THESIS

THE CONFLICT OF INTERESTS BETWEEN DEVELOPERS AND HISTORIC PRESERVATIONIST ARCHITECTS

PROJECT

REDEVELOPMENT AND RESTORATION OF THE JEFFERSONVILLE QUARTERMASTER DEPOT

JEFFERSONVILLE, INDIANA

A PRE-TWENTIETH CENTURY WAREHOUSE ADAPTIVE RE-USE

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INTRODUCTION

There has long been a conflict of interests between Developers and Historic Preservationist Architects. They have different priorities which oppose one another on several occasions. The Developer, for example, may neglect historic significance in order to directly meet the market needs to acquire the quickest return on the investment.

Most of these conflicts arise when the Architect or Historic Preservationist is not involved in the project in the decision making stage. The Developer does not bring the design professional into a project until the design stage, after all of the decisions have been made.

When the Historic Preservationist Architect works as a Developer, or gets involved during the decision making stage of a project, these conflicts can be resolved before they present a problem. A more successful project should arise from these actions.

Some of the issues that will be covered in the thesis project are the acquisition of a historic property, research of the historic property, market research to determine usage, affect on the urban environment, and the interests of all concerned parties.

The goal will be to maximize benefits to the Architect, Developer, Historic Preservationist, bankers, investors, and the community.

The United States Quartermaster Depot located in Jeffersonville, Indiana provides an excellent opportunity for attempting to achieve this goal. The depot is 115 years old, not on the National Register, and in dire need of repair/restoration. Jeffersonville has been faced with the decline of its central business district, like many other small towns, and is in need of tourists and retail profits.
REDEVELOPMENT AND RESTORATION
OF THE
JEFFERSONVILLE QUARTERMASTER DEPOT
The significance of the Quartermaster Depot in Jeffersonville, Indiana can be established by understanding the contributions of its designers and the role it played in the military history of the United States of America.

The Jeffersonville Quartermaster Depot was designed by Brevet Major Montgomery C. Meigs and construction began in 1871. Meigs is credited with supervising the Capitol Building expansions projects of 1853 including the dome. Meigs also designed the Pension Building in Washington D. C. which has recently been restored to house the National Building Museum.
The original courtyard design was laid out by Frederick Law Olmstead, the prominent landscape architect of the time who is credited with so many of our country's city parks. The design suggested a formal atmosphere with symmetrically placed streets, fountains, reservoirs, and a large variety of fruit trees.

The significance of the Jeffersonville Quartermaster Depot is apparent through just a glimpse at its colorful military history. The Quartermaster Depot's role throughout the years between 1874 and 1959 served both the country and community. The depot's function was to provide storage facilities for army supplies produced there and from
other sites. In order to accomplish this task civilians were employed by the complex. During the wars in which the depot was in service these numbers increased tremendously. Shirtmaking, the largest civilian responsibility was no acception.

"In anticipation of a possible war with Spain, the current small shirtmaking production was increased to 100,000 shirts per month. During this period the depot was responsible for supplying the entire army, with the exception of the Western and Hawaiian Departments, with such items as wagons, and other animal-drawn vehicles and parts, army ranges and parts, field bakeries, and field equipment. It was here that one of the first field cooking outfits, or rolling kitchens, was developed and subsequently sent to the Mexican border for testing."

"During the peak of World War I operations, the supply demand threw an enormous load on the then half-century old depot. The prompt purchase of millions of dollars worth of supplies and their expeditious shipment to troops in the field became urgent and imperative. That the Jeffersonville Depot was equal to the task is now recorded in history." During this period 8.5 million shirts were produced each year.

During World War II, the depot was again tested. By this time the depot had expanded well beyond the walls of the quadrangle. "The depot became a city within itself, occupying over 253 acres and 166 buildings. The depot received its most extensive procurement mission during this time involving 11 of the 74 classes of stock items, or over 27,000 individual type items."

