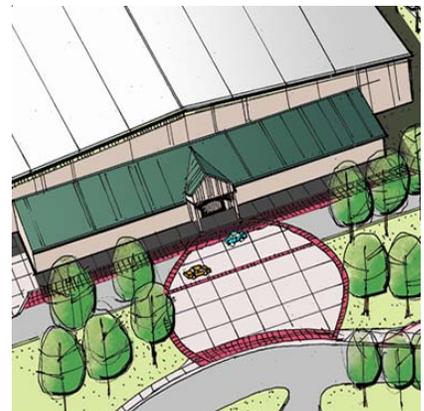
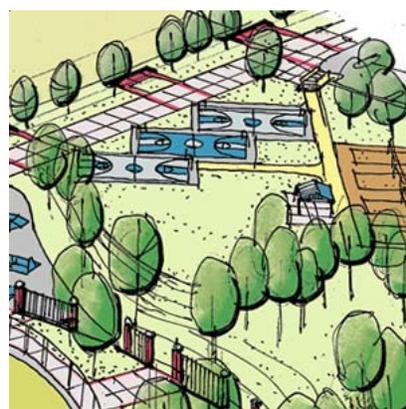
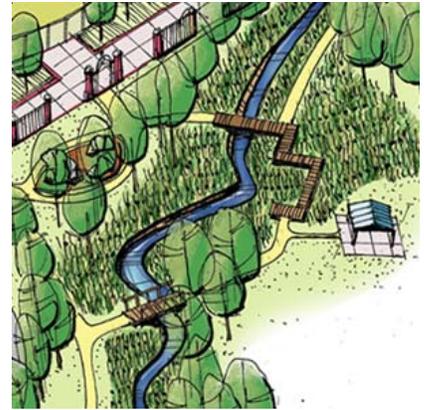
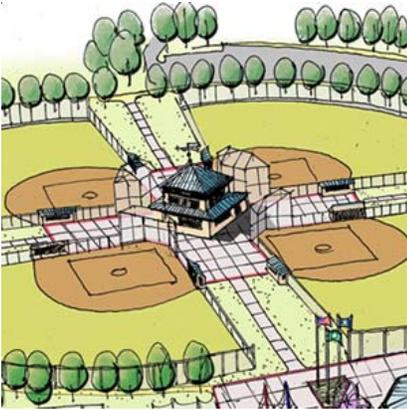


Memorial Park

Master Plan



October 2007

A community recreation plan for the City of York, Pennsylvania

Memorial Park

MASTER Plan

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Toole Recreation Planning

October 2007

Memorial Park

Master Plan

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Introduction

Creating a Vision for Memorial Park.....



Purpose

In 2004 Mayor John Brenner appointed a Task Force to develop a strategic plan for Memorial Park to ensure widespread community use and enjoyment of the park and increase sports tourism. The Task Force Report recognized Memorial Park as a unique city asset and provided the following vision:

The Memorial Park Complex will regain and, eventually, surpass its former reputation and status as a premier softball complex. Through systematic planning with an eye to self-sustainability, the park will become a vital and revenue-generating city asset that will, over time, offer an expanded scope of recreational activities and events. Through sound governance, the development of partnerships which will promote use of the park, and dedicated marketing efforts this complex will become a hub of activity in the city, serving neighborhood residents, Penn State-York and York Catholic students and staff, York County residents and visitors who will enjoy its activities and events and bring revenue to the surrounding area.

This vision for the complex will unfold in phases:

- **Restoration** of the park as a premier athletic complex with facilities and amenities that will promote softball, ice hockey, and volleyball activity.
- **Expansion** of athletic venues to include new trends in recreation programming that will make the complex attractive to diverse age groups.
- **Evolution** of the complex into a venue that offers, in addition to sporting activities, other events and activities that appeal to diverse audiences and increase revenue potential.

Source: Memorial Park Task Force Report, November 2004

This Memorial Park Master Plan was determined to be one of the first steps toward achieving the Task Force's vision for Memorial Park.

Background and History

Memorial Park was originally acquired in 1943 by the Spring Garden Memorial Park Association. The 124 acre park was located in both Spring Garden Township and the City of York. In 1953 Memorial Park was transferred to the City of York.

Significant in the parks history was the influence and philanthropy of Bob Hoffman. Bob Hoffman was known as the Father of World Weight Lifting and was the founder of York Barbell Corporation. Hoffman provided funding over many years for the development and operation of Hoffman Memorial Stadium, as part of Memorial Park, which was comprised of seven softball fields including the Bob Hoffman Stadium dedicated on August 30, 1979.

Hoffman aspired to promote the City of York as the "Softball Capital of the World" and to this day York's Memorial Park is widely recognized as a softball tournament destination. For a time, Bob Hoffman stadium was the home of the York White Rose minor league baseball team. Brooks Robinson, of Baltimore Orioles fame, made his professional baseball debut in the stadium in 1955.

Today Memorial Park totals 74 acres and is located entirely within the City of York. The park currently offers a diverse array of active recreation facilities dominated by softball facilities and the York City Ice Arena. The evolution of the park over time has resulted in some haphazard development, functional challenges, and safety concerns. Wear and tear and the lack of investment have taken a toll on the ball fields and support facilities.

The Planning Process

The master plan for Memorial Park was developed using a four part public participation process that included:

- An advisory committee.
- Key person interviews.
- User work forums – (Softball Forum, Sports Users Forum, and Community Leaders Forum).
- Two public meetings to gather community and neighbor input.

The planning process included an evaluation of existing site conditions, a softball field capacity analysis, a parking needs evaluation, and exploration of alternate conceptual designs.

Design Objectives

The following design objectives were identified based on the findings and input from the public participation process. The objectives guided the development of the Memorial Park Master Plan:

- Integrate typical community park facilities (trails, picnic pavilions, basketball courts) into Memorial Park to provide additional recreation opportunities for neighbors and City residents.
- Maintain the green area along Edgar Street as open space and integrate improvements desired by the neighborhood.
- Maximize the park for softball and improve these facilities for league and tournament use to continue the tradition and provide unique facilities that make the park special.

- Locate additional park entrances.
- Clarify and improve the entry sequence into the park.
- Highlight and recognize the memorials and give them a home in the park.
- Maximize the number of softball fields.
- Create hubs of activities.
- Organize the parking – locate parking to conveniently serve facilities.
- Maintain a “green” corridor along Edgar Street and Poor House Run.
- Integrate trails, plazas, gathering areas throughout the park.



Guiding Principles

The following guiding principles were developed as the foundation for the recommendations for the strategic revitalization, management, and operation of Memorial Park. The guiding principles should serve as the foundation for all future actions and decision-making.

1. Memorial Park is a regional park and a regional asset. It benefits the City of York and the York region of southcentral Pennsylvania.
2. The City cannot undertake the rehabilitation and management of the park over time *on its own*.
3. Neither can the City completely turn over the responsibility for the park to others.
4. Stewardship for the park needs to be cultivated with many partners working cooperatively with the City.
5. Public/private partnerships are the primary force that will drive the future success of Memorial Park. Civic responsibility nurtured among the City, the private sector, and the community will be the key to revitalizing this park as a vibrant public space that enhances the quality of life and contributes to the economic vitality of York. The fact that civic interest and support for Memorial Park is already underway is evident in the private funding and involvement of community leaders in this park master plan. Other evidence of public support for the park include the construction of the Ice Arena and the pending skate park.
6. Strong leadership is needed from both the City of York and the private sector.
7. The revitalization of Memorial Park should be directly connected to the overall economic development planning for the City of York and the region.
8. Memorial Park has to serve a broad base of park visitors including the neighbors, city residents from all areas of York, visitors from outside the City, and tourists coming for events and over night stays.
9. The park needs to be managed as both a civic space and as a business.
10. Creative innovative measures need to be developed and implemented to rehabilitate and operate the park.
11. The City needs a point person to act in a strong leadership capacity to lead the way in creating the future Memorial Park.
12. A single entity needs to be put in to place in order to cultivate, sustain, and recognize partners.

Memorial Park Master Plan

The master plan for Memorial Park responds to the findings of the planning process. Input from the public and diverse user groups was integrated into the design. Existing and future use patterns and spatial relationships were evaluated and the functional aspects of maintenance, stormwater management, emergency access, and proximity of

support facilities were considered. The master plan promotes a vision for a premier recreation facility. The following pages describe the master plan, separated into nine use areas. These descriptions are followed by park improvement guidelines and development cost summary.



Memorial Park

Master Plan

Prepared for:



The City
of York,
Pennsylvania

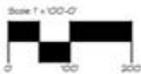
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Toole Recreation Planning
A Division of Toole Associates, Inc.



Softball Complex

- 4 Lighted 325' Softball Fields
- Central Plaza with Concession/ Restroom Building
- 4 Perimeter Picnic Shelters, Gathering Areas and Playground
- Parking Areas with Drop-offs
- Bus Parking

YCHS Improvements

- 225'x360' Multipurpose Field
- Extended Dallas St. and East Springettsbury Ave.

Trail System

- Mile Markers
- Wayfinding/Directional Signage
- 0.5 Mile Pinwheel Loop Trail

Entrance Plaza

- Central Play Area
- Batting Cages
- Public Plaza
- 1 Lighted Softball Field

Veteran's Memorial

- Memorial Walk with Monuments
- Interpretive Displays
- Garden/Water Feature
- Ice Arena Enhancements
- Park Entry Circulation Improvements

Community Area

- 2 Unlighted Softball Fields
- 225'x360' Multipurpose Field
- Trail Connection to York Catholic, E. Jackson St., and The Broad St. Greenway

York Catholic High School

Maintenance Facility

Roller

Hanna Penn Middle School

Connection to Broad Street Greenway Improvements

Edgar Street

E. Jackson St



Glen-Gery
Brick Center

Albemarle Street

Penn State
York Campus

180 Car Parking Area

80 Car Parking Area

4 Tennis Courts

2 Tennis Courts

Multipurpose Field

PSU Improvements

- Amphitheater
- Trail Link to Broad Street Greenway / PSU Trails
- Special Events Corridor

York City
Ice Arena

160 Car Parking Area

Sports Courts

- Central Open Lawn
- 4 Volleyball Courts
- 3 Basketball Courts
- Reid Menzer Memorial Skatepark
- Gathering/Spectator Areas
- Small Picnic Pavilion

Stadium

- Stadium Softball Field with Lights
- Open Fencing with Brick Piers
- Concession/Ticket Booth/ Restroom Facility
- Multiple Plaza and Picnic/ Multipurpose Areas

**Stream Corridor/
Broad St. Greenway**

- 0.75 Mile of Trail Along Poor House Run
- Stream Enhancements
- 4 Picnic Pavilions
- Wetlands Boardwalk
- 2 Half-Court Basketball Courts
- Playground Enhancements
- Pedestrian Bridges

Ratliff Road

Creston Road

Rink



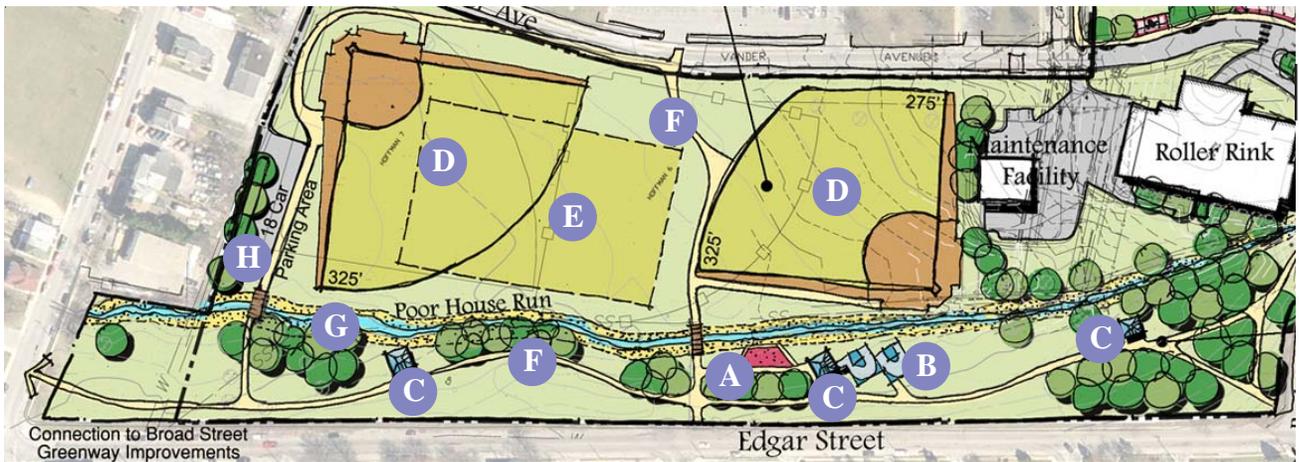
Community Park Area

Location and Existing Features The community park area is located between Edgar Street and Vander Avenue west of the Rockdale Avenue. Poor House Run traverses the area and mature trees exist along the stream corridor creating a scenic, peaceful setting for informal recreation activities. Recreation amenities include a playground and scattered picnic tables. This area of the park contains the York City Department of Public Works, Bureau of Recreation & Parks maintenance facility and the leased Roll-R-Way Family Skating Center, which are slated to remain.



