual goals or for establishing budgets?
6. What kind of process does the Board have in place for collecting data on measurable NHA goals and usage of those data (monitoring and evaluation)?
7. What kind of fundraising plan (immediate and long-term, sustainable impacts) is in place?
8. How does the Board of this NHA maintain financial accountability for the NHA? What kind of system is in place for this?
9. How "transparent" is the Board's system for setting goals, establishing budgets and financial accountability for the NHA? (Is this a public or private process)?
10. What kind of plan is in place for stakeholder development?

Probe: - How has the NHA's partner network changed over the years?

- How does the Board typically communicate with partners, members and local residents?

Probe: - What kind of communication systems are in place for communicating with these groups?
 - How “transparent” and effective are the Board’s channels of communication with governance, staff, volunteers, partners, etc.?

- Would you say that this NHA’s Board has a leadership role in the partner network? If so, how?

PARTNERS AND PARTNERSHIP NETWORK

Partners and Nature of Partnerships

- Who are the NHA’s key “partners” (e.g., city, state, other agencies, groups, foundations, businesses, exhibits/attractions)?
- For each partner please provide the following information:
 - What do you see as the “purpose” of the NHA’s partnership with [partner name]?
 - Describe [partner name]’s level of involvement with Yuma Crossing.
 - What kinds of resources has [partner name] committed to Yuma Crossing? For what? For how long?
- Could you describe how an organization becomes a partner? What is the partner designation process? What are the requirements for becoming a partner?
- What types of services or support do partners receive from the NHA?
- What types of services or support do you receive from your partners?
- How do partners support one another?
- How has the NHA’s partnership network evolved over time?

- Growth in number of partners and regions over time?
- Different types of organizations that are partners – non-profits, volunteer-led organization, for-profits, etc.

- In what ways has the partnership network influenced your organization? *Probe – look at the logic model for examples of activities in which the partnership network may have been an influence*
- What challenges have you faced with your partnership network? For instance, have there been in challenges in identifying partners, meeting their needs, engaging partners over time or in making a cohesive network of partners?

Partner Network’s Contribution to Sustainability

- Does the NHA have a broad base of partners representing diverse interests and expertise?
- How do the partners/organizations contribute to accomplishing the goals and objectives of the NHA? Do partners collaborate and combine their investments to accomplish NHA objectives? If yes, how?
- How has the number NHA partners changed over time?

Probe: - What kind of partner retention has the NHA had over the years?
- What kinds of roles (if any) do NHA partners have on the board?
- Does there seem to be trust and support among partners?
- How would partners, and their NHA related activities be affected if NPS NHA Federal funding for the NHA discontinued or reduced? Would their activities continue to work towards accomplishing the goals and objectives of the NHA, and if so, how?

ACCOMPLISHMENTS, CHALLENGES AND LESSONS LEARNED

1. In your experience, what have been some of the major accomplishments for this NHA?
2. Could you tell us about some of the challenges the coordinating entity and the National Heritage Area face?
3. How would the National Heritage Area be affected if it could not be financially sustained with Federal NHA funding?

Probe: - Which program areas/activities would be affected and how?

- What, if any, activities would continue?
- What, if any, activities would end with the sun-setting of funds?
- Are any of these activities of National importance and thus should be considered for further Federal funding?

4. What, if any, organizations or mechanisms currently exist outside of the NHA entity for accomplishing the goals and objectives of the NHA? Would these organizations or mechanisms continue to work toward the Heritage Area goals post-sunset of funding?
5. Are there ways this NHA has changed the region since its inception? How? In what ways? How has the NHA's impact changed over time?
6. What were some of the early lessons learned or unintended consequences (e.g. issues related to collaborating rather than competing with partners) in implementing the activities and strategies for this NHA?
7. Could you tell us about any evidence of community support for the NHA? What does this look like (i.e. volunteers, funding, invitation to participate on the boards of other organizations, engagement of State leadership, etc.?)
8. What additional things would you have the NHA coordinating entity do, if any? What changes would it be helpful for the NHA coordinating entity to make?

Partner Network Topic-Centered Interview

Discussion Guide

INTRODUCTION

Thank you for agreeing to meet with us today about your organization's involvement with the Yuma Crossing NHA site. We are researchers from Westat and we are conducting a study on National Heritage Areas. Specifically, we're interested in learning about your work with the Yuma Crossing NHA coordinating entity and any assistance you have either received from or contributed to the National Heritage Area. We are interested in collecting information about your relationship with NHA coordinating entity, how it has evolved and how the NHA coordinating entity has changed over time.

Your participation in this interview is voluntary and it should take from 30 minutes to an hour to complete.

BACKGROUND

1. Describe your organization overall. Probe – what is the type of organization (i.e. museum, historical society, etc), what does it do, size of organization, who does it serve, size of the organization (staffing, number of active volunteers, budget), length of time it's existed.
2. What is your position and role in the organization? How long have you been with the organization? Other positions held?

WORK WITH Yuma Crossing NHA AND NHA COORDINATING ENTITY

1. Can you briefly describe the nature of your relationship with Yuma Crossing NHA and its coordinating entity?
2. What factors influenced your decision to become a partner with the Yuma Crossing NHA coordinating entity?
3. When and how did your partnership with the Yuma Crossing NHA coordinating entity begin? What, if any, requirements are there for being a partner?

4. What is the nature of the partnership?

- Probe:* - What types of services/programs/benefits do you receive through the NHA coordinating entity?
 - What types of services/programs/benefits does the NHA/coordinating entity receive through you?

5. Could you describe how your organization’s program activities contribute to the NHA’s unique story?

6. Could you describe how your partnership with the NHA coordinating entity has affected your organization?

- Has it had any effect on the types of visitors you get? The number? Why or why not? How do you know?
- Has it helped you identify others to work with? Did you know of these organizations before you partnered with NHA coordinating entity?
- Has it helped you receive funding? In what ways? What funding have you received that you may not have without the NHA coordinating entity partnership?
- Has it helped you have more community:
 - Visibility?
 - Involvement?
 - Etc.?
- Does it help you identify or be in touch with other resources and best practices that you may not have known about?

TECHNICAL ASSISTANCE & CAPACITY BUILDING ASSISTANCE

1. Could you describe the types of assistance and other types of non-financial support your organization has received from the NHA coordinating entity?

- What type of assistance did you receive (training, consultations, facilitated meetings, brainstorming ideas, site assessments, etc)

- Who did you receive it from?
- Where did you receive it?
- How did you find out about this assistance?
- Were there requirements for participating in these activities?
- Did you need to pay for this assistance?

7. Could you describe how you’ve used this assistance to incorporate or enhance stories about the NHA heritage into you programming?

8. How have this assistance and your activities/ offerings evolved over time?

9. What does this assistance from NHA coordinating entity allow your organization to do? Has it allowed you to work and collaborate with other organizations in the area? What are the advantages of receiving this assistance?

COLLABORATION

1. Could you describe the ways your organization collaborates with NHA coordinating entity and/ or with other NHA regional partners?

2. How does collaboration affect your organization’s ability to meet its goals? *Probe: Has this collaboration helped you build your financial, programming or organizational capacity?*

3. Have you gained access other organizations or resources in the community because of your collaboration with NHA coordinating entity? How? *Probe – NPS, other state resources*

OVERALL IMPACT OF PARTNERSHIP WITH NHA

1. How has your relationship with the NHA coordinating entity evolved over time? Has the impact of NHA coordinating entity changed over time – grown stronger, weaker or stayed the same?

2. Have you experienced any challenges as a result of your partnership with the NHA coordinating entity? *Probe – limitations on ability to fundraise or collaborate with other organizations?*

3. What leadership roles does the NHA coordinating entity play in the community? Convener? Organizer? Funder? Other?
4. Are there ways in which the NHA coordinating entity has changed the region over the past x years? How? In what ways? How has NHA coordinating entity's impact changed over time? *Probe – were there mechanisms present before the NHA coordinating entity designation?*
5. Is it important for your organization to continue working with NHA coordinating entity? Why? What factors influence your continued relationship?
6. What additional things would you have the NHA coordinating entity do, if any? What changes would be helpful for NHA coordinating entity to make? In general, in what ways could they serve your needs better and the needs of the region?
7. How would your organization be affected if the NPS NHA Federal funds that support the NHA discontinued? Would any of your activities that contribute to the NHA mission and story continue? *Probe if there would be an impact on the quantity or quality of these activities?*
8. What do you think would be the overall impact if the Federal funding that supports the NHA coordinating entity discontinues? Are there other mechanisms or organizations?

**Heritage Area Residents/Visitors
Topic Centered Interview Discussion
Guide**

For Interviews at _____

Hi, my name is _____, and I'm working with the National Park Service to learn what visitors here know about the Yuma Crossing National Heritage Area. Do you have about 5 minutes to chat with me? I'm interested in getting your opinions rather

than your personal information. We can stop our conversation whenever you wish and you are free to move on at any time. Also, feel free to skip any questions you would rather not discuss.

Conversation Topics:

1. Residency:
 - Local resident
 - State resident
 - Out-of-state
2. How visitor found out about the site:
3. Reason for visiting:
4. First time visit
 Repeat visit
5. Familiarity with Yuma Crossing NHA history
 - Probe on source of knowledge
 - Probe on if and how this visit has enhanced their knowledge of the historical and cultural significance of the region
6. Familiarity with Yuma Crossing National Heritage Area
 - Probe on materials (brochure)
 - Probe on signage (signage)
 - Probe on visiting NHA resources (tours, museums, trails)
 - Probe on message (themes) of NHA
 - Probe on what NHA means to them
 - If local, probe on role of NHA in community – economic, cultural, historic, restorative [revitalization]

Domain and Source Crosswalk

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Restoration and Preservation- Activities that preserve, save, clean up, restore, and protect historic structures and natural resources.						
Describe Nature of NHA activities						
Description of restoration and preservation activities	X	X	X	X	X	
Description of conservation efforts related to Yuma’s cultural, historical, and geological resources	X	X	X	X	X	
Describe Implementation of each activity						
Role of the coordinating entity (e.g., administration of grants; provision of TA)	X	X		X	X	X
Role of NHA administrative staff	X	X		X	X	
Role of the partnership network	X	X		X	X	X
Role of the local community	X	X	X	X	X	
Assess Impact of activities						
Environmental, cultural, and historic resources conservation	X	X		X	X	
Building restoration	X	X		X	X	
Greater amount and diversity in sources of funding committed to conservation	X	X		X		X
Increased local sense of pride and connection to Yuma		X	X			
Increased capacity of partners	X	X				
Growth in partner network	X	X		X		
Community revitalization Economic Impact / Job creation	X	X	X		X	X

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Evaluation Q.1: Has the Yuma NHA coordinating entity accomplished the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?						
Capital Construction – Recreational and infrastructure in support of commercial development						
Describe Nature of NHA activities						
Description of recreational and infrastructure activities	X	X		X	X	X
Describe Implementation of each activity						
Role of the coordinating entity (e.g., administration of grants; provision of TA)	X	X		X	X	X
Role of NHA administrative staff	X	X		X	X	
Role of the partnership network	X	X		X	X	
Role of the local community	X	X	X	X	X	
Assess Impact of activities						
Infrastructure that is successful in meeting objectives	X	X	X	X	X	
Increased local sense of pride and connection to Yuma			X			
Heightened visibility of Yuma NHA resources and stories			X		X	
Economic Impact / Job creation	X					X

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Evaluation Q.1: Has the Yuma NHA coordinating entity accomplished the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?						
Marketing and Advertising – Activities that increase public use and awareness of the Yuma Crossing NHA and further its economic sustainability						
Describe Nature of NHA activities						
Description of marketing and advertising activities (e.g., promotional materials, events programming)	X	X	X	X	X	
Describe Implementation of each activity						
Role of the coordinating entity (e.g., creation of marketing plans)	X	X		X	X	
Role of NHA administrative staff	X	X		X	X	
Role of the partnership network	X	X		X	X	
Role of the local community	X	X	X	X	X	
Assess Impact of activities						
Engagement of residents and visitors (# served/involved/affected)	X	X	X		X	
Increased understanding, awareness and appreciation of Yuma resources and stories	X	X	X	X	X	X
Increased recognition of shared heritage of region	X	X	X			
Greater amount and diversity in sources of funding	X	X		X		X
Growth and development of partner network	X	X				X
Heightened visibility of Yuma NHA resources and stories		X	X			
Economic Impact / Job creation	X					X

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Evaluation Q.1: Has the Yuma NHA coordinating entity accomplished the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?						
Technical Assistance – Activities that build local community capacity and assist individuals, organizations and communities who are involved in NHA interpretation, education, preservation and development activities						
Describe Nature of NHA activities						
Description of technical assistance activities (e.g., leading conferences and workshops; technical assistance to local organizations; targeted financial assistance, catalyst, facilitation, convening, negotiating)	X	X		X	X	
Describe Implementation of each activity						
Role of the coordinating entity (e.g., coordinating, planning)	X	X		X	X	
Role of NHA administrative staff	X	X		X	X	
Role of the partnership network	X	X		X	X	
Role of the local community	X	X	X	X	X	
Assess Impact of activities						
Increased capacity of partners	X	X				
Growth and development of partner network	X	X				
Trust and support among partners	X	X				
Heightened credibility of NHA	X	X				
Economic Impact / Job creation	X					X

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Evaluation Q.1: Has the Yuma NHA coordinating entity accomplished the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?						
Operate and Manage – Activities related to operating and managing several important sites from the Yuma Crossing NHA						
Describe Nature of NHA activities						
Description of operating and managing activities (e.g., day-to-day operations at the Heritage Center Building, State Parks management)	X	X	X	X	X	
Describe Implementation of each activity						
Role of the coordinating entity (e.g., coordinating, planning)	X	X		X	X	
Role of NHA administrative staff	X	X		X	X	
Role of the partnership network	X	X		X	X	
Role of the local community	X	X	X	X	X	
Assess Impact of activities						
Engagement of residents and visitors (# served/involved/affected)	X	X	X		X	
Increased understanding, awareness and appreciation of Yuma resources and stories	X	X	X	X	X	X
Increased recognition of shared heritage of region	X	X	X			
Greater amount and diversity in sources of funding	X	X		X		X
Growth and development of partner network	X	X				
Heightened visibility of Yuma NHA resources and stories		X	X			
Economic Impact / Job creation	X					X

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Evaluation Q.1: Has the Yuma NHA coordinating entity accomplished the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?						
Event Management – Activities that relate to managing special events at related sites to the Yuma Crossing NHA						
Describe Nature of NHA activities						
Description of event management activities (e.g., main street festivals)	X	X	X	X	X	
Describe Implementation of each activity						
Role of the coordinating entity (e.g., creation of event management plan)	X	X		X	X	
Role of NHA administrative staff	X	X		X	X	
Role of the partnership network	X	X		X	X	
Role of the local community	X	X	X	X	X	
Assess Impact of activities						
Engagement of residents and visitors (# served/involved/affected)	X	X	X		X	
Increased understanding, awareness and appreciation of Yuma resources and stories	X	X	X	X	X	X
Increased recognition of shared heritage of region	X	X	X			
Greater amount and diversity in sources of funding	X	X		X		X
Growth and development of partner network	X	X				
Heightened visibility of Yuma NHA resources and stories		X	X			
Economic Impact / Job creation	X					X

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Economic Development – Activities that relate to the increased economic development of the Yuma Crossing NHA						
Describe Nature of NHA activities						
Description of economic development activities (e.g., tourism promotion, coordination with private developers)	X	X	X	X	X	
Describe Implementation of each activity						
Role of the coordinating entity (e.g., creation of event management plan)	X	X		X	X	X
Role of NHA administrative staff	X	X		X	X	
Role of the partnership network	X	X		X	X	
Role of the local community	X	X	X	X	X	
Assess Impact of activities						
Engagement of residents and visitors (# served/involved/affected)	X	X	X		X	
Increased understanding, awareness and appreciation of Yuma resources and stories	X	X	X	X	X	X
Increased recognition of shared heritage of region	X	X	X			
Greater amount and diversity in sources of funding	X	X		X		X
Growth and development of partner network	X	X				
Heightened visibility of Yuma NHA resources and stories		X	X			
Economic Impact / Job creation	X					X

Research Question, Domains, Measures Evaluation Q.2 What have been the impacts of investments made by Federal, State, Tribal, and local government and private entities?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Describe Financial investments						
Amount of NPS NHA Federal funding over time	X			X		X
Amount of other Federal funding over time	X			X		X
Amount and sources of other funds over time						
In-Kind Match support over time	X			X		X
Nature/amount in grants sought and grants awarded over time						
Amount/diversity of donor contributions over time	X			X		X
Assess Impact of financial investments						
Amount of dollars committed to each NHA activity (Preservation, Development, Technical assistance and Marketing) over time	X	X				X
Revenue generated from NHA program activities – educational and recreational	X					X
Consistency of donor support	X		X			X
Expansion of base of donors over time	X		X	X	X	X
Economic Impact / Job creation	X					X
Describe Other types of investment						
Partnership contributions (e.g., time, staff, resources)	X	X	X	X	X	X
Community contributions (e.g., volunteerism)	X	X				X
Other In-Kind donations	X	X				X

Research Question, Domains, Measures Evaluation Q.2 What have been the impacts of investments made by Federal, State, Tribal, and local government and private entities?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Assess Impact of other investment sources						
Educational impacts	X	X		X		
Marketing and promotional	X	X		X		
Staff enhancement and retention	X	X		X		X
Land/facilities acquisition	X	X		X		X
Economic Impact / Job creation	X					X

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?						
Describe Nature of management structure						
Description of management structure	X	X		X	X	X
Description of NHA mission and vision	X	X	X	X	X	X
Description of NHA goals	X	X		X	X	
Description of staffing and volunteers	X	X		X	X	
Description of governance & role in organization	X			X	X	
Description of executive leadership & role in organization	X			X	X	
Assess Coordinating entity's contribution to sustainability						
Diversity of skills and expertise	X	X		X		
Capacity for adaptive management over time (incl. changes in staffing levels, strategic planning, etc.)	X			X		X
Investments in developing staff and career advancement opportunities	X	X		X		
Clear NHA goals with well-defined timeframes	X			X		X
System for setting annual goals or for establishing budgets	X	X		X		X
Systematic process for collecting data on measurable goals and usage of data (monitoring and evaluation)	X			X		X
Established fundraising plan (immediate and long-term, sustainable impacts)	X	X		X		X
Established system of financial accountability	X	X		X		X

<p>Research Question, Domains, Measures</p> <p>Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?</p>	<p>NHA Management Interviews</p>	<p>Partner Network Interviews</p>	<p>Community Input</p>	<p>Plans, Legal Documents</p>	<p>NHA Guides, Brochures, Web Sites, Other Documents</p>	<p>Financial Data Forms</p>
<p>Assess Coordinating entity's contribution to sustainability (cont.)</p> <p>Transparency of systems for setting goals, establishing budgets and financial accountability (a public or private process)</p> <p>Stakeholder development plan (sustainable impacts)</p> <p>Growth and development of partner network</p> <p>Transparent and effective communication channels with governance, staff, volunteers, partners, etc.</p> <p>Established and consistent communication mechanisms with partners, members and local residents</p> <p>Coordinating entity has leadership role in partner network</p>	<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	<p>X</p>		<p>X</p> <p>X</p> <p>X</p> <p>X</p>		<p>X</p> <p>X</p>

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?						
Describe Nature of partner network						
List of partners	X	X		X	X	
Purpose of each partnership	X	X		X		
Partners’ involvement with NHA	X	X		X		
Resource commitment from partners (for what? for how long?)	X	X				
Assess Partner network’s contribution to sustainability						
Broad base of partners representing diverse interests and expertise in the NHA	X	X		X	X	
Partner collaboration and combination of investments to accomplish NHA objectives	X	X		X	X	
Partner retention over time	X	X				
Number of partners over time	X			X		
Partners’ role(s) on NHA boards	X					
Trust and support among partners	X					
Assess Financial sustainability						
Amount of dollars committed to each NHA activity over time	X	X		X		X
Allocation of Federal funds over time	X			X		X
Sources and amount of leveraged funds over time	X	X		X		X
Activities that can continue post-sunset of Federal dollars	X					X

Research Question, Domains, Measures	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	NHA Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Evaluation Q.3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?						
Assess Economic impact on sustainability						
Resource stewardship resulting in improved economic value of NHA	X	X				X
Improved earned income over time	X	X				X
Trends in return on fundraising investment	X					X
Trends in contribution and grants ratio – indicates dependence on voluntary support	X					X
Trends in debt ratio	X					X
Trends in average annual operating revenue	X					X
Economic Impact / Job creation	X					X

Appendix 5 – Timeline of YCNHA Key Events

Year	Activity
1984	The Master Plan for the YCNH Landmark is developed, providing one of the major conceptual foundations for the Heritage Area today.
1989	The City of Yuma initiates broad-based community planning process, the <i>Yuma Strategic Planning Project</i> , sparking widespread effort intended to expand area.
1998	Beginning of the River Front Task Force evolution.
1999:	The Heritage Task Force was formed to develop a heritage plan, detailing its vision, design and construction.
2000:	Yuma Crossing National Heritage Area was designated by the United States 106th Congress through Public Law 106-319.
2002:	West Wetlands and Ocean to Ocean Highway Bridge project were completed. The incorporation of the Yuma Crossing National Heritage Area Corporation took place, establishing the Board of Directors.

Appendix 6 – YCNHA Board Members and Affiliations

The table below lists the YCNHA Board Members as of December, 2014:

Name	Affiliation
Thomas Rushin (Chairperson)	
Bruce Wynn (Vice-Chairperson)	
Ian Watkinson (Secretary/Treasurer)	
Cody Beeson	
Julie Engel	
Brian Golding, Sr.	Quechan Tribe
Senator Lynne Pancrazi	
Lenore Stuart	
Deborah Townsend	
Patricia Ware	Farm community

Appendix 7 – YCNHA Partners

Partner	Source	Sample Projects
National Park Service Funding	Federal	<ul style="list-style-type: none"> Pivot Point Interpretive Plaza-Heritage area-interpretive kiosks and panels which tell stories of the many crossings and key components of the Landmark
Non-NHA Park Service	Federal	
Federal Highway Administration (AZ Department of Transportation)	Federal	<ul style="list-style-type: none"> Building out of the waterside trail system, contributed to building Gateway Park, contributed to Main Street reconstruction, major contributor to building Pivot Point Plaza, and creation of a way-finding system
Environmental Protection Agency	Federal	<ul style="list-style-type: none"> Consensus building, conceptual design, environmental compliance and permitting, and first phase construction documents
Bureau of Reclamation	Federal	<ul style="list-style-type: none"> First Phase construction undertaken in 2004 after all permits were secured South Channel Dredge Projects Braided Channels Improve areas adjacent to BOR land and facilities, as well as the building of a boat ramp Lake on “upper bench” which feeds the wetlands area Pilot re-vegetation project Sunrise Point Park
Bureau of Reclamation- Multi-Species Conversation Program (MSCP)	Federal	

Bureau of Land Management	Federal	<ul style="list-style-type: none"> • East wetlands operations and restoration
National Fish & Wildlife Foundation	Federal	<ul style="list-style-type: none"> • East wetlands restoration
North American Wetlands Conservation Act	Federal	<ul style="list-style-type: none"> • East wetlands restoration
AZ State Parks/ Heritage Fund	State	<ul style="list-style-type: none"> • Help build roads within the park and directed all Public Works projects to ship clean fill to the site • Sunrise Point Park-Quechan Yuma East Wetlands • Helped build roads and utility infrastructure within the park
AZ Department of Water Resources/ AZ Water Protection Fund (AWPF)	State	<ul style="list-style-type: none"> • East Wetlands restoration • Support wildlife habitat, year-round recreation and education, trails and picnic areas
AZ Game and Fish Department	State	<ul style="list-style-type: none"> • Purchased 20 acres of private land in YEW (Headstream/ McVey) • Remains in state ownership but restored and maintained by Heritage Area under a cooperative agreement • Initial funding for Yuma West Wetlands restoration
Yuma Administration	City	
Yuma Parks & Recreation	City	
Yuma Community Foundation	Private foundation	
Arizona Public Service	Private	<ul style="list-style-type: none"> • Developed “Solar Garden” a solar demonstration area
Union Pacific Foundation	Private foundation	<ul style="list-style-type: none"> • Heritage area-interpretive kiosks and panels which tell stories of the many crossings and key components of the Landmark

Walton Family Foundation	Private foundation	<ul style="list-style-type: none"> Funded planning for longer-term Quartermaster Depot
Misc. private developers	Private	
Arizona Department of Environmental Quality	State	
Arizona Historical Society	Private (non-profit organization)	
Arizona Office of Tourism	State	<ul style="list-style-type: none"> Helped with Main street new capital construction
Arizona State Historic Preservation Office	State	
Arizona State Land Department	State	
Arizona Western College/ Northern Arizona University	State	
Boy Scouts of America	Private (non-profit organization)	<ul style="list-style-type: none"> Projects in east and west wetlands
Caballeros de Yuma	City	<ul style="list-style-type: none"> Helped rebuild rooms at prison and refurbish audio and visual Playground at West Wetlands park
City/State/Federal commitments	City, State, Federal	
Cocopah Indian Tribe	Private	
Deardorff Design Resources	Private	<ul style="list-style-type: none"> Designed gateway park
Design Historic Review Commission	City	<ul style="list-style-type: none"> Helped develop a historic property rehabilitation program in the Century Heights neighborhood
Fred Phillips Consulting, LLC	Private	
Greater Yuma Economic Development Corporation	Private	
Marine Corp Air Station Yuma	Federal	
Museum Directors/Curators	City	
ProNatura	Private	

Quechan Indian Tribe	Private	<ul style="list-style-type: none"> • Ocean-to-Ocean highway bridge rehabilitation and painting • East Wetlands restoration project
The Anza Trail Foundation	Private	
US Army Corp of Engineers	Federal	<ul style="list-style-type: none"> • East wetlands restoration
US Customs and Border Protection, Department of Homeland Security	Federal	<ul style="list-style-type: none"> • Help protect resources shared with Mexico
YCNHA Board of Directors	City	
Yuma Clean & Beautiful Commission	City	
Yuma County	City	<ul style="list-style-type: none"> • Ocean-to-Ocean highway bridge rehabilitation and painting • Yuma East Wetlands restoration project • Main Street reconstruction
Yuma County Chamber of Commerce	City	
Yuma County Farm Bureau	City	
Yuma County Historical Society	City	<ul style="list-style-type: none"> • Sanguinetti house
Yuma County School District	City	
Yuma County Sheriff Office	City	<ul style="list-style-type: none"> • Key partner in cleaning out Hunter's Hole
Yuma County Water Users Association and all other irrigation districts	Private	
Yuma farming community	Private	
Yuma Fresh Vegetables Association	Private	
Yuma Garden Club	Private	
Yuma Jaycees	Private	

Yuma Metropolitan Planning Organization	City	
Yuma Proving Ground	Federal	
Yuma Regional Medical Center	City	
Yuma Rod & Gun Club	Private	
Yuma Visitors Bureau	City	<ul style="list-style-type: none"> • Helped with outreach and education programming • Help fund travel magazines