The Quartermaster Depot and many of the citizens of Jeffersonville made important contributions to the country's war efforts from post-Civil War through the Korean Conflict. The depot remains, and should always remain, as a reminder to future generations of the important role the citizens of Jeffersonville were involved with during the years in which the United States proved herself as a world power.
The Quartermaster Depot, which displays late 19th Century details: dentils, round arches, and Italianate cupolas, is laid out in the form of a brick quadrangle measuring 801'- 4" on each side. This quadrangle consists of a series of 40 storerooms approximately 50' in depth. The inside of the quadrangle measures 696' on each side. A gatehouse occupies the center of each side. The roads from these gatehouses converge
in the center of the courtyard. Originally, this central location was dominated by a one story structure which served as a base for a 100' watch tower. In 1900, the tower was removed and a second story was added to the central building. The years between 1900 and 1930 saw the addition of a small octagonal structure near the central building which served as public restrooms.
The facades of the quadrangle's sides consist of 32 consecutive brick arches on each side of the main gates. The main gates are defined with three-centered, or basket, arches to maintain common height but provide a larger width. These arches are defined on each side by two feet brick, rectilinear pilasters which and at the beginning of the entablature. The entablature is consistent peripiterally around the quadrangle. The entablature consists of two layers of brick fascia in the architrave and a cornice dominated by a row of brick dentils. The top of the cornice measures 17'- 6" above the ground. The quadrangle is roofed with a metal hip.

The East and West gatehouses consist of brick gable facades at the same height of the ridge of the metal hip. The roof of these two gatehouses meet the continuous hip roof forming valleys at the corners. The South gatehouse consists of a second level of the same proportion with the entablature repeated. The gabled ends of this second level are defined with a raking moulding within the pediment. This moulding is similar to the cornice with a row of brick dentils. The North and South facades of this second level display four feet cantilevers with three arched windows and one foot pilasters between them. Limestone brackets are apparent below these cantilevers between column supported, brick, brackets on each side. The center of the gable roof is interrupted by a hip roofed skylight.

The North gate also consists of a second level with the entablature again repeated above. This level is enclosed by a hip roof. Eight rectangular windows make up the North and South facades of this level.
The central building was originally square. Each facade consists of two windows on each side of a door. The two feet brick pilasters are also employed here. The second level, which was added in 1900, continues the pilaster lines with relief work and the window pattern is repeated with a fifth window above the door. A galvanized metal cornice completes each facade and a low hip roof is employed. Between 1900 and 1930 a three level addition was added to the North side of the central building. This
COURTYARD BUILDINGS

A. ADDITION (NORTH AND EAST SIDES)

building is rectilinear in plan. Many of the details of the original building are not present here, although the same shallow-arch, brick lintels are apparent above the windows.

The octagonal building consists of four long sides, each with two arched windows, and four shorter sides, each with a door. The longer sides also become parapet walls above the roof and these walls are capped with limestone. The eight-sided hip roof is capped with an Italianate cupola.

Four corrugated metal warehouses are present within the courtyard which date to the First World War. One wood frame structure is also present, which was added in the early 1960's.

Also in the early 1960's a pipe-framed canopy was added within the courtyard between the East side of the South gate and the South side of the East gate.

The courtyard, which was originally designed to portray a formal atmosphere, retains large areas of grass and 40 mature oak, maple, locust, and other trees are present, creating a park-like setting in some areas. One of the two entry fountains, which were located just inside the South gate, remains.
B. OCTAGONAL BUILDING

C. FOUNTAIN
CORREGATED STEEL WAREHOUSES

A. SOUTH AND EAST SIDES

B. EAST SIDE

C. WEST SIDE
WOOD FRAME STRUCTURE

A. NORTH AND EAST SIDES

B. WEST SIDE
OPENINGS

DETAIL

ORIGINAL

REPLACEMENT (1900 - 1930)
ORIGINAL

ADAPTATION (1960's)

ADAPTATION (1980's)
STEEL BEAM AND BRICK FILL

The interiors of the majority of spaces at the Quartermaster Depot reflect the original use. The peripteral warehouses contain no decoration; they display only the structural materials which are necessary. The walls, both interior and exterior are brick. Brick columns support the ridge beam of the metal hip roof. Joists span from the top of the ridge beam to the top of the cornice. This detail is only visible in two sections of the complex due to a suspended ceiling which was added later.
Two areas of the quadrangle and the central building are more finely detailed. The second level above the South gate was the original administrative headquarters for the complex. The ceiling of this space employs the steel beam and brick fill construction technique that was popular during the time of construction. The walls of the space are also brick, but this space is enhanced by the use of iron columns and Corinthian capitals. These columns are used within the cantilever and within the main space to support transverse beams. The large skylight and the
numerous amount of windows supply the space with an abundant amount of natural light. A brick fireplace is located in a small room adjacent to the large space.