Proposed Recreation Enhancements The community park area is developed with traditional recreation amenities desired by residents of the nearby neighborhoods. The area is envisioned as a neighborhood destination for leisure activities.

- **Playground** The existing playground is expanded and has age-segregated play equipment, benches, and a nearby pavilion offers shaded seating for caregivers.
- **Half-Court Basketball Courts** Adjacent to the playground and a small picnic pavilion are two half-court basketball courts developed side by side for recreational play. The basketball courts are open and visible to Edgar Street and constructed with a north-south orientation.
- **Picnic Pavilions** Three picnic pavilions are located throughout the western portion of the Community Park Area. The pavilions are small (24'x24') for family and small group use. The central pavilion includes restrooms.
- **Softball Fields** Two softball fields are located on the eastern side of the stream corridor. The fields have 60-75' baselines and 325' outfields. The southern field has a short right field. Lighting is not proposed for these fields and temporary outfield fencing will be used to allow use of the lawn area between the fields for various activities.
- **Multi-Purpose Field** A 225'x360' multipurpose field is developed between the two softball fields which overlaps the northern field. The field size will accommodate soccer, lacrosse, and football. The preferred north-south orientation is provided.
- **Trail** A trail is developed somewhat parallel to the stream which is part of the Broad Street Greenway (page 19) Two pedestrian bridges are provided to cross Poor House Run linking the community park area and the neighborhood to the west to the York Catholic High School campus. The trail extends to the north to Boundary Avenue and continues as the Broad Street Greenway on the Hanna Penn Middle School property. The trail continues to the south, along Poor House Run, across Rockdale Avenue, and through Memorial Park. Benches should be located at convenient intervals along the trail.
- **Parking** A small 18 space parking area is proposed off of Sampson Avenue. The parking area should be curbed to limit vehicular access onto the adjacent softball field.
- **Stream Enhancements** Poor House Run is in poor condition throughout the park site with incised banks from erosion, evidence of dumping, and little vegetative buffer to filter runoff entering the stream. The master plan suggests additional tree, shrubs, and streambank vegetation along the stream to enhance soil stabilization, provide shade, and filter runoff (see page 17). Mowing to the stream edge should cease. Wildflower and meadow planting should be developed within 20 feet of the top of stream bank.



Community Park Area

Issues and Opportunities

- Options were explored for relocating the maintenance facility off site which is preferred if an appropriate site can be found (page 24). Removal of the maintenance facility would provide a location for parking convenient to the Roll-R-Way Family Skating Center and community park area facilities. If the maintenance facility remains, fence and vegetative screening should be developed to visually separate functional and storage areas from public use areas.
- Environmental permits will be required to complete riparian enhancements to Poor House Run and install the pedestrian bridge.
- Minimal grading will be required to accommodate the proposed improvements.

- A Playground Area**
- B Half-Court Basketball Court Area**
- C Picnic Pavilion**
- D Softball Field**
- E Multipurpose Field**
- F Trail**
- G Stream Enhancements**
- H Parking**

- The southern softball field is developed with a short right field and is in close proximity to the maintenance facility and stream. Fencing height should be extended to protect surrounding areas from foul balls.



Entrance Plaza

Location and Existing Features The entrance plaza is centrally located within the park site, generally between the stadium, proposed four field softball pinwheel, and the York City Ice Arena. Currently this area is developed as a parking lot with amenities such as a miniature golf course, batting cages, playground, picnic pavilion, restrooms, and stadium concession stand surrounding the edge of the pavement. The area is haphazardly developed and vehicular traffic travels through the area to the eastern most fields, creating a dangerous situation.



Proposed Recreation Enhancements

The entrance plaza is developed as the central hub of the park. The primary visitor amenities are located in this area and other recreation facilities radiate from this main plaza.

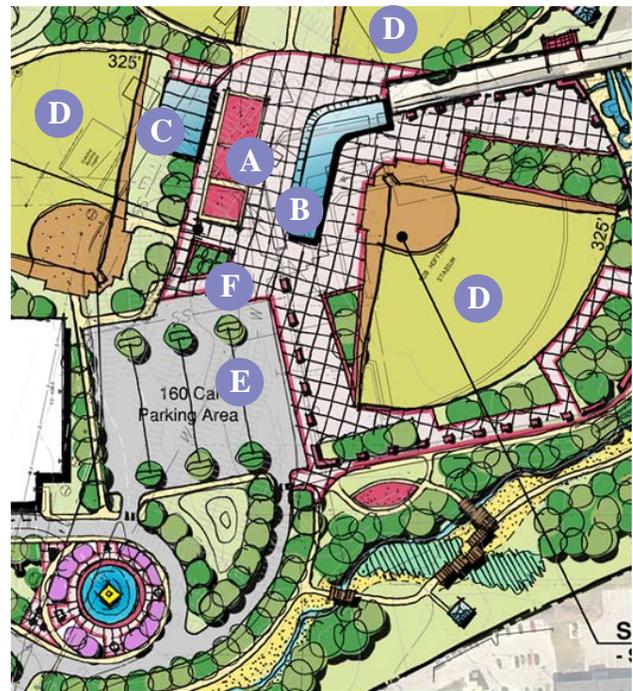


- **Central Play Area** A “York Themed” play area is centrally located within the plaza. The playground is envisioned as a dynamic destination play area with custom sculpture, expansive age segregated play apparatus, splash pad, and areas for watching the play activities. Themes that relate to York’s recreation or industrial heritage, Bob Hoffman, etc. should be creatively incorporated into the play area. The play area should be developed as the visual center piece of the park.
- **Visitor Service Amenities** Visitor service amenities will be housed in the stadium building (page 13) and accessed from the plaza. Visitor amenities would include restrooms, first aid station, umpire headquarters, concession stand, tournament check-in/information booth, and ticket booth for the stadium.
- **Batting Cages** Four batting cages are located on the northern side of the entrance plaza.
- **Softball Field** One lighted softball field is located east of the entrance plaza.
- **Parking** A parking area sized to accommodate 160 cars with a drop-off area is developed adjacent to the entrance plaza.
- **Information Kiosk** An information kiosk should be developed at the drop-off area which provides a map of the park site showing locations of amenities and trail length, tournament schedules and upcoming events calendar, park policies, and other information.
- **Amenities** Site amenities such as benches, trash receptacles, bike racks, and water fountains should be located throughout this central area for the convenience of the park visitor.
- **Pavement** Decorative unit pavers are suggested for the plaza pavement. Unit pavers that are dry laid can be removed and replaced so that utilities can be readily accessed and serviced.
- **Plaza** Plaza areas should be generous in size and scaled to accommodate high attendance at tournaments and special events.

- **Landscaping** Landscaping areas should be incorporated into the entrance plaza to provide opportunities for colorful planting beds, to separate use areas and traffic flow corridors, and to create a comfortable, human scale environment.

Issues and Opportunities

- Development of the entry plaza visitor service amenities must be coordinated with the design of the stadium building.
- The plaza offers opportunities for small kiosks to be located as a revenue stream from businesses such as gourmet coffee, ice cream, tournament souvenirs, etc.
- The batting cages could be developed with open nets so that they offer spectator value and add to the dynamic activities of the park hub. Alternatively, the batting cages could be developed within an all-season structure as a training facility, in which case, the location could be moved to the rear of the Ice Arena (page 24). The all-season structure may present an additional revenue stream for the park.



Entrance Plaza

- | | |
|------------------------------------|----------------------------|
| A Central Play Area | D Softball Field |
| B Visitor Service Amenities | E Parking |
| C Batting Cages | F Information Kiosk |



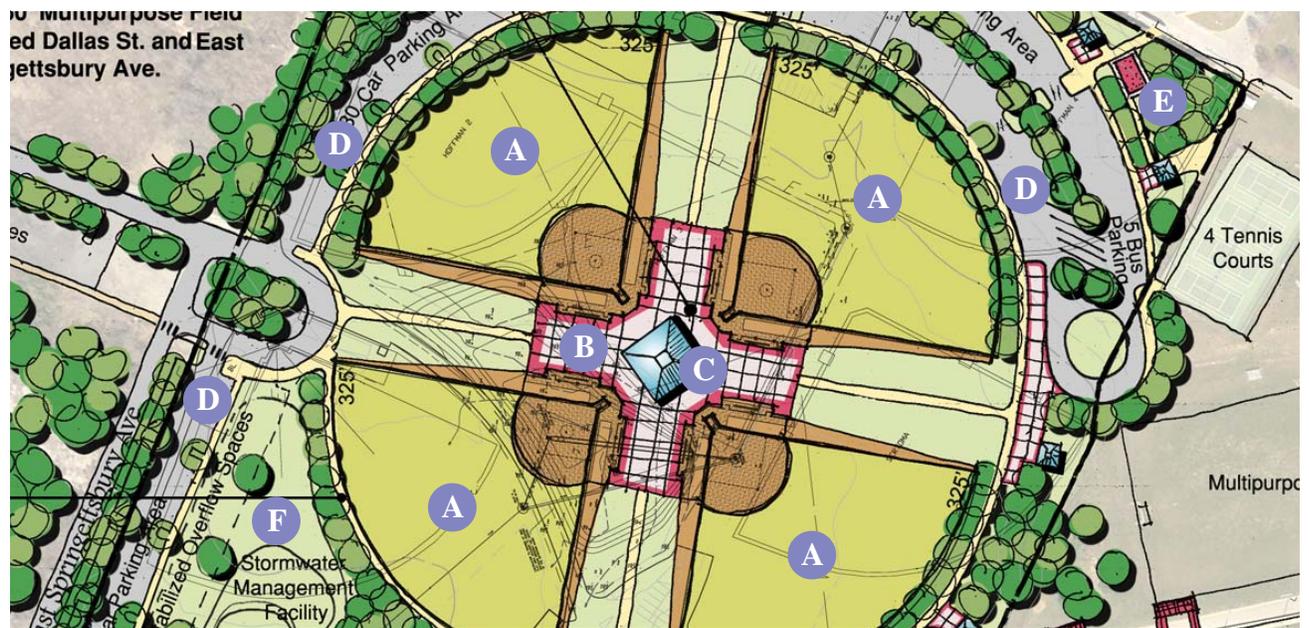
Softball Complex

Location and Existing Features The softball complex is located in the eastern most portion of the park. Existing facilities include five softball fields, stormwater detention basin, and parking. Access is from the existing central parking area. Currently access from Albemarle Street crosses Penn State York campus, which is gated off, limiting vehicular access to the park from the east.



Proposed Recreation Enhancements The softball complex provides an efficient pinwheel configuration with a central hub area for team and visitor amenities.

- **Softball Fields** Four lighted softball fields (60'-75' baseline and 300' outfield) are developed in a pinwheel configuration with a central plaza and support building. The softball fields will be developed with the full complement of amenities for tournament play including dugouts, bleachers, electronic scoreboards, warning tracks, hose bibs for maintenance and irrigation, and full field fencing.
- **Central Plaza** A plaza is created central to the four fields. The plaza pavement provides areas for bleaches and informal spectators seating and access to the central support building. The plaza should be developed to complement the functions of the entrance plaza (page 9).
- **Support Building** The central support building houses restrooms, concessions, and an announcers' booth. The central support building should be developed to complement the stadium building (page 13) and provide needed facilities in close proximity to the fields.
- **Pavilions** Four small (24'x24') pavilions are located to the east and south of the softball fields and parking. These pavilions are sized to accommodate a team and function as a staging area for tournament teams and as traditional picnic shelters.
- **Parking** Parking areas surround the four softball fields at the perimeter of the park property. The eastern parking area accommodates 180 cars and five buses. Access to this parking area is from Albemarle Street. The northeast parking area accommodates 80 cars with primary access from a proposed extension of Dallas Street. East Springettsbury Avenue is extended along the northern boundary of the park site between York Catholic High School and the park to connect with the Dallas Street extension. A parking area for 140 cars and an overflow parking area on the turf of the stormwater management facility accommodates approximately 140 additional cars. Handicap parking spaces and an emergency vehicle space should be designated for each field. Vehicle drop-off areas associated with the parking areas provide convenient access to the fields for players, spectators, and equipment drop-off.
- **Playground** A playground geared toward the needs of younger children (ages two to five) is located along the eastern property line as a complement to the softball complex and picnic pavilions. Pavement markings and signs are proposed to promote safe crossing of the parking area to access the playground and pavilions.
- **Stormwater Management** The stormwater management facility for the park is located parallel to the extension of East Springettsbury Avenue and adjacent parking area. Stormwater flowing through the site and from park areas will be managed in this facility. The west side of the facility should have shallow slopes to accommodate overflow turf parking. The side slopes of the facility should create a safe condition in a public setting.
- **Landscaping** Landscaping is provided surrounding the softball fields to separate the parking and fields. Deciduous trees in islands within the parking areas provide shade and cool the pavement areas. Perimeter use areas with picnic pavilions and the playground are planted to provide shade and create a human scale locale for recreation.



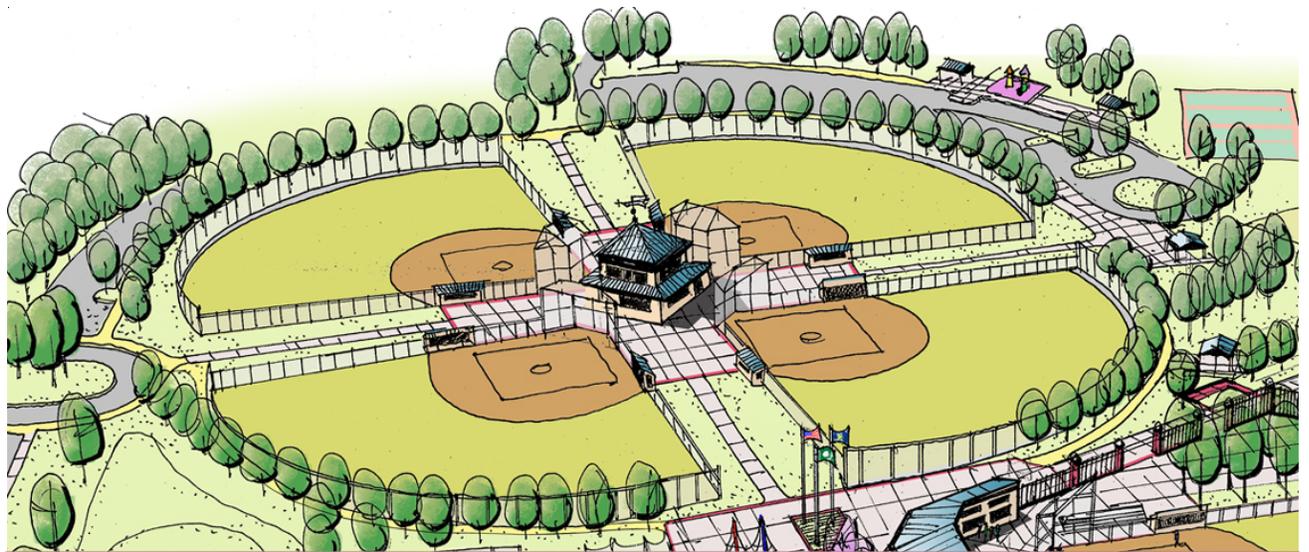
Softball Complex

Issues and Opportunities

- Extensions of East Springettsbury Avenue and Dallas Street will require the approval of the City and the cooperation of adjacent landowners.
- Coordination with Penn State University will be required to open the Albemarle Street entrance to the park.
- Engineering studies will be necessary to determine if the designated stormwater management facility is adequate in size to manage stormwater as necessary. Creative solutions such as underground detention beneath parking areas and infiltration beds may be necessary to supplement the stormwater management facility.

- A Softball Field**
- B Central Plaza**
- C Support Building**
- D Parking**
- E Playground**
- F Stormwater Management**

- Two of the proposed softball fields are developed with recommended solar orientations and the other two fields will have playing limitations during portions of the day due to the location of the sun. Lights on these fields will maximize their use.



Stadium

Location and Existing Features The Bob Hoffman Stadium is in the center of the park, adjacent to the existing large parking area. The stadium field is surrounded within a walled area. The wall of brick piers and concrete panels surrounds the field and limits visual and physical access. Concession stand, ticket booth, and bleachers surround the stadium softball field. The stadium setting, although in disrepair, presents a formal image of an older ball park.

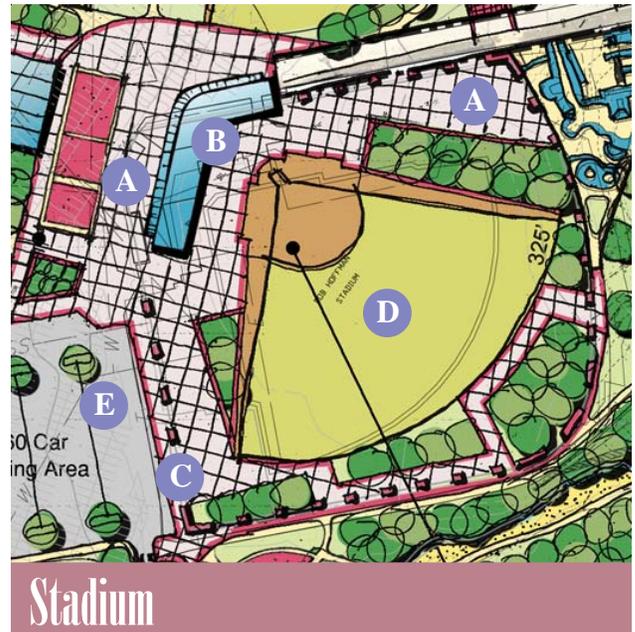


Proposed Recreation Enhancements Bob Hoffman Stadium is renovated as the premier softball field of the park. It will be used for league play and as the championship field for tournaments.

- **Bob Hoffman Stadium** Bob Hoffman Stadium softball field will be slightly shifted in location to provide the optimum solar orientation and to create plaza area surrounding the field. The field will be developed with a full complement of field amenities befitting the championship field to include dugouts, bleachers, electronic scoreboard, warning track, hose bibs for maintenance and irrigation, and full field fencing.
- **Stadium Wall** The stadium wall has been modified to provide visual access to the field by removing the concrete panels. The brick piers should be stabilized and repointed and iron fence sections inserted to replace the panels.
- **Stadium Plaza** Plaza areas surround the field to accommodate bleachers and access between the spectator areas and support amenities. The outfield hill is retained in the design and a plaza developed beyond the outfield for elevated viewing. The generous plaza areas provide opportunities for kiosk sales and special event activities. Areas for café seating should be accommodated adjacent to the stadium building. Informal picnic areas with tables should be located throughout the plaza with trees and landscaped beds.
- **Stadium Building** The stadium building provides stadium-side access to concessions, restrooms, announcers' booth, and ticket booth.

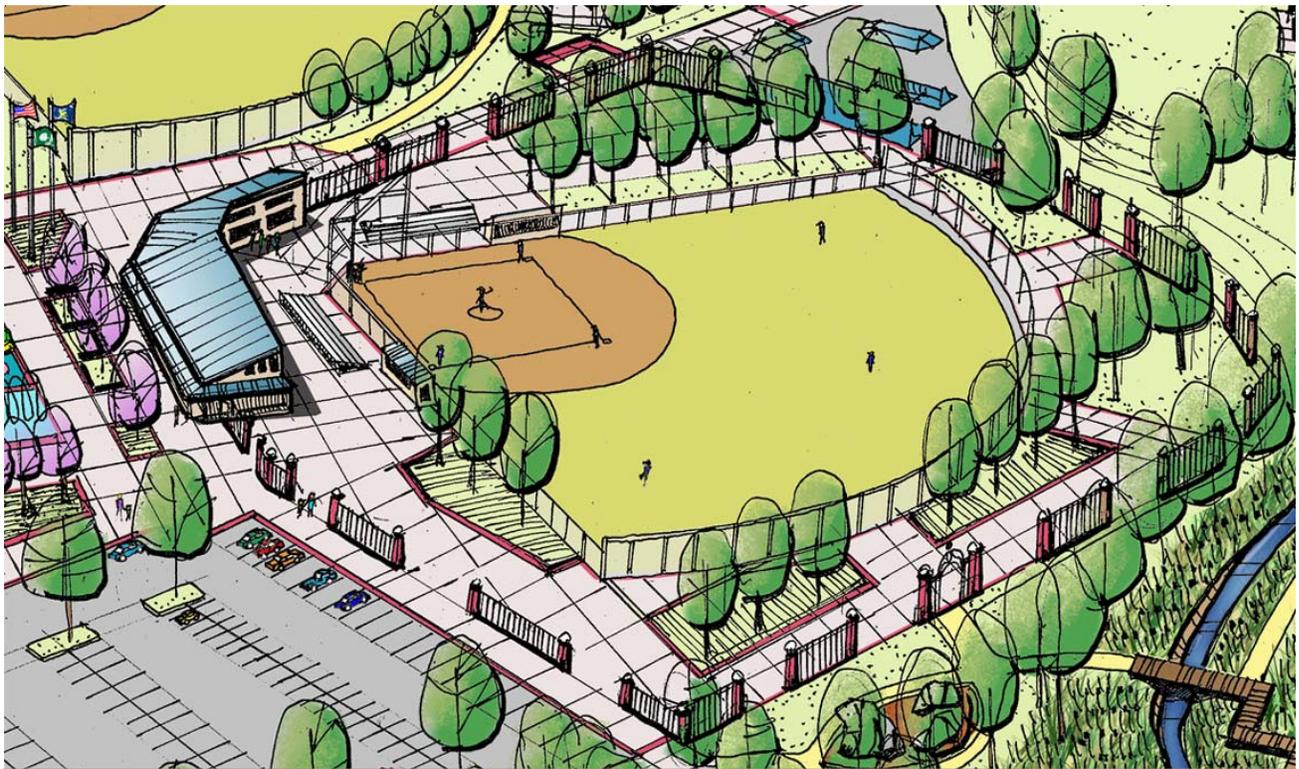
Issues and Opportunities

- The stadium building could be developed to accommodate a leased restaurant(s) and other potential revenue sources that complement the park use.
- Development of the stadium building amenities must be coordinated with the entrance plaza building functions.
- The plaza area encompasses an expansive space for sales kiosk, landscape areas, and other compatible features.
- The existing wall surrounding the stadium is in disrepair. An evaluation should be completed to determine if the piers can be repaired and retained as proposed or must be rebuilt.



Stadium

- A** Stadium Plaza
- B** Stadium Building
- C** Stadium Wall
- D** Softball Field
- E** Parking



Sports Court Area

Location and Existing Features The sports court area is located south of Bob Hoffman Stadium, west of the old soapbox derby track, and south of the Penn State University York campus (PSU) parking area associated with the Pullo Family Performing Arts Center. The area is currently a softball field. Adjacent to the area, to the west, is the existing York City mulch and yard waste area and Poor House Run.



Proposed Recreation Enhancements The sports court area includes athletic courts, the Reid Menzer Memorial Skatepark, and facilities to support league and informal play.

- **Basketball Courts** Three lighted basketball courts in the sports court area have seating and viewing areas for socializing. The courts have visual access from the special events corridor and the PSU parking area. The courts are constructed with the preferred north-south orientation.
- **Sand Volleyball Courts** Four lighted sand volleyball courts are provided in a bank for league play. The adjacent lawn accommodates viewing the court area through site grading.
- **Open Lawn** An open lawn separates the courts and the Reid Menzer Memorial Skatepark and is surrounded by a walking trail. The lawn provides an area for special events and informal use such as frisbee or bocce.
- **Landscaping** Landscaping buffers the western edge of the sports court area. It screens the sports court area from the York City mulch and yard waste area.

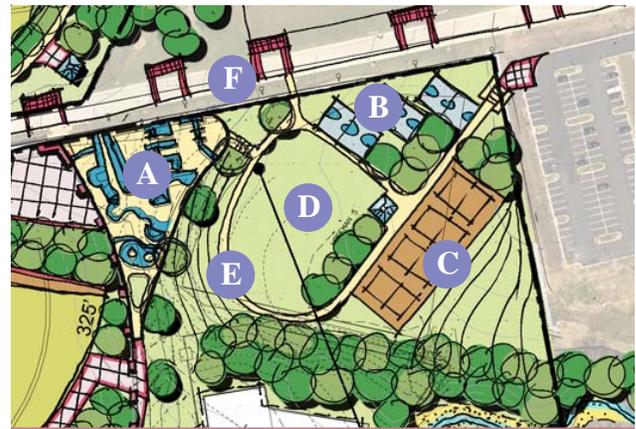


Issues and Opportunities

- The York City mulch and yard waste area should be relocated, if an opportunity emerges to do so. A location without potential conflicts with public recreation uses and the potential of flooding of Poor House Run is preferred (page 24).
- Visual access to the skate park and courts should be maximized through the implementation of the detailed design. Open visual access will enhance monitoring of the area and safety of users.
- Shared parking with the Pullo Family Performing Arts Center should be explored with PSU. A walkway and steps are proposed to facilitate the connection from the parking area to the sports court area.

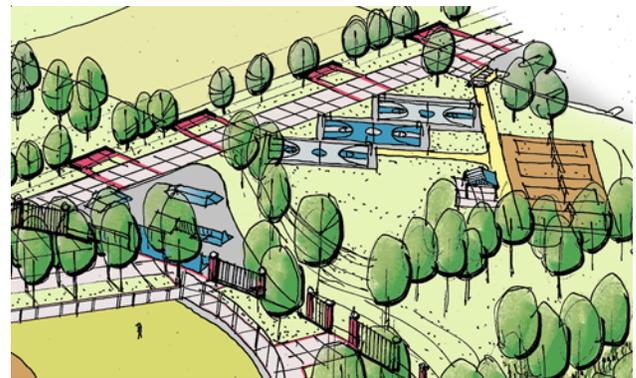
Reid Menzer Memorial Skate Park

The Reid Menzer Memorial Skatepark is a new state-of-the-art skate park currently under construction. The concrete skate park area will be over 20,000 square feet in size and combine bowl and street elements. The skatepark was designed in cooperation with area youth. Community fundraising is underway. The skatepark is adjacent to the stadium plaza with access from the former soapbox derby track. The grade rises on the south side of the facility providing lawn seating for spectators.



Sports Courts

- A** Reid Menzer Memorial Skatepark
- B** Basketball Courts
- C** Volleyball Courts
- D** Open Lawn
- E** Trails
- F** Special Events Corridor



Veterans Memorial

Location and Existing Features Currently, the Veteran’s Memorial area is south of the intersection of Vander Avenue and Rockdale Avenue. The various memorials are randomly placed. A garden in the shape of a star highlights the area.

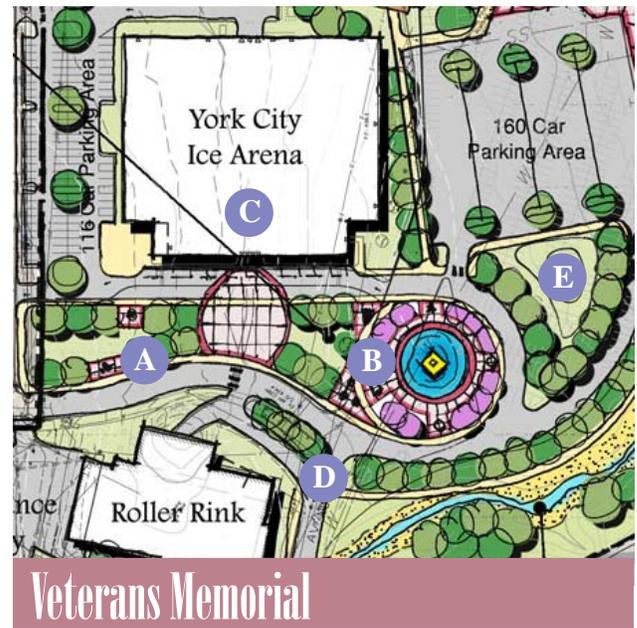


Proposed Recreation Enhancements The memorials are relocated to a more prominent setting at the terminus of Vander Avenue and incorporated into a landscaped walkway. The Veteran’s Memorial area is developed as a passive garden space to enhance the entrance to Memorial Park and provide a prominent location for the veterans memorials located in the park. The space is also designed as a plaza for Veteran’s Day celebrations and a connection between the York City Ice Arena and Roll-R-Way Family Skating Center.

- **Memorial Walk** A memorial walk with stations for individual memorial elements encircles a garden and extends along the lawn in front of the York City Ice Arena. Interpretative displays are incorporated into the walkway, which provide information about the memorials and the history of Memorial Park. A central plaza area spans between the York City Ice Arena and the Roll-R-Way Family Skating Center providing access between the two facilities and creating a space for Veterans Day ceremonies.
- **Garden and Water Feature** A colorful garden and water feature is suggested as a visual feature to enhance the entry into the park. The water feature is envisioned as a fountain that creates a dynamic centerpiece of the garden and memorial area.
- **York City Ice Arena** The York City Ice Arena is a significant facility within Memorial Park, providing two indoor ice rinks, meeting/party rooms, concession area, and large community room. Enhancements to the facility are proposed to improve its function and expand its use within the park. A vehicular drop-off area is created, separate from the one-way parking access drive, that is now in front of the building. Aesthetic enhancements are proposed for the York City Ice Arena and Roll-R-Way Family Skating Center façades to tie these buildings to the other park buildings. Parking north of the Ice Arena is maintained and the rear parking area is realigned to be parallel with the building to provide space for the adjacent softball field. Walkways link the Ice Arena to the entrance plaza and stadium.
- **Park Entry Sequence** The park entry circulation patterns are improved to direct visitors to destinations within the park. A “T” intersection at Rockdale Avenue and Vander Avenue will enable traffic to flow to the south to the main park parking area and Ice Arena or to the north for parking along East Springettsbury Avenue. Directional signs guide visitors to their destinations. A central parking area on the south side of the Ice Arena accommodates 160 cars and provides a drop-off at the entrance plaza. The lawn area between the entry/exit drives of the parking area is designated as a stormwater management facility to supplement the facility located along East Springettsbury Avenue.

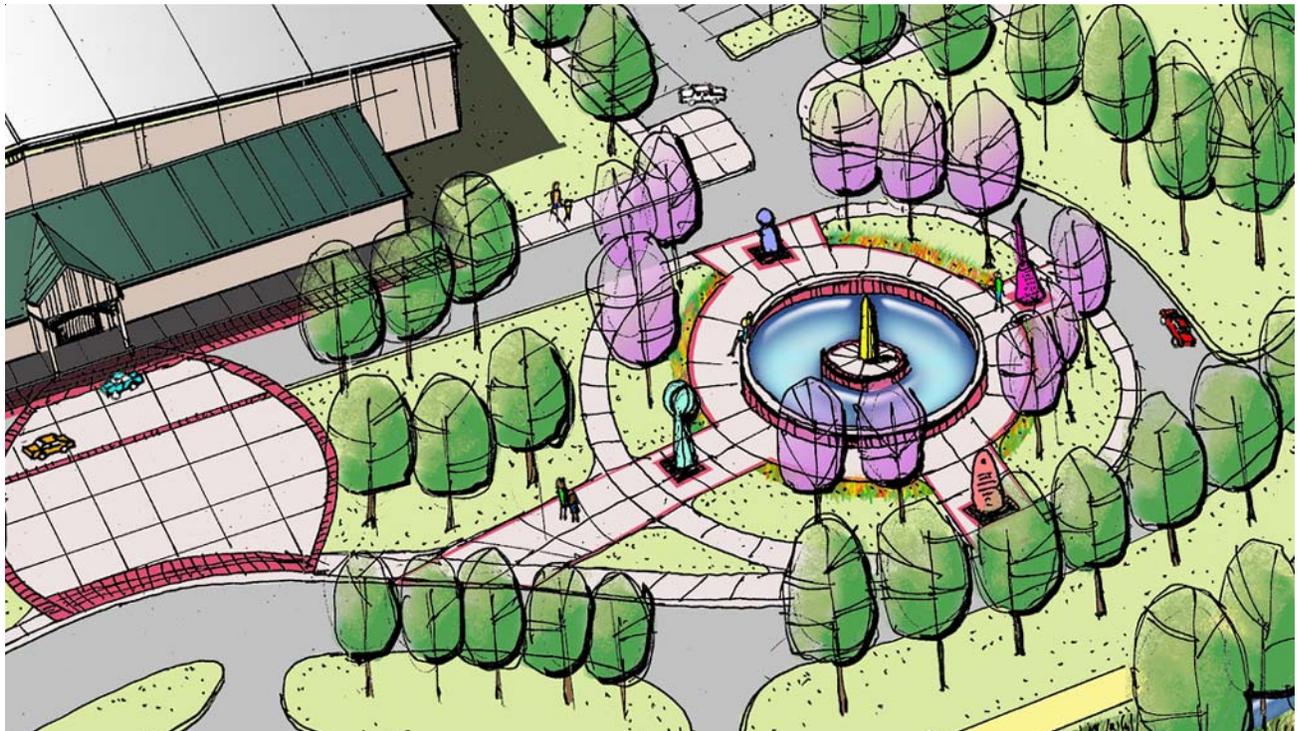
Issues and Opportunities

- There are several memorials in the park that are slated to be relocated to the memorial walk. Additional areas along the walk should be designated for future memorials.
- The Veterans Memorial area of the park offers a prominent location for garden development. Gardens add color and interest to a park but can often require extensive maintenance. A partnership should be sought with a neighborhood group or garden club to maintain the garden area.



Veterans Memorial

- A** Memorial Walk
- B** Garden and Water Feature
- C** York City Ice Arena
- D** Park Entry Sequence
- E** Stormwater Management



Stream Corridor / Broad Street Greenway



Location and Existing Features Poor House Run flows through the park in a south to north direction somewhat parallel to the western park boundary. This stream corridor is designated as part of the Broad Street Greenway, an important pedestrian and bicycle link in the City, that will connect parks, schools, and neighborhoods. The stream corridor provides the park's most natural setting with mature trees, meadow areas, and wetlands. The northern stream corridor is described as part of the community area (page 7). The southern portion of the corridor is mostly undeveloped, in a natural state, with a portion used as a tree nursery for the York City Bureau of Recreation and Parks.



Proposed Recreation Enhancements The Broad Street Greenway will be extended along the stream and provide access to the corridor's natural setting for recreation and nature study.

- **Wetlands** A wetlands area exists on the southern portion of the corridor. Boardwalks and bridges help visitors explore the wetland area. The area is complemented with interpretative signs and a small pavilion to promote nature study.
- **Natural Playground** A "Nature Themed" play area is located west of the stadium and is envisioned as a nontraditional play area that incorporates natural elements and creative opportunities to learn about nature in a fun, dynamic setting.
- **Broad Street Greenway** The Broad Street Greenway extends from Hanna Penn Middle School, along the stream corridor through the park, to connect to lands of PSU and their trail and sidewalk system.
- **Landscaping** Landscape improvements along the stream corridor should include the removal of invasive species and supplemental planting of native species. Stream enhancements as described in the community area (page 7) should be implemented along the entire stream corridor. The tree nursery is maintained within the design and could be incorporated as a learning opportunity.
- **Trail Amenities** Trail amenities should be added such as benches, pet pick-up stations, and mile markers to promote use of the trail corridor.

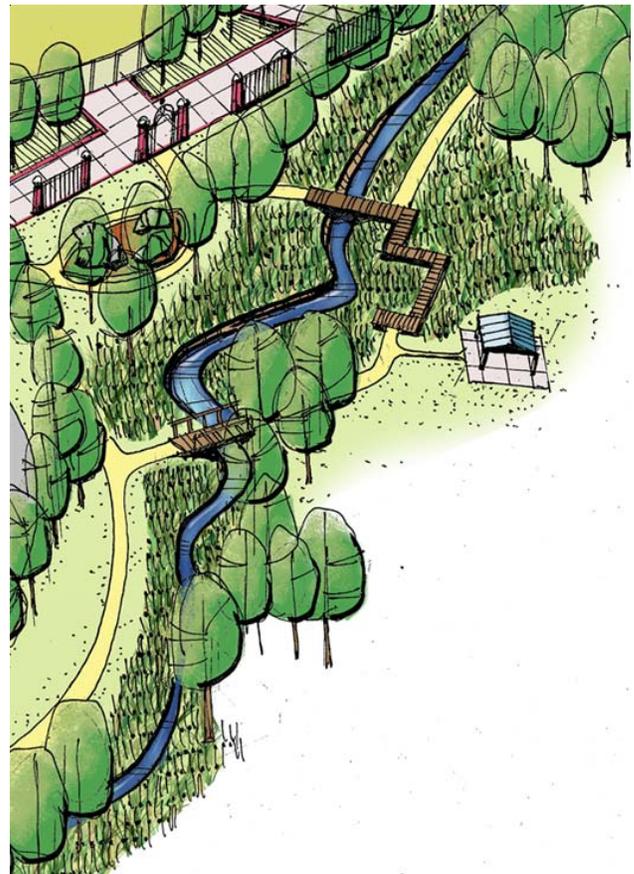


Stream Corridor / Broad Street Greenway

Issues and Opportunities

- Erosion along the southern portion of the stream is severe and it will be important to work cooperatively with the commercial neighbors, west of the southern portion of the area, to manage stormwater runoff and repair eroded drainage channels feeding the stream.
- Safety and security are promoted through good visual access and elimination of isolated areas. It will be important to open up sight lines into and along the trail in the southern portion of the Broad Street Greenway to create a safe environment.
- Environmental permits will be required to complete enhancements to Poor House Run and may require the cooperation of the adjacent commercial land owners.
- The extension of the Broad Street Greenway south to connect with the trails of PSU will require the cooperation of PSU.

- A** Wetlands
- B** Natural Playground
- C** Broad Street Greenway



Penn State University Improvements

Location and Existing Features Penn State University (PSU), York Campus is located contiguous to the south and east boundary of Memorial Park. The boundary between the park and campus blurs with PSU's multipurpose field and six tennis courts located adjacent to existing softball fields in the park. The two sites are physically connected by the 30-foot wide paved corridor that had been, until recently, a soap box derby track. With the addition of the Pullo Family Performing Arts Center to the PSU campus, the track no longer has the length for competition but must remain in place for fire equipment access purposes to the PSU campus.

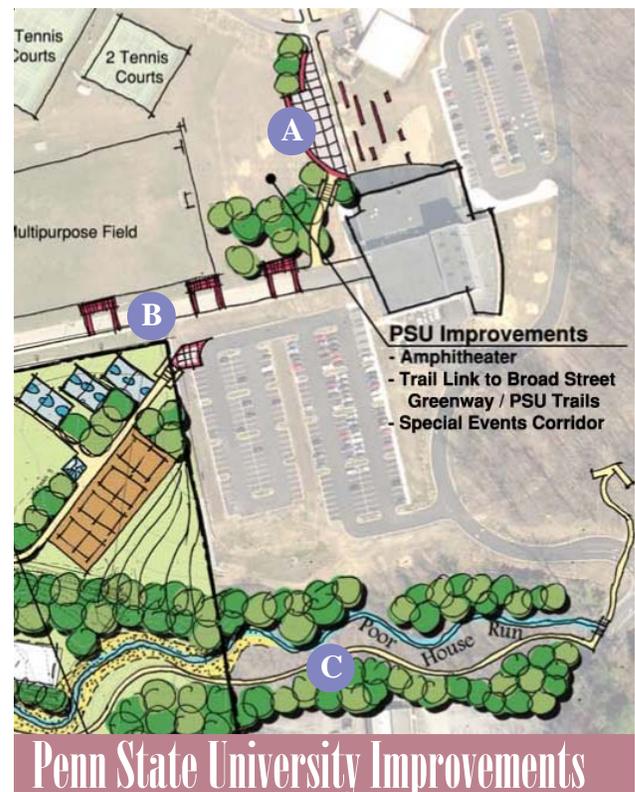


Proposed Recreation Enhancements The PSU improvements are recreation elements that will serve both the school campus and the general public using Memorial Park.

- **Special Events Corridor** The former soap box derby track is transformed to a corridor punctuated with seating and gathering areas. These areas are located along the east side of the corridor and include low seating walls and decorative accent pavement. Colorful shade sails are suggested to shade the sitting areas and add whimsy and color to the area. These amenities and the paved corridor provide a location to set up special and community events. Additional accommodations for special events include ground surface lockable electrical outlets, hose bibs, and stabilized turf on either side of the paved corridor for vendor and equipment setup. Between events, the special events corridor will provide informal seating for park patrons and PSU students.
- **Broad Street Greenway Extension** The Broad Street Greenway along Poor House Run links to the existing trails in the woodlands of the PSU campus. The trail extension crosses Poor House Run near Rathton Road and the entry drive to the Pullo Family Performing Arts Center. Linking the greenway with the PSU trails extends the walking opportunity that radiates from the park and facilitates a possible future extension south of the park into Spring Garden Township.
- **Amphitheater** An amphitheater is located just outside of the Pullo Family Performing Arts Center. The location takes advantage of the sloping hillside with informal seating on the hill facing the stage in the north. The orientation of the stage and audience is not a preferred orientation for viewing performances outdoors, but the orientation can be compensated for by providing a backdrop to the stage that also screens the setting sun for evening performances. The backdrop/screen should be designed as a movable structure to provide open views to the park and the City beyond when there are no performances in the amphitheater. Access from the special events corridor to the amphitheater is provided.

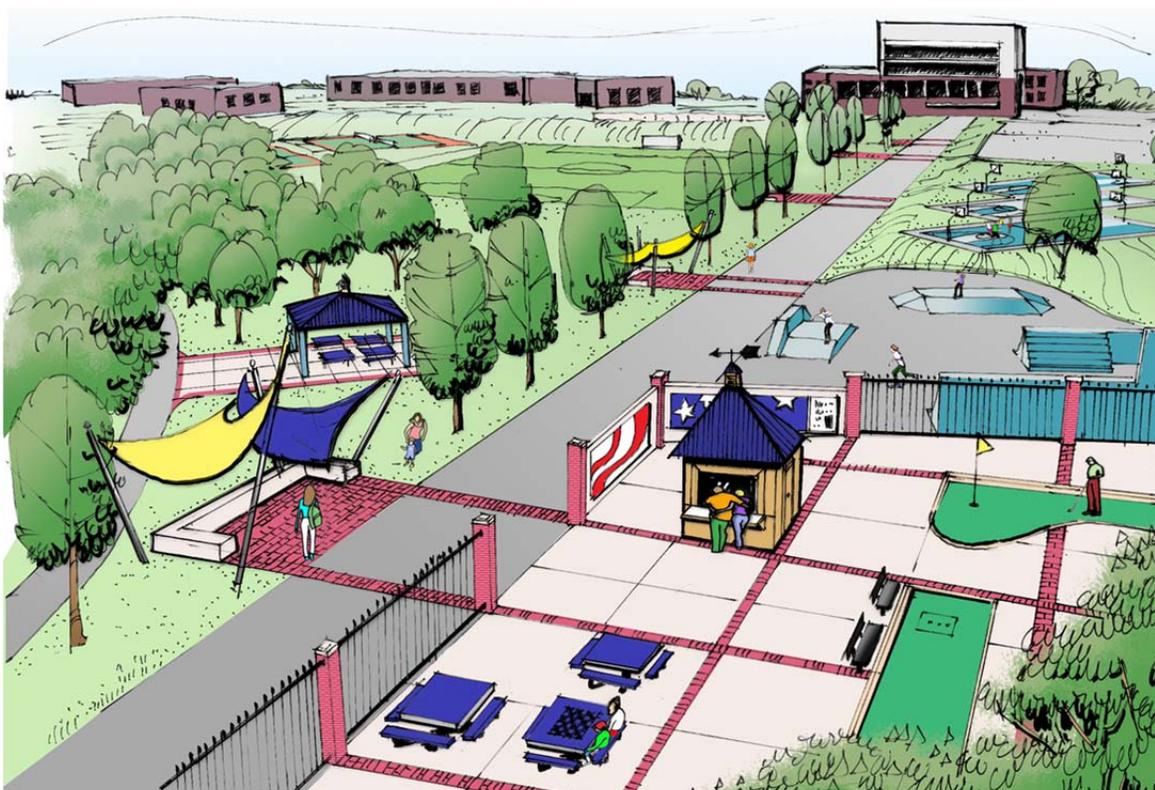
Issues and Opportunities

- The amphitheater takes advantage of the natural seating hill but will require special accommodations to screen the setting sun for evening performances. The amphitheater and its spectator area have expansive views of the park and city beyond which should be accessible when the amphitheater is not programmed.
- The architecture of the amphitheater stage and seating area should complement the Pullo Family Performing Arts Center.
- The former soap box derby track must retain its full function as an emergency fire lane for fire vehicles to reach PSU. Special and community events will be required to setup on either side of the corridor retaining the corridor as a pedestrian way that can be quickly cleared in case of an emergency. Additional requirements must be coordinated with the City of York Fire Department.
- Environmental permits will be required to cross Poor House Run with a pedestrian bridge.
- A crosswalk and directional signs will be required where the trail crosses the PSU campus access drive and along the trail.



Penn State University Improvements

- A** Amphitheater
- B** Special Events Corridor
- C** Broad Street Greenway Extension



York Catholic High School Improvements

Location and Existing Features York Catholic High School lies contiguous to Memorial Park on its northern boundary. The high school has frontage on Vander Avenue and the extension of East Springettsbury Avenue. Students who live in the neighborhoods west of the park cross the community park area and Poor House Run to access the school. The school property includes the high school building, a senior baseball field, a football stadium, one softball field, and a multipurpose field. The eastern-most portion of the school property is undeveloped and exists as scrub vegetation surrounding spoil materials dumped on the site. Informal parking by park patrons occurs in this area due to its close proximity to park softball fields. The northeastern-most corner is an open undeveloped field.

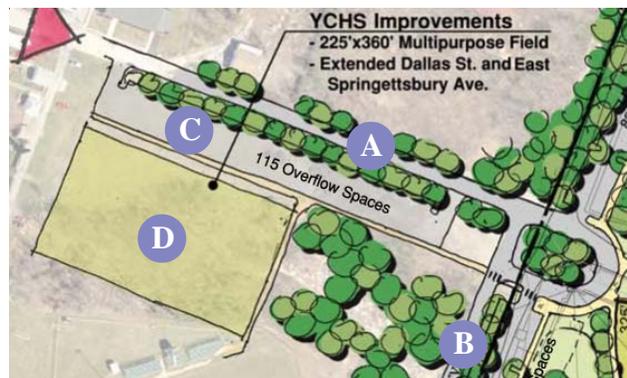
Proposed Recreation Enhancements Improvements proposed for the York Catholic High School (YCHS) lands are intended to benefit both YCHS and Memorial Park and are support facilities to enhance the function of the park.

- **Dallas Street Entrance** A new entrance to Memorial Park is proposed by extending Dallas Street from Sampson Avenue to the intersection with the extension of East Springettsbury Avenue. This entrance will provide easy access for the neighborhood to the north and will be a primary access way for tournament participants and spectators traveling south on Route 83 to the Mt. Rose exit to access the park. Dallas Street terminates in a drop-off area at the softball complex.
- **East Springettsbury Avenue Extension** East Springettsbury Avenue is extended to the east along the frontage of YCHS to connect with the planned extension of Dallas Street. East Springettsbury Avenue will provide access to the parallel parking areas and the drop off serving the softball complex.
- **Overflow Parking Area** An overflow parking area accommodating approximately 115 vehicles is developed parallel to the Dallas Street extension on the YCHS property. This parking area will serve the overflow spectator needs of both YCHS and Memorial Park.

- **Multipurpose Field** A multipurpose field is proposed east of the existing YCHS football stadium. This field is developed with the preferred north-south orientation. This multipurpose flat field will be used by YCHS and can be programmed for park use.

Issues and Opportunities

- Development of the multipurpose field and overflow parking will require removal of vegetation and grading which may uncover debris dumped on the site. An investigation of spoil materials and subsurface conditions should be conducted prior to developing this area.
- Extending Dallas Street and East Springettsbury Avenue will create a through road that traverses the park and school. Traffic calming measures should be incorporated into these street extensions to slow traffic and discourage cut-through traffic. Coordination with the City Engineering and Traffic Departments will be required. These street extensions facilitate maintenance and emergency access to the park without traversing the central public use areas of the site.
- The development of the multipurpose field as illustrated will provide the only flat fields with optimum solar orientation on the YCHS campus.



York Catholic High School Improvements

- A** Dallas Street Entrance
- B** East Springettsbury Avenue Extension
- C** Overflow Parking Area
- D** Multi-Purpose Field

Additional Design Considerations

Throughout the master planning process numerous design ideas were explored that are not included, per se, in the final master plan. Many of these ideas are valid and are documented below so that they may be implemented if opportunities emerge.

- **Maintenance Facility** The maintenance building is located in a highly visible portion of the park, adjacent to the Roll-R-Way Family Skating Center and the community park area. The functional aspects of a park maintenance facility typically require the storage of vehicles, equipment, and materials. Screening has been suggested to minimize the view to the maintenance facility, but the preferred solution is to relocate the facility. A possible location for the relocated maintenance facility is on the east side of the Dallas Street extension. A portion of the parcel, which is privately held, would provide the necessary area for the maintenance facility and planned expansion. Additionally, the York City mulch and yard waste area could be centralized with maintenance activities in this location. A parking area to serve the community park area is suggested in place of the maintenance facility if it is relocated.
- **Miniature Golf** A miniature golf course is located in the existing park. Although initially popular, the facility has experience less use in recent years and the facility is showing signs of wear. Miniature golf is viewed as a complementary facility for the new Memorial Park and has revenue potential. There are areas of the park that may accommodate a small, nine-hole course, and if a potential partner emerges, this opportunity should be explored. Potential miniature golf locations include the plaza surrounding the stadium, the corner areas beyond the parking that encircles the pinwheel fields, and on PSU lands between the multipurpose field and the park. Additionally, if an off site maintenance facility is achieved; the current maintenance facility area or the York City mulch and yard waste areas could be explored as potential miniature golf course sites.
- **Golf Training Area** Golf training could be accommodated on the open area located between the two softball fields in the community area. These fields are slated to have portable outfield fencing, leaving a large open area for multiple uses when the fields are not in use.
- **Indoor Athletic Training Facility** An indoor athletic training facility would complement the softball complex and York City Ice Arena. It could be a potential revenue generator. The location suggested for an indoor facility was to the rear of and connected to the Ice Arena. This location would require the one softball field proposed for the area to be shifted to the northeast and possibly developed with a shorter outfield. Additionally, the field relocation would require the reconfiguration of the stormwater management facility and additional subsurface management. The batting cages could be located within the indoor athletic training facility.

Park Improvement Guidelines

The transformation of Memorial Park to a state-of-the-art facility that encourages users to extend their time in the park includes support facilities and amenities that are critical to the park vision. Site amenities that are conveniently located, signs that direct patrons to their destinations, and playgrounds that are dynamic and engaging all contribute to the success of the new Memorial Park. The following section presents park improvement guidelines for trails, playgrounds, signage, and park architecture.

Trails

The development of a comprehensive trail system is critical to the success of Memorial Park. Trails extend throughout the park site to provide continuous loops for walking and biking. Incorporating trails throughout the park will encourage the non-sports user to expand their use of the park beyond the Community Area, provide tournament spectators alternative activities between games, link the surrounding neighborhoods and schools to the park site, and encourage fitness and wellness pursuits. Trails will provide access to proposed facilities that meet the requirements of the American with Disabilities Act (ADA).

The trails are paved and developed at a minimum eight (8') foot width to accommodate both pedestrian and bicyclists. Trails are developed interior to the park site. Road crossings are minimized. Where roads and access drives must be crossed, pavement crosswalks and safety signage are proposed.

Health and fitness activities are promoted with trail mile markers that designate trail length of specific trail loops to challenge users. For instance, the trail encircling the softball complex pinwheel is 0.5 miles in length. A map should be developed that depicts the trail system and identifies trail lengths. The map should be located in the entrance plaza kiosk and at other convenient locations along the trails.

Trails are important to city residents who typically must use park land to exercise their dogs. Many people currently use Memorial Park to exercise their dogs in the park and the park should continue to be dog friendly. Other suggested trail amenities include benches in shaded locations, trash receptacles, and pet pick-up stations that provide plastic bags for pet users to pick up after their dogs. Signs should be posted along the trails to direct users to popular park destinations. The park provides a public setting for the display of outdoor art. Creating an "Art Walk" in the park could be an attractive enhancement.

Playground Areas

Four playground areas are proposed in the park, each serving a different purpose and designed to address different need. The playground areas should be designed to be age-segregated to include a tot lot for two to five year olds and a youth playground for six to twelve year olds. The playground areas must be developed with safety surfacing and located as recommended for safe play. Reference should be made to the following:

- American Society for Testing and Materials F1487-05.
- Consumer Product Safety Commission Guidelines for Public Playground Safety.

The playgrounds should be accessible to physically challenged children via accessible pathways and play equipment should offer play options for physically challenged children. The playground must comply with the ADA. The playgrounds located in the entrance plaza and along the stream corridor of the Broad Street Greenway should have themes incorporated into the play environment. Each playground area should be developed to be engaging for children, providing dynamic play spaces that will be enjoyed by both children and caregivers.

What is a Good Playground?

Play is the work of children. Through play, children learn skills to develop into happy and well-adjusted human beings. Playgrounds provide a valuable resource for this process. Playgrounds typically focus on the narrow gross motor skills: running, climbing, and swinging. Important skills such as socialization, language, creativity, and conceptualizing are less likely to be developed on play equipment typically available such as swings, climbers, seesaws, and merry-go-rounds.

Elements of a Good Playground Play areas designed according to the development needs of specific age groups: (2-5 year olds, 6-12 year olds). Playground equipment must conform to the Consumer Product Safety Commission guidelines. This includes safe equipment, design for safety through proper layout, and safe surfaces. Playgrounds should be designed and located within the spirit and standards of the Americans with Disabilities Act.

Superstructure A play superstructure provides a wide range of experiences not possible in traditional equipment with a singular purpose. Every time a child steps onto a superstructure, a variety of choices are presented. Components of superstructures include decks, bridges, ladders, and climbers. Superstructures are sized to accommodate numerous children at once.

Tire Swing In contrast to the traditional belt swing, tire swings can accommodate up to three children at once. This encourages children to develop a sense of cooperation and teamwork.

Sand Area Children love to play in sandboxes. Sand play fosters cooperative and creative play.

Dramatic Play Structures Structures that resemble items such as houses, town buildings, trains, cars, etc., provide the vehicle for children to develop linguistic and conceptual skills. These structures encourage imagination and social skills. They become props for adventures and activities.

Paths and Walkways Paths for tricycles, in-line skates, or wheelchairs provide a way for children to experience independence. Paths with curves provide physical and cognitive challenges for balancing, steering, and turning, and a sense of the body in motion.

Trees and Gardens Trees and shade are essential components of a playground. Relief from the hot summer sun is important. When supervision is possible, gardens provide learning landscapes for appreciation of the environment and nature.

Sitting Areas Benches and shade are necessary for people using a playground. Adults supervising children need a relaxing place to sit. Sitting areas provide a gathering place for socialization and story telling. Seating can be imaginative with cutouts in hills, walls designed for seating, etc.

Amenities and Support Facilities Playgrounds should have drinking fountains, trash receptacles, and nearby bike racks. If the playground is to have a supervised recreation program longer than three hours, it should be located with convenient access to restrooms.

Water Play Features Water play is a favorite activity of pre-schoolers. Where supervision is provided a water play area would be an asset. Water spray fountains near sand play areas add to the imaginative play opportunities.

Storage Facilities Storage facilities are necessary for recreation leaders to store materials and equipment on site.

Signage System

A comprehensive signage and wayfinding system is important for Memorial Park to guide visitors to the park, direct visitors to the various park facilities, and inform visitors about park policies and future park events. Wayfinding means knowing where you are, knowing your destination, following the best route, recognizing your destination, and finding your way back.¹ As a park that hosts tournaments, visitors will be traveling from outside the York County area to

visit Memorial Park. Clear informative signs located along major travel routes will be necessary to guide visitors to the destination. Once in the park, effective signage must be provided to direct visitors to the park’s many recreation destinations. “You are here” maps within kiosks in activity hubs will greatly aid visitor orientation. A comprehensive system of signs should be developed at Memorial Park.

A Signage System for Memorial Park		
Sign Type	Sign Purpose	Sign Location
Regional Park Signs	Direct visitors to the park.	Strategic locations along Routes 83 and 30 and local roads that lead from state roads to the park.
Park Entrance Signs	Identify the park	At the four main park entrances, at the Boundary Avenue frontage, and at the sports court area near PSU.
Information Kiosks	Provide information about the park such as park policies, park and trail maps, special events calendar, etc.	At activity hub areas such as the entrance plaza, center of the four-field pinwheel of the softball complex, at the vehicular drop-off areas, in the sports court area, at the East Jackson Street entrance to the Broad Street Greenway, and other high use areas.
Directional Signs	Identify direction to points of interest.	At trailheads and activity area access points.
Trail signs	Identify trails of the park.	At all trail intersections to guide users and identify cross trails.
Mile Markers	Identify distances along trail loops (tenth of a mile indication visible from both sides of the marker).	At one-tenth mile intervals along the trails.
Interpretative Signs	Provide environmental education and general interest information	At points of interest in the park and along the trails.
Traffic Signs	Warn motorists of park activity areas and trail/road crossings.	Along the roadways.
Safety Signs	Warn visitors of safety issues.	Strategically located as necessary.

¹ Carpmann Grant Associates, wayfinding.com

Memorial Park Sign Guidelines

Vandal Resistant Use materials such as phenolic resin panels (no frame required) or fiberglass embedded panels (frame required) which resist abrasions, graffiti, solvents, etc.

Weather Resistant Use materials that will not fade or otherwise degrade from sunlight, moisture, or the freeze/thaw cycle.

Meet PennDOT Regulations Along PennDOT roadways and York City streets use standard signs.

Promote Consistent Image Develop a “family” of graphics (logo, font, colors, etc.) that will be used on all park signs to unify the park image. Work with professional graphic artists to create a layout template for each sign type and park logo.

Graphics Utilize maps, graphic illustrations and photographs, and text to communicate the intended message.

Positive Message Research indicates that positive messages are far more effective in reducing undesirable activities (littering) than negatively worded messages.²

Sign Illumination Park identification signs located at the main activity area entrances should be illuminated so they are visible at night, fostering awareness of the park.

² [Recreation Research Update](#), Pacific Southwest Research Station – Wildland Recreation and Urban Cultures, October 1999 No. 31 (USDA Forest Service).

Memorial Park offers numerous interpretative opportunities that could be incorporated into a series of signs along the trails and in activity areas. Topics could include York’s softball heritage, York’s industrial heritage, the environmental resources in the Poor House Run riparian corridor, and the veterans’ memorials, to name a few.

Park Architecture

Implementation of the park master plan recommendations will require the development of new buildings. The architecture of park structures at Memorial Park can be a unifying factor within the park if buildings are developed with similar design and complementary qualities. Park architecture guidelines noted below are recommendations to guide the renovation and development of park structures.

Park Architecture Guidelines

Unifying Design Buildings throughout the park should be similar in design and detail, while responding to function and site characteristics. Building materials should be incorporated in other park elements as appropriate, e.g. building roof material used for kiosks.

Complement the Park Setting The buildings should relate to the topography and character of the setting, becoming an integral part of the park site and not forced upon the landscape.

Human Scale The buildings should be human scale with wide roof overhangs to protect the buildings and park visitors from the elements.

Vandal Resistant Interior and exterior materials should be vandal resistant. Restrooms should have vandal resistant fixtures. Pavilion trusses should be closed off to the public. Security lighting should be installed.

Expandable The stadium building and the hub building in the softball complex area should be built with expansion opportunities preserved to accommodate future needs.

ADA Compliance Public buildings must comply with the Americans with Disabilities Act requirements.

Sports Field Development

Athletic field development is complex science with many considerations that relate to playability, seasonal use, climate, soil conditions, maintenance practices, and player safety. The eight fields proposed for Memorial Park are for league and tournament use, and as such, should be developed and maintained in a first-class manner.

Athletic fields are most often developed with natural turf, but recent years have seen more synthetic turf fields installed, even in secondary school facilities and community park settings. Turf athletic fields are living, breathing organisms that require watering, fertilizing, mowing, and resting from play. Overuse of natural turf, cost of irrigation, compaction of the soil, and safety of players, are reasons that synthetic turf is considered as an option for athletic field development. Irrigation provides the major advantage of enabling field maintenance on a regular scheduled basis independent of weather conditions. This is particularly important in a high profile sports complex with intense scheduled use, a regional draw, and fee requirements.

If turf athletic fields are established at Memorial Park, irrigation systems are recommended for the fields and warm up areas. Field irrigation can be a subsurface automated system or a traveling system with a self-propelled water wheel that connects to surface mount hose bibs.

A cost benefit analysis should be completed to determine if turf grass or synthetic sports fields should be developed at Memorial Park. The analysis should consider irrigation options.

Site Amenities

Amenities should be introduced to make the park convenient to use and enhance the enjoyment of the visitors' experiences. As trails are introduced, bike racks should be placed near facilities. Benches should be located along trails in shaded locations to provide resting areas. Drinking fountains should be located in activity areas and near the four playgrounds. Picnic tables should be arranged in groupings, and provided with shade, grills, and trash receptacles. Amenities should be of similar models and designs throughout the park to unify distant activity locations and facilitate coordinated

maintenance. Consideration should be given to models designed to be vandal resistant and deter misuse.

Landscaping

Landscaping should be introduced to solve problems and enhance the visual image of the park. Landscaping should be placed to buffer incompatible uses, direct visitors to use areas, and to transition from high use areas to natural areas. Buffers should be established between public use areas and functional areas such as the maintenance facility. Urban tolerant shade trees should be chosen for the planting islands in the parking areas.

A well-designed landscape can lower maintenance requirements and costs. Signs and individual park amenities should be placed in vegetative beds, as possible, to reduce time mowing around multiple elements. Mow lines should be established which reduce mowing, especially outside of activity areas. Entrances to the park areas should be attractively landscaped with a signature design that designates the area as the entrance to a premier park.

Native plant material should be used along the stream corridor to enhance wildlife habitat, provide a food source for wildlife, and lower maintenance costs. The use of native plant material should be promoted throughout the park. Additionally, native plant material should be used to create a living laboratory for learning about the environment. Plant material native to York County is adapted to the geographic location and, as a result, will require less maintenance, withstand the extremes in climate change, be less susceptible to disease and pests, and propagate naturally. The introduction of native plants and enhancement of native plant areas will help reduce the opportunity for exotic species to establish a foothold on the site.

Riparian Buffer Enhancements

The stream corridor of Poor House Run should be preserved, protected, and enhanced for the many environmental benefits this riparian buffer area provides. Meadow grasses, wildflowers, and riparian vegetation are proposed along both sides of Poor House Run to mitigate the effects of erosion, filter runoff reaching the stream, and provide a natural setting in the park for passive activities and wildlife.

Benefits of Riparian Buffers

Stabilize Stream banks Deep-rooted vegetation binds the soil along streambanks, stabilizing the banks and preventing erosion during periods of high runoff.

Improve Water Quality Vegetation along streams traps sediment, nutrients, and pollutants before they enter the stream or groundwater.

Enhance Wildlife Habitats Trees, shrubs, and grasses along streams provide habitat and travel corridors for many wildlife species.

Reduce Flooding and Sedimentation Vegetation retains stormwater runoff longer, improves infiltration, and filters sediment from flowing downstream during floods.

Keep Streams Cooler and Healthier Shade from riparian buffers cools the stream waters, increasing the food and oxygen for aquatic life.

Enhance Scenery Vegetation along streams adds beauty and diversity to the landscape.

Park Visitor Comforts

As a destination park, park visitors will be traveling hours to Memorial Park. Amenities to serve long distance visitors have the dual advantage of making the park an even more enjoyable place for York residents who will walk or bike there. Visitor comfort should guide all design and operational decisions. Such comforts could include:

- Conveniently located signs to locate facilities, designated parking areas, view tournament schedules, and general park information.
- Scenic beauty within the park setting.
- Clean, fresh, architecturally attractive restrooms.
- Relief from heat through shade, misters near facilities and spectator areas, and drinking fountains.
- Concession stands.

Memorial Park *Master Plan*



Cost Analysis

The master plan creates an exciting vision for Memorial Park. The improvements encompass an ambitious undertaking. The realization of the vision for the park will require an investment of both time and money. Cost opinions have been completed that reflect the recommendations of the master plan based on the available information. Topographic and planimetric surveys were not available as part of the master plan study. Detailed grading and engineering studies have not been completed. Numerous assumptions regarding construction methods, materials, and site conditions were necessary to complete the cost opinions. The cost opinions should be used as a planning tool to guide funding initiatives and implementation considerations.

The cost estimates reflect 2007 construction costs. Implementation of the master plan is expected to occur over several years and consideration should be given to escalating costs and inflation over the base cost provided as future phases are undertaken.

Development Phasing

The implementation of the Memorial Park Master Plan is projected as a multi-phase project that will be implemented over many years as funding and financial resources become available. Development costs have been separated into eleven phases based on distinct geographic sections of the park. Priority order has been considered in the phase determination, but ultimately, available funding and partnerships will determine the phasing sequence. Some phases must be developed in sequence. Others such as phases H, I, and J can be developed independently anytime. Park development phases and implementation should consider park and infrastructure function, facility need, the desire to create momentum for the project, funding opportunities, and logical sequence of construction.

As funding becomes available or opportunities change, the development phases may be further separated into additional phases or condensed to complete more of the project at one time.

Refer to the Memorial Park Supporting Documentation for detailed probable construction costs.

Phased Probable Construction Cost Opinion

Phase A1 Stream Corridor, North Portion	\$796,100
Phase A2 Community Area and Dallas Street Extension	\$696,500
Phase B Softball Complex	\$7,230,100
Phase C Sports Court Area	\$942,300
Phase D Entrance Plaza	\$4,693,900
Phase E Stadium	\$1,345,900
Phase F Softball Field and Batting Cages, North of Entrance Plaza	\$778,900
Phase G Veterans Memorial, Ice Arena, and Central Parking Area	\$1,087,900
Phase H Stream Corridor, South Portion	\$417,400
Phase I Penn State University Improvements	\$685,000
Phase J York Catholic High School Improvements	\$469,500
Total	\$19,143,500

YSM is not a construction contractor and therefore probable construction cost opinions are based solely upon our experience with construction. This requires YSM to make a number of assumptions as to actual conditions which will be encountered on the site; the specific decisions of other design professionals engaged; the means and methods of construction the contractor will employ; contractors' techniques in determining prices and market conditions at the time, and other factors over which YSM has no control. Given these assumptions which must be made, YSM states that the above probable construction cost opinion is a fair and reasonable estimate for construction costs.

Strategic Operations and Management Plan

The City of York is fortunate to have a park and recreation system that includes 23 parks with 193 acres of land. Memorial Park is the city's largest park at 74 acres. The park has a rich history. Originally founded to promote wellness, the park includes a stadium, nine softball fields, batting cages, an indoor ice rink, miniature golf, and natural areas. The stadium housed the second synthetic turf field surface in the United States. The park is easily accessible from major transportation corridors. It adjoins neighborhoods, York Catholic High School, and the Penn State University campus.

Memorial Park is well known throughout the Commonwealth as a softball tournament destination. It is the only park in Pennsylvania that has nine softball fields in one location, making it a preferred destination for tournaments. The stadium has been the venue for major regional events, including a showcase for the US Olympic softball team in 2004. In addition to the outdoor facilities, the park features the York City Ice Arena. Thousands of visitors use the park every year. They come from as close as Vander and Rockdale Avenues, as well as, from the Mid-Atlantic region. Most of the use, however, is by visitors who use sports facilities with far less use by neighboring residents for close-to-home recreation.

The park is facing serious challenges. As a result of heavy use for sports, limited use by residents, decreasing funding, deferred maintenance, and intense incompatible uses such as remote parking for the local hospital, current conditions compromise the character of Memorial Park. The park also suffers from a fuzzy identity blurred by questions of whether the park is a "city" park or a "regional" park. Fortunately, a group of interested community leaders have stepped forward as a collaborative venture with the City to fund this park master plan along with a strategic operations and management plan to restore the park as a meaningful public space and as a regional asset located in the City of York.

Strategic Operations and Management Plan Purpose

While important design changes and capital projects are required to restore Memorial Park, a similar level of effort must be made in the area of management, operation, and funding in order to sustain the major investment in physical improvements. *The big question throughout this project has been how this master plan and future operational requirements are ever going to happen.* This question will become the catalyst for change – developing alternative ways to turn the park into the asset it can become, largely through public/private partnerships.

Purpose

The purpose of the Strategic Operations and Management Plan is to establish the foundation, strategies, and actions required to revitalize Memorial Park and support its successful operation in the future.

The Strategic Operations and Management Plan is the result of a lengthy process that involved considerable public participation, work sessions with City management and staff, discussions with community leaders, and work with the Memorial Park Advisory Committee. The process also included research into alternative ways that cities operate parks successfully.

The goal of the research was to identify practices that support successful urban parks in cities that people in the York area could relate to. Cities included Allentown, Harrisburg, Easton, Philadelphia, Erie, Wilkes-Barre, and Pittsburgh. Successful models in larger urban systems including New York, Baltimore, Boston, and others were investigated but deemed to be perceived as too unlike York for useful modeling. The research in Pennsylvania yielded findings about the reality and perceptions regarding park operations, funding, and partnerships remarkably similar to circumstances in the City of York including the following:

- Decreasing municipal funding.
- Decreasing municipal staff.
- Competition for municipal support with public safety services.
- Complaints about park conditions.
- Community perception that the private sector is all tapped out – that the same supporters are asked repeatedly to fund civic efforts. That means the potential for support for park efforts is extremely limited.

The good news in reporting these findings is that other cities experiencing the same downturn in parks as York, have found ways to rejuvenate their parks and consequently their cities as well. Some of the strategies used by other cities that have successfully revitalized their parks included the following:

1. Parks must rank high on the political agenda to get funded.¹
2. Involve the public in the planning, design, and operation of the park.
3. Create a design with a strong vision and purpose for the park.
4. Take advantage of all of the space: unused and underused. (For example, the natural area of Memorial Park that has never been designed, developed, or managed.)
5. Program the parks!
6. Make sure that the parks and each of its facilities is clean.
7. Use a mix of public AND private funding sources.
8. Use the park as an organizing element for initiatives such as economic development, neighborhood improvement, increasing livability of the city, tourism, and so on.
9. Parks & Recreation Departments must play a leadership role.²

¹ Harnik, Peter. (2000) **Inside City Parks**. Washington, D.C.: Trust for Public Land. p xi.

² Garvin, Alexander and Berens, Gayle. (1997) *Urban Parks and Open Space*. (New York: Urban Land Institute) pp 36-40.

Pittsburgh Park Conservancy

The Pittsburgh Parks Conservancy (PPC) is celebrating its tenth anniversary in 2007. The Conservancy was formed in response to the severe deterioration of Schenley Park at the time of its 100-year anniversary. Community leaders recognized that the City did not have funds to restore the park. The leaders who went on to form the Pittsburgh Parks Conservancy identified similar challenges as York: lack of city funds, repeated solicitation of the same donors, lack of staff, lack of a plan, deteriorated facilities, complaints, and the recognition that the park could be a major asset. Once the PPC was formed, its first project was to secure funds from public and private sources to restore Schenley Park to its former grandeur in collaboration with the City of Pittsburgh.

With the Schenley Park success under its belt, the Conservancy moved on to include three other regional parks. They have recently completed their seventh capital project. In 10 years, PPC raised over \$30 million in funds through grants, gifts, corporations, foundations, and individual contributions. PPC has 12 full-time and three part-time staff members including: the CEO; the CFO; assistants to the CEO and CFO; Development Director and four staff; and a four person field staff. The City of Pittsburgh Public Works Department does park maintenance. PPC supports city park maintenance by helping to increase their expertise through special projects, employee development, and training programs such as how to build sustainable trails and natural resource management. *All of PPC's efforts are in partnership with the City.*

The Conservancy has 13,000 individual members, 7,000 of whom are active in park support. The parks are the most visited city asset with over five million visitors annually.

Memorial Park can serve as a landmark in York. The park can give the City a strong sense of place and serve as a community focal point that is unique to York. Through its revitalization and enhanced programming and operation, the park can help to:

- Increase property values.
- Attract new businesses.
- Stimulate the local economy.
- Create a magnet for tourism and overnight stays.
- Retain and attract citizens.
- Increase the quality of life.
- Decrease antisocial behavior.
- Improve public health.
- Improve the environment in the park and in the neighborhood.

Current Operations

Organizationally, the Bureau of Recreation and Parks falls within the Public Works Department. The Park Superintendent manages the maintenance of all 23 parks with special attention to Memorial Park. The City has undertaken park improvement projects such as rehabilitation of the restrooms and regrading of softball fields.

Park maintenance includes 16 full-time employees and one part-time custodian. These include 13 park laborers and three crew leaders. There are also four seasonal/part-time workers. One worker is stationed at Memorial Park. The staff has a high and demanding workload that mandates focus on day-to-day operations. There is no time to take a step back for park and management planning.

Recreation programming includes three office staff for sports, youth programs, and special events. In addition, the City contracts with a consulting firm to undertake major city special events such as First Night, Bike Night, YorkFest, and others.

The workers operate within a collective bargaining unit. Challenges for park operations exist due to park usage occurring in nontraditional work hours beyond nine-to-five weekdays. Getting maintenance staff in an immediate time frame to deal with weekend park conditions affected by weather is complex due to the required procedure on obtaining non-schedule workers in place to remediate field

There is no employee-training program in place nor does management or staff belong to organizations such as KAFMO (Keystone Athletic Field Maintenance Organization). The staff is so busy with the demands of everyday tasks that it appears that time required for training is not available.

Park programming is focused on softball and tournaments. The parks and recreation staff has been discussing how to get more programs into the park. They have launched a significant effort to offer a car show in October 2007. This could be the first step to offer a major special event to showcase the park and build public awareness of what the park has to offer.

Since 2003, there has been no Recreation and Parks Director in place. As a result, parks and recreation management operate as discrete entities with limited central coordination. The responsibility for parks and recreation was delegated to the Public Works Director. Public Works departments in cities have intense workloads. There is a tendency in urban systems where parks and recreation is under a streets or public works division to lose the synergy of a concerted effort for public recreation. This position should be established to lead the outreach and partnership development that is crucial to parks and recreation success. A critical component of the success of this plan is leadership through the designation of a strong Director for Recreation & Parks that can serve as a change agent, carry this plan forward, and focus on increasing management capacity. This will require skilled and experienced professional park and recreation expertise and the capacity to carry out the recommendations of this plan. This is especially important in the area of building and sustaining partnerships and fund raising for both capital and operational programs that support the implementation of this plan.

About \$152,000 of city funds is spent on the park for maintenance and sports support annually. This does not include the Ice Arena, which is operated as an enterprise fund.

What this Plan Does

Overall the Strategic Plan for Operations and Management of Memorial Park is a tool to:

- Focus on the major issues and opportunities for the revitalization and future operation and management of the park.
- Guide the City, community leaders, organizations, and individuals in working towards a common vision and goals.
- Provide a general direction for future actions, policies, operating procedures, and collaborative efforts regarding Memorial Park.
- Help decision-makers formulate the steps they will take to advance the revitalization of the park.

What This Plan Does Not Do

- Does not make decisions about the park master plan, specific areas of the park, or programs.
- Does not offer specific recommendations about staff, numbers of employees, maintenance, or program procedures and policies. It is a strategic plan.
- Does not preclude future actions or recommendations based upon changing objectives and opportunities. The plan is meant to remain open and flexible as a living document.

Recommendations

The following recommendations support the comprehensive strategy for undertaking the revitalization, operation, and management of Memorial Park.

Vision

The City of York envisions Memorial Park as a premiere regional park with a full range of top-notch recreation opportunities year round. The park offers both close-to-home recreation and regional attractions that make the York area a thriving, active, attractive high quality place in which to live, work, own a business and have fun.

To achieve this vision, the following mission statement will guide park policies for operating and managing Memorial Park.

Mission

To provide exceptional visitor experiences in Memorial Park through well-designed facilities that are safe, clean, attractive, and serve as a venue for a wide variety of recreational opportunities that enrich the lives of all who visit the park.

The recommendations are based upon the proposed park master plan design, information obtained through the public participation process, work sessions with city staff, discussions with the Study Committee, and lessons experienced by other cities in park revitalization.

Action 1: Adopt the Plan

- Use the plan to forge consensus among all of the players in the revitalization: City elected and appointed officials and the private sector supporters.
- Establish the steps and time frames for plan implementation, as well as, who will be responsible for action items.
- Based upon the proposed park phasing, select one project to be the first one to pursue. It should be a project with high visibility and a high likelihood of success. Success will breed success. Consider using the Reid Menzer Memorial Skatepark as the first initiative since it is well underway.

Action 2: Communicate the Vision

- Use the park master plan as the foundation for communicating the vision to a wide audience. The importance of communicating the vision for the park cannot be overstated.
- Use the illustrations to convey what the park will look like to get beyond the diagram of the park.
- Strive to make the vision for the park resonate with a wide audience, especially the public and potential private sector supporters. This will help to leverage municipal support.
- Under the next action step, determine who the speakers will be and what mechanisms can be put in to place to communicate the vision.

90 percent of the success of public spaces is due to management.

Fred Kent, Project for Public Spaces

Action 3: Institute Leadership for Memorial Park (and other parks in the future)

Two areas for leadership are needed to revitalize Memorial Park: internal City leadership and private sector leadership.

- The City needs to reestablish the position of Director of Recreation and Parks. The role of the Director should be primarily to develop and sustain partnerships, do outreach, and generate support for the parks focusing on Memorial Park as the first project. About 60 percent of the Director's time should be spent on development and managing City programs and initiatives (such as policy development) to gain support for parks and 40 percent should be spent on daily functions of the job. Positioning Memorial Park as a key economic driver for the City of York is an important role of the Director position.
- Private sector leadership is required to advance the park revitalization and operation. The City cannot undertake park revitalization on its own due to lack of funds, lack of staff, and competing priorities. Organize and institute the York

Parks Conservancy modeled after the Pittsburgh Parks Conservancy. Use the private sector support group that launched and funded this park master plan. Consider getting the York Parks Conservancy to fund a position dedicated to getting the conservancy up and running using the implementation of the Memorial Park master plan as the vehicle.

- Consider tapping existing groups such as the Metro York, Better York, Beautiful York, York County Community Foundation for a potential means to form the Conservancy.
- Continue to involve the public in planning and management of the park. Use a variety of public involvement methods including focus groups, on-site surveys, program evaluations, questionnaires, telephone surveys, and other means. Tap York College and Penn State University York Campus for students to undertake such initiatives.

Action 4: Enhance Business-Like Practices to Manage Memorial Park

“If you can't measure it, you can't manage it” the saying goes. The most significant cost of Memorial Park lies in maintenance. Over the lifetime of the park, about 75 percent of the park cost is in maintenance. It is relatively easier to secure capital funding than it is to secure operational funding. The Park Superintendent and staff have developed many creative strategies and methods for taking care of the park. The revitalization plan for the park mandates that there be a shift in focus to add long range planning and systemization of current and enhanced maintenance practices to the current concentration on the daily tasks alone. These actions are needed and this is said in full recognition of how busy the maintenance staff is, especially during softball season. This would include:

- Establishment of quality standards for park facilities. These will guide maintenance practices and staffing levels.
- Development of a formal written maintenance management system.
- Institution of computerized workload/cost tracking system. The production of real time information about labor, equipment and supplies

essential for budgeting, staff allocation, policy development, and the setting of fees and charges. The Department already has an information base to build from. Costs for maintenance are prorated among city parks.

- Creation or enhancement of policies regarding park use especially for sports groups. Problems such as visitors parking on grassy areas or outfielders scuffing holes in the outfield turf are park management issues. Dealing with issues such as this requires attention by park management, which is now not possible because of limited time and staff.
- Current park maintenance costs are about \$1,800 per acre. This is towards the lower end of typical park maintenance costs for community parks of about \$1,500 to \$3,000 per acre. This cost range is for fairly typical parks and not really for premiere parks or tourism destinations. Maintenance of major parks in urban areas runs upwards of \$10,000 per acre in other cities. This information is provided for benchmarking purposes. If the vision for Memorial Park is to be a premiere facility, the per acre cost should increase. It is important to note that the York County Convention and Visitors Bureau cannot advertise facilities for tourism unless they have a high quality appearance.
- State-of-the-art facility support mechanisms should be adopted such as ball field irrigation systems, the use of PDA's for maintenance reporting, and others to emerge in maintenance management system planning.
- Consider applying for a Peer-to-Peer grant from PADCNR to fund a study to formalize the maintenance system and select computer software. This would require a match of \$1,000 towards the \$9,000 grant from PADCNR for a total one-year project cost of \$10,000.
- Acquire equipment, such as a Gator, that would facilitate park maintenance.
- Develop adequate storage facilities appropriately screened from visitors' sight for park maintenance.
- Develop a written park security program in collaboration with the Police Department. Use a variety of strategies including, neighborhood

watch, park rangers, police department patrols, security cameras, security lighting, and increasing programming to generate a high level of desirable park use and visitation.

Action 5: Program Memorial Park

Programming Memorial Park is one of the most powerful tools for revenue generation, increasing public awareness of the park, gaining an inexpensive form of security, showcasing sponsors and partners, and creating community gathering places that strengthen the neighborhood.

- Treat Memorial Park as a public entertainment space. When events such as softball tournaments are underway, consider programming compatible public entertainment types of activities. Consider creating a park mascot modeled after something that would further define the park as a York park. Two obvious examples would be a York Barbell weight lifter or a Harley Davidson Biker. Consideration of a mascot needs to be made within the context of other similar efforts in the City such as the baseball team mascot. The goal should be a harmonious blending of such public icons in much the same way that productions or shows have a cast of characters.
- Sponsor two major special events annually. Use the upcoming Car Show as one of the events if indications appear that it will grow in the future. Investigate special events in other park systems for park fundraising purposes. PPC sponsors a Mad Hatters Luncheon where everyone wears a hat to a picnic lunch that has heavy corporate sponsorship and a Masquerade Ball as their other event.
- Work in conjunction with York City Ice Arena to develop camps during school holidays.
- Create and sponsor summer camps and programs for various age groups.
- Develop a program management plan for the immediate time frame of one year as well as a three-year program plan.
- Advertise these programs heavily.
- Strive to create events that will create overnight stays in York to stimulate the economy.

Action 6: Create Superior Visitor Experiences in Memorial Park

Adopt the mantra of “Safe, Clean, and Friendly” for park staff. This is the Disney model that has been used successfully to build a profitable empire. It is a good model for any park system to follow.

- Establish a maintenance plan for restrooms that insures superior cleanliness, fresh smell, attractiveness, and safety. The public participation process found this to be a major area of criticism in the park despite city efforts to improve current conditions. Consider having restroom attendants during peak use and especially during special events. Cleaning needs to be at least daily and more frequently during peak times and events.
- Create a written turf management plan that includes not only the physical facility but also visitor use management.
- Make litter pickup “everybody’s job”. No employee should ever pass a piece of litter on the ground.
- Institute a park ranger or park attendant division as an on-site presence as well as for peak use and special events.
- Have a central visitor center where park visitors can go with their questions and to gain information about the park and events. This can be staffed during special events or a kiosk for other days.
- Uniform the employees for a professional appearance that earns high public regard. Use the model of state and national parks as well as commercial amusement parks, zoos, and aquariums.
- Use effective signage for directions, rules, and information about the park and events.
- Create a park system logo through a professional graphics designer. Incorporate the logo on all surfaces such as written materials, equipment, signs, uniforms, advertising, giveaways, and many other items.
- Find ways to create visitor comfort such as shade, the use of the proposed “misterters” during softball season, scenic seating areas, easy supervision for caretakers in playground areas, and so on.
- Create convenient ways for people to register for programs and events such as Internet registration and credit card payments.
- Provide timely responses to visitor questions or problems.
- Develop a strategic marketing plan for Memorial Park. This should be a three-year program with the first year fleshed out.

Action 7: Be Creative in Generating Funding for the Park

- Use a mix of public/private partnerships.
- Recognize that the City’s funding for parks and recreation is decreasing.
- Organize the York Parks Conservancy as the principle vehicle for park fundraising.
- Use previous models of success in the City to guide fundraising efforts for the park revitalization. Examples include the restoration of the Strand Capital Performing Arts Center, the Cultural Alliance of York County, and the York County Community Foundation.
- Select specific projects for fundraising initiatives similar to the Reid Menzer Memorial Skatepark project. Potential projects include: the Bob Hoffman Stadium restoration, field lighting, park pavilions, natural areas and trails, playgrounds, game courts, playing fields, restrooms. Be creative about potential sponsors. For example, Charmin sponsors restrooms in New York City Parks.
- Use the example of PPC in selecting a major capital improvement project such as the restoration of a visitors’ center in Schenley Park.
- Create a four part revenue source system: **Earned Income**: fees, charges, admissions, rentals, sales, special services. Licenses and permits.

Compulsory Resources: Taxes, mandatory dedication of park land/fees in lieu of dedication focused on redevelopment projects.

Contractual receipts: facility leases, facility rentals, and concessions

Financial Assistance: grants, gifts, bequests, fund raising, park friends and Conservancy efforts.

- Adopt policies for fees and charges, gifts, donations and sponsorships. The policies should be fair, equitable and have positive results for the park instead of further burdening park operations. Consider requiring a trust fund for donations of considerable size that require additional maintenance. For example, if a group raises money for a new playground, consider asking the group to raise an additional amount that could be placed in a trust to generate interest for playground maintenance and cyclic repair.
- Develop a gift catalog for the park. The proposed Conservancy could undertake this effort.
- Strive to increase the per-acre cost for park maintenance to at least \$3,000 per acre. Identify areas in the park that require a higher level of maintenance during the development of the formalized maintenance management system.
- Examine revenue-generating facilities to develop a plan to maximize income. Consider reinventing the miniature golf course and design and manage it as a major revenue producer.

Action Plan Blueprint

The major action item of the Blueprint is the establishment of the York Parks Conservancy. All other steps are secondary. The park revitalization and future management improvements will have a high likelihood of success with a conservancy in place. Otherwise, the status quo will prevail portending the continued deterioration of the park. The City simply cannot undertake the restoration of the park and management improvements in its own.

1. Adopt the plan. Present it to the City elected officials and representatives of Metro York, Better York, York County Community Foundation, Beautiful York, and others as appropriate.
2. Make and support the decision to regard Memorial Park as a regional asset that benefits not only the City but also the surrounding region.
3. Re-configure the Memorial Park Advisory Committee to be the Memorial Park Revitalization Committee.
4. Set up a meeting in York for the purpose of having the PPC officials including the development director, field staff representative, program/event specialist and possibly the CEO present their story, accomplishments, successes, mistakes and advice on which to build the York Parks Conservancy. Invite key stakeholders from the Metro York, Better York, York County Community Foundation, Beautiful York, the Mayor, Council, Memorial Park Advisory Committee, park staff and others to participate in this educational session.
5. Work with the City to re-establish Parks and Recreation Director position to do outreach for partnership development to support parks and recreation and other functions.
6. Try to get a position funded that would be responsible for getting the Conservancy up and running. The position could be part-time. It could be funded by a group similar to the master plan supporters. The position would eventually move into full-time with that person becoming the CEO and additional staff hired. Staff costs would be supported through private funds and grants.

7. Select a capital project to use as the first effort of the Conservancy.
8. Apply for grants for identified phases of the park improvement plan. Set a goal to submit an application for the next PADCNR development grant round which would be in the spring of 2008. Apply to DCED for park improvement funding.
9. Add subsequent phases of improvements based upon the successful completion of each project.
10. Apply for a Peer-to-Peer grant to develop the formalized maintenance management system and implement a computerized information base. Secure funds to purchase software.
11. Design an Employee Development Program. Budget about one to two percent of the parks operating budget for training. Use the future Conservancy to support and provide park maintenance training.
12. Develop and implement a plan to program the park. Use the Car Show as the launch for annual special events in the park. Add a second special event when possible. Expand programming beyond competitive sports into the areas of fitness and wellness, nature, the arts, music, drama, dance, and social recreation.