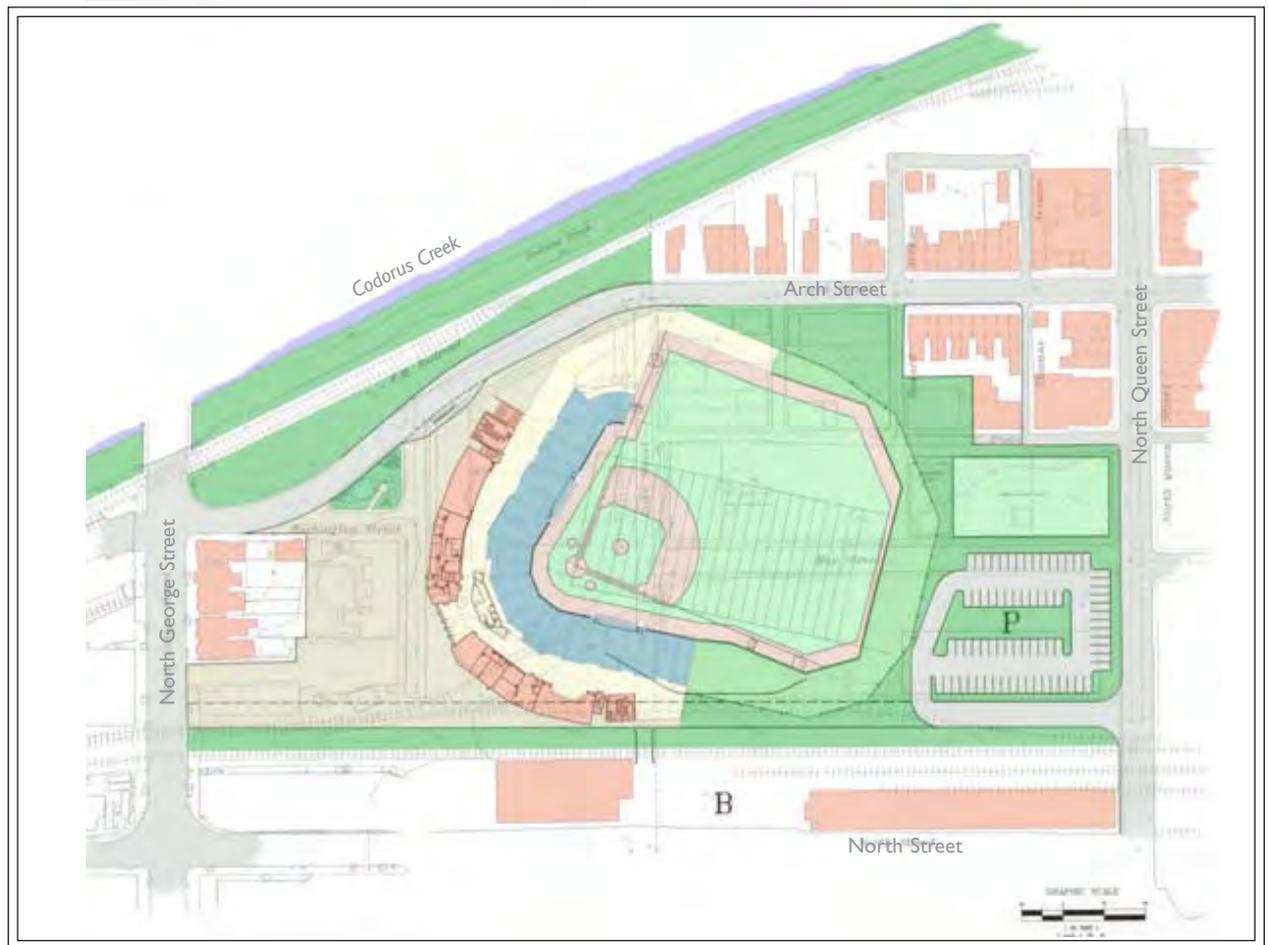


York Outdoor Recreation Complex



Final Report

York Outdoor Recreation Complex Committee

17 June 2005

York Outdoor Recreation Complex Committee (YORCC)

Thanks to persons who gave the
Committee technical assistance
and invaluable insights:

The residents, property owners &
business people who attended
our public meetings
and

Peter R. Andrews
CGA Law Firm
(legal)

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Community First Fund
(New Markets Tax Credits)

Dave Davidson
CS Davidson Inc. (engineering)

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(legal)

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(planning & design issues)

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Authority (advice/ counsel)

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and operational information to our
consultant

Persons involved in previous
iterations of stadium planning, and
assorted **staff & colleagues**
of Committee members,
especially **Venessa Delauder** of the
York County
Chamber of Commerce.

COMMITTEE MEMBERS

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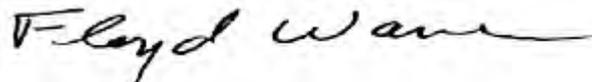
Transmittal

17 June 2005

On behalf of the York Outdoor Recreation Complex Committee, I am pleased to present to York City Mayor John Brenner, other elected and appointed City and County officials, and to the citizens of the York region our unanimous recommendation in favor of a new multi-use, outdoor recreation complex project:

- costing an estimated \$26 to \$27 million
- constructed as one of the key components in the larger Codorus Corridor economic redevelopment project
- located at the "Arch Street site" as a major revitalization anchor in the City's distressed Northeast neighborhood
- home to an independent baseball team owned by Keystone Baseball, as part of the Atlantic League.
- and funded by a combination of private and state funds: a Commonwealth of Pennsylvania Capital Program grant for \$12 million, an up-front payment of \$8 million by Keystone Baseball, and the remainder by private investors

Our 15-member YORC Committee has enjoyed the challenge of reaching consensus among diverse interests in this important endeavor. We believe that baseball in the Spring of 2007 is achievable. We are grateful to have played a role in bringing to downtown York a new generator of economic health and urban quality that will benefit the entire County.



Floyd Warner, Chair
York Outdoor Recreation Complex Committee

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	(Official file copies have full 91-page ERA report. All other copies include 7-page executive summary only)

This report was adopted by the York Outdoor Recreation Complex Committee at its final meeting on 17 June 2005.

Sections of the report were prepared by YORCCommittee members Felicia Dell (rail issues), Tom Donley (Lancaster research), John Finlayson (financing plan), Tom Foust (research on relocation, zoning, historic reviews), David Carver & Matt Jackson (Redevelopment Authority issues), and Ernie Waters (ERA findings & editing of financing plan).

Additional sections were prepared by Genevieve Ray, who edited and produced the report. The illustrations use artwork originally prepared by C.S. Davidson, Inc.

YORCC & How It Worked

In November 2004, York City Mayor John Brenner named an ad hoc “York Outdoor Recreation Complex Committee” (YORCC) charged with recommending a site for an outdoor recreation complex with a minor-league baseball team as an anchor tenant, and with devising a financing plan to develop the complex. The full YORCC met at least a dozen times over six months and specific task groups met often to explore options or develop recommendations.

The Mayor directed his committee to evaluate the relative merits of two potential locations that had earlier been identified as “Preferred Sites” -- Small Athletic Field and the “Arch Street” site located south of, and across the Codorus Creek from, Small Field. The focus of the Committee narrowed quickly to only the Arch Street site (see next page for reasons).

From Day One, it was guaranteed that the Committee's conversations and deliberations would be lively. Because the history of groups attempting to bring minor league baseball to York had been long and contentious, the mayor had recruited a 15-member committee with a wide range of opinions to take on the task. Included in the spectrum were a few persons who had been on opposite sides of political battles, a few representatives of groups that had already supported the stadium, at least two persons who identified themselves as skeptics at best -- if not non-supporters -- and others who had no prior involvement and who said at the outset that they did not yet have enough information to have strong opinions, pro or con.

The Committee determined that building consensus among so diverse and potentially volatile a group would require that the business of the Committee be conducted away from the glare of TV cameras, five-second sound bites. At the same time, the Committee was committed to keep the public apprised of its progress. It was determined that regular media reports would be issued, that special briefings would be held for reporters as milestones were approaching or achieved, and that public meetings would be held to allow for citizens' access at key points throughout the process, before final decisions were made.

Over six months, YORCC sponsored three public meetings -- two in January 2005 designed to solicit community opinions and identify their issues related to the proposed recreational complex, and a third at the end of March 2005, to get feedback on preliminary proposals and recommendations. The meetings were well-attended, with the audience growing to almost 90 persons by the third meeting. Participants were thoughtful and articulate, and their opinions had major bearing on the final recommendations found in this report. The Committee's major findings and proposals were announced in summary form at a public press conference held June 1, 2005. The Committee's first recommendation was to endorse the Outdoor Recreation Complex concept, and to recommend to the community that it be pursued and implemented.

Recommendation #1

The community should pursue & implement the proposal to build an outdoor recreation complex with a minor-league baseball team as anchor tenant.

The Site & Its Context

Recommendation #2

The complex should be built at the “Arch Street” site bounded roughly by North, N. George, N. Queen & Arch Streets

The proposed location of the 6,000-seat stadium is the 7.7-acre “Arch Street” site that was the highest-ranked by an earlier committee that tagged this site as one of two “Preferred” sites to be considered for the recreation complex. The immediate site, in the City’s economically-distressed Northeast neighborhood, is bounded roughly by North George Street on the west, North Queen Street on the east, the Codorus Creek and Arch Street on the north, and North Street on the south.

The Outdoor Recreation Complex will be one of several pivotal economic development projects in the much larger, 20-year Codorus Corridor Redevelopment effort already underway and involving a host of players. Other anchors are the proposed mixed-use Northwest Triangle project on the east bank of the Codorus north of West Philadelphia Street, various housing, commercial and recreational projects through the middle of town, proposed as part of the “Recapture the Riverfront” initiative, and technology park development in the southern part of the Corridor and linked to York College.

Recommendation #3

The complex should be considered within a larger context: as a spur to economic revitalization in the distressed Northeast neighborhood, and as one of several anchor projects in the larger, longer-term Codorus Corridor Redevelopment initiative.

The earlier Site Selection Task Force had measured 15 sites against a list of about 40 evaluation criteria that included site conditions, acquisition factors, access and parking, and potential for spin-off development. The other “preferred” location was Small Athletic Field, owned by the York City School District on a parcel abutting North York, and located north and east of the North George Street bridge over the Codorus Creek. That site had been considered in 2004, and was also included the Mayor’s original charge to the YORCC Committee as a site to evaluate. Shortly after YORCC began its work, however, the City School Board (owner of Small Field) reconfirmed its decision to remove the Small Field site from consideration.

Two other sites, while not rated as highly by the earlier Site Selection Task Force, made it through the screening process and were identified as “Reserve” sites if for some reason the “Preferred” Arch Street or Small Field sites proved to have fatal flaws that would make their development for a stadium infeasible. The two reserve sites are the Ohio Blender (Northwest Triangle) site on the east bank of the Codorus Creek north of Philadelphia Street and the Old Jail site near the intersection of Broad and York Streets.