The gateway directly below this space is also spanned with the steel beam and brick technique. Iron gates are hung within this portal to close the Tenth Street entrance.

The second level space above the North Gate was not accessible. This space was also used as office space. The Western Union office was located here at one time. Therefore, it is reasonable to assume a certain level of decoration is provided in this space as well.
SOUTH GATE

STEEL BEAM AND BRICK FILL

IRON GATE

The central building has been adapted several times which has led to some interesting interior details. The stairs were originally located around the base of the tower in the center of the square plan. When the three story addition was added to the north side of the building, the new floor heights did not correspond to the original building. The new building is only two feet taller than its counterpart. The main stair was moved to the transition area and a complex level change is the result.

Hardwoods make up the interior finishes. Floors, stairs and railings all display fine craftsmanship.
CONDITION

The overall condition of the complex is sound. Individual areas are in need of clean-up, repair, or replacement.

Walls

The brick walls and columns of the depot appear to be in good condition. The South facade requires the removal of several layers of paint to return it to its original character.

The moulded base of the brick pilasters have suffered the greatest damage due to their direct contact with moisture. In recognizing this, there have been several attempts to repair these areas with mortar and concrete. These attempts have been unsuccessful for the most part.

There are a few cases of broken mortar joints due to foundation settlement in need of repair.

Most of the problems with the brick walls are due to modifications that have taken place during the past 30 years. Many of these issues are minor and require removal of tacked on elements and repair to the original fabric. In some instances, portions of the brick walls were removed to allow for remodelling. The most obvious examples of this can be seen on the South elevation where four bays were removed to establish a larger courtyard entry.

Roof

The roof of the entire complex was originally specified as slate. This detail was never brought into fruition. A metal roof was employed and for the majority is still constant. Whether the original roof remains is not known but the present roof is over 50 years old. There is no apparent leakage problem, but at least sealing the roof is highly recommended.

One area of the warehouse roof has been replaced with shingles which suggests that total replacement may be necessary.
electrical lines come into the complex at several locations adding to the reduction of the historic character. A consolidation of all of these systems would aid in the overall appearance of the complex.

Additions

Most of the additions to the complex respect the historic content of the original design. All of the brick additions to the exterior of the quadrangle respect the character and should remain.

The wood-frame shed addition to the North elevation is not sound structurally and detracts from the original design. This structure should be removed.

The pipe-frame canopy is not compatible with the character of the complex, but it appears to be in sound condition.

Courtyard Buildings

Brick, corrugated metal and wood-frame structures within the courtyard are in various stages of repair.

The central building is in sound condition and requires some glazing replacement. The central portion of this building has been restored. The hardwood floors were carpeted and the railing was painted and stained. Many of the adjacent rooms require cleaning.

The octagonal building is in a state of good repair. The interior has been modified to adapt it from its original use as public restrooms. Presently, this building is being used for storage.

The corrugated steel warehouses are in sound condition but the adaptation of these structures into uses other than warehouses is highly unlikely due to the method of construction.

The wood-frame building was sided with several direct materials. It appears to be in sound condition but it is in conflict with the character of the complex. This building is currently used for storage.
Openings

Many of the original doors and windows of the complex have been manipulated. A high percentage of original window frames remain. A smaller amount of glazing remains in tact, but replacement of all glass seems necessary to adapt to heating and cooling needs.

Many of the window areas have been adapted to frame doors. Most of the changes are unsympathetic to the historic character.

Structure

The structure of the depot appears to be sound. There are no apparent problems with the steel and brick-fill spans. The column, beam and joist system of the warehouses is not visible for inspection except in two small areas. Within these areas no problems are apparent.

Mechanical

The original heating system was supplied by steam. The majority of the underground supply pipes are existing but the boiler is no longer present.

The current heating system is gas and cooling is done with electricity. The gas lines are hung from the suspended ceiling. The
Jeffersonville, Indiana is located on the Ohio River, north of Louisville, Kentucky. These two cities with New Albany and Clarksville, Indiana occupy a metropolitan area with a population near 500,000. Including the counties of these cities; Clark, Floyd, and Jefferson, as well as the two bordering counties in Kentucky; Oldham and Bullit, raises the figure above 900,000. These large population numbers make it necessary to consider the metropolitan area and the local urban area when making marketing observations.
Commercial Retail

The majority of retail sales in the metropolitan area is distributed between five suburban malls. Three of the Louisville malls are located near the Waterson Expressway and one is south of town off of Interstate 65. The one Indiana mall is located in Clarksville.

Jeffersonville with its township is more than four times larger than Clarksville in population: 60,000 to 14,800 respectively, according to a 1984 Marketing Economic Institute (MEI) publication. The shopping mall has led to an abundance of economic growth in Clarksville, drawing customers from Jeffersonville and the rest of Clark County, Floyd County, and other surrounding Indiana Counties.

The impact of this growth can be realized by comparing retail sales between Jeffersonville and Clarksville from the MEI publication. Clarksville's total retail sales estimates of 1983 more than double the amount spent in Jeffersonville with $235,589,000 and $113,138,000, respectively. The values are even more staggering in individual areas. In general merchandise group stores, Clarksville's mark is $86,927,000 to Jeffersonville's $8,674,000. The home furnishing and equipment sales values are $9,611,000 and $1,756,000.

The Jeffersonville-New Albany Yellow Pages provides a listing of the retail establishments of the area. A comparison of the number of stores in Clarksville and Jeffersonville verifies the previous data and gives a better feel for the situation. Clarksville out numbers Jeffersonville in all areas as follows: Women's apparel - 11:3, Men's clothing - 7:2, and Furniture - 3:1.

In some cases it was necessary to include Louisville and New Albany into the study. A comparison to Jeffersonville in these areas shows the following: Bridal Shops - 7:1, Formal Wear - 4:0, Furniture - 12:1, and Fine Dining - 11:1.
It is apparent that Jeffersonville and its township has been helping to support these various retail establishments of the surrounding cities due to the lack of opportunity within its own boundaries. It seems also possible that surrounding cities would help support a commercial development in Jeffersonville if it was comparable to the existing establishments.

**Commercial Retail/Dining/Entertainment/Recreation**

Although a comparable commercial center seems feasible, a development of the Quartermaster Depot into a metropolitan center which offers retail, dining, entertainment, and recreational activities would be unique to the area. This type of development would apparently draw individuals from the five county area discussed earlier as well as from Scott, Jefferson, and Harrison Counties in Indiana, which are all within an hour drive.
Housing

Jeffersonville and Clarksville have several apartment and condominium complexes with swimming pools, but there is a lack of housing with complete recreational facilities. There are a couple of these type of developments south of Louisville, approximately 20 minutes from the downtown area.

The Quartermaster Depot on Tenth Street in Jeffersonville is conveniently located just three blocks from I-65, five minutes from downtown Louisville. The layout and historic character of this complex would provide an environment unique to the area as well as the Country. The courtyard is large enough to provide ample area for recreational activities, and it centralizes these activities within the entire complex, making them equally accessible from all areas of the Quadrangle.
Medical

Clark County Memorial Hospital is located at the end of Twelfth Street on Spring Street, three blocks east of the Quartermaster Depot. The hospital has seemed to be in a constant state of growth since the early Seventies. Recently, the area west of the hospital on Twelfth Street has been developing into a medical center with several medical office buildings.

The close proximity of the depot to this area suggests that a medical development, either directly related to the hospital or privately operated, would be feasible.

Conclusion

The types of developments discussed here could be feasible as single or mixed-use establishments within the complex. A more detailed description with conceptual studies will lead to a decision concerning the type of development to be proposed for the Quartermaster Depot.
Each type of development would draw from different portions of the metropolitan area. The following graphs represent age, sex and marital status for this five county area for 1980. The income graph represents Clark County, Indiana for 1983.

Metro - 906,152 (1980)

Median Income - $20,023

Clark County - 88,400 (1983)

Median Income - $20,516
Advantages

Regional Market
Unlimited Public Exposure
Easy Expressway Access
Plan Flexibility
Well Defined Interior/Exterior
Diverse Courtyard Activity Potential
Unique Layout

Disadvantages

Slow Return on Investment
Large Parking Requirement
Courtyard Possibilities

Wading Pool, Ice Skating, Remote-Control Boating, Playground, Picnic Area, Outdoor Dining, Amphitheatre, Putting Green, Horse Shoes, Shuffleboard, Carriage Rides, Petting Zoo, New Car Sales, Display Area, Temporary Vendors, Parking, Volleyball, Softball, Swimming, Basketball, Jogging Track, Tennis
Interior Possibilities

Department Stores, Furniture Stores, Jewelry Stores, Craft Shops, Toy Stores, Clothing Stores, Fine Dining, Fast Food Restaurants, Theatre, Drinking Establishments, New Car Showrooms, Museum, Tanning Centers, Beauty Salons, Barber Shops, Health Spas, Video Arcades, Flower Shops, Formal Wear, Bridal Shops, Bakeries, Candy Shops, Sporting Goods Stores, Tobacco Shops, Computer Stores, Appliance Stores, Pet Shops, Video Rental Stores, Day Care Centers, Dance Studio, Karate Studio, Ceramics Studio
Advantages

High Security
Quick Return on Investment
Plan Flexibility
Second Level Potential
Completely Defined Courtyard
Large Private Recreation Area
Garage Potential
Easy Expressway Access

Disadvantages

Limited Public Exposure
High Plumbing Requirements
Courtyard Possibilities

Pools, Softball, Tennis, Volleyball, Badminton, Basketball, Horseshoes, Shuffleboard, Fishing Pond, Picnic Area, Putting Green, Flower Garden, Playground, Jogging Path

Interior Possibilities

Main Office, One Bedroom Units, Two Bedroom Units, Studio Units, Community Rooms, Party Rooms, Gymnasium, Weight Rooms, Steam Rooms, Saunas, Racquetball, Squash, Day Care Center
HOUSING

Advantages
Partial Quick Return on Investment
Partial Constant Occupancy

Disadvantages
Well Defined Commercial/Housing Edge

MEDICAL

Advantages
Close Proximity to Hospital
Courtyard Provides Area for Fitness Measures
Waiting More Pleasant
Additional Clientele Attraction
Plan Flexibility
Interior Possibilities

Dentist Offices, Doctor's Offices, Examination Rooms, Waiting Rooms, Pharmacy, Medical Supplies Stores, Health Clinics, Human Performance Labs, Out Patient Clinics, Chiropractor Offices, Hospital Annex
Advantages

Quick Return on Investment
High Security
Diverse Courtyard Activities
Majority of One Level Access
Plan Flexibility
Garage Potential

Disadvantages

Limited Public Exposure
High Plumbing Requirement

Interior Possibilities

Doctor's Offices, Dentist's Offices, Medical Supplies Stores, Pharmacies, Clothing Stores, Groceries, Restaurants, Barber Shops, Beauty Salons, Taxi Services, Laundries, Community Rooms, One and Two Level Apartments, Bakeries
FINDINGS

A combination of retail and residential would provide the metropolitan area with a unique shopping experience. This would aid in Jeffersonville’s need to attract clientele and tourists as well as establish permanent residents within the condominiums of the complex. The Developer would gain an initial return on his investment and provide a constant clientele for the retail function of the complex.

The retail portion of the complex should occupy approximately half of the existing fabric. The retail section of the project should provide opportunities for commercial retail, service, fine dining and fast-food restaurants, entertainment areas, recreation opportunities and areas for display and public gathering.

The residential section of the complex should provide a variety of condominium plans for a variety of clients. Private entries and semi-private exterior areas are also important. Areas for organized and unorganized outdoor activities should be established. Individual washer and dryer hook-ups should be provided in each unit, therefore a laundromat would not be required.

The health club should also be located in this section of the complex because the condominium residents would be automatic members.

The club should accommodate racquetball courts, nautilus equipment, and a jogging track. An aerobics and dance studio would also be beneficial. A rentable banquet area and a lounge should also be integrated.
Due to the magnitude of the existing complex and the requirements of a metropolitan retail center, parking, zoning, adjacent context, approach, and the relationship to the existing central business district, were major design factors.

The existing context consists of four different edges; Industry to the north, Government to the east, Commercial/Retail to the south, and Marginal Residential to the west.

The major approach to the complex is from the west along State Road 62. From this approach it was reasoned that the south facade would represent the image of both the complex and the city, due to State Road 62 being one of the two major entries to the city. Restoration of the
south facade and maintenance of strict residential zoning opposite this facade, would portray a positive image of the community, opposed to the present condition.

The return of residential to the south would also provide a strong edge for the existing neighborhood and establish a link between that neighborhood and the retail complex.
PARKING

Parking played a significant role in the design process. Zoning requirements called for approximately 1,000 spaces in reference to the proposed square footage of retail space. This requirement lead to several proposals before a final decision was made. There seemed to be five alternatives for meeting this requirement. Parking along surrounding streets, within surrounding lots, within the complex courtyard, within a freestanding parking structure, and sub-grade parking below the complex courtyard, were all considered.

STREET PARKING

Parking along surrounding streets provided a quaint small town atmosphere, but only 500 spaces could be achieved, due to the barriers of industry and State Road 62 (Tenth Street). The distribution of patrons throughout the surrounding eight blocks to the east and west would not lend itself well to concentrated points of entry which was an important original design factor.
The armory for the National Guard to the east and the marginal residential area to the west could be suitable for lot parking. The west edge however provides an excellent opportunity to continue the residential/commercial relationship with new multi-family units, comparable in scale with the Quartermaster Depot.

Relocation of the armory was strongly considered with a high concentration of lot parking in the armory's present location. This idea was attempted in several different concepts concerning the approach to the complex. Most of the concepts explored establishing a third axis diagonally through the center building. The southern end of the axis offered a view into the courtyard and the north end of the axis served as a drop-off for the central building. One of the problems with this idea was the adaptation of a relatively minor historic gateway into a major entry portal.
Ample space for parking is present within the courtyard, but this idea greatly contradicted the concept of open, pedestrian courtyards adjacent to commercial and residential activities. It seemed absurd to turn one of the complex's greatest amenities with unlimited potential into a parking area.

Due to the immense scale of the complex, the concept of bringing the car into the courtyard was not an objection. This decision lead to the most conflicts among the college's staff of architects, urban designers, historic preservationists, and landscape architects. The only qualifier about bringing in the car was that the pedestrian had to maintain control both physically and psychologically.

This was achieved in the final design by providing for 700 long term spaces below the retail plaza and short term parking along the streets, adjacent to the health club, and along the central building drop-off for restaurant clientele.
This solution was arrived at by a re-evaluation of contextual and historic issues. The original idea of a self-contained, impregnable complex seemed highly important. By bringing the majority of visitors up to the plaza from below and retaining pedestrian traffic through the original gatehouse, the original concept was maintained, which led to a stronger project overall.
The relationship between the complex and the existing central business district was an important issue from the beginning. By establishing a free public transportation loop between the complex and a revitalized downtown and riverfront the two separate entities could help support each other and provide two excellent images of Jeffersonville to the surrounding communities and tourists.
The division between retail and residential was defined along the minor east/west axis by a formal vehicular drop-off to the east and a pedestrian promenade to the west.

The central building which is the focus of the entire complex contains a fine dining restaurant and small museum as well as the administration offices for the entire complex. An exterior dining area is located on the north side of the building adjacent to the pool and its security berm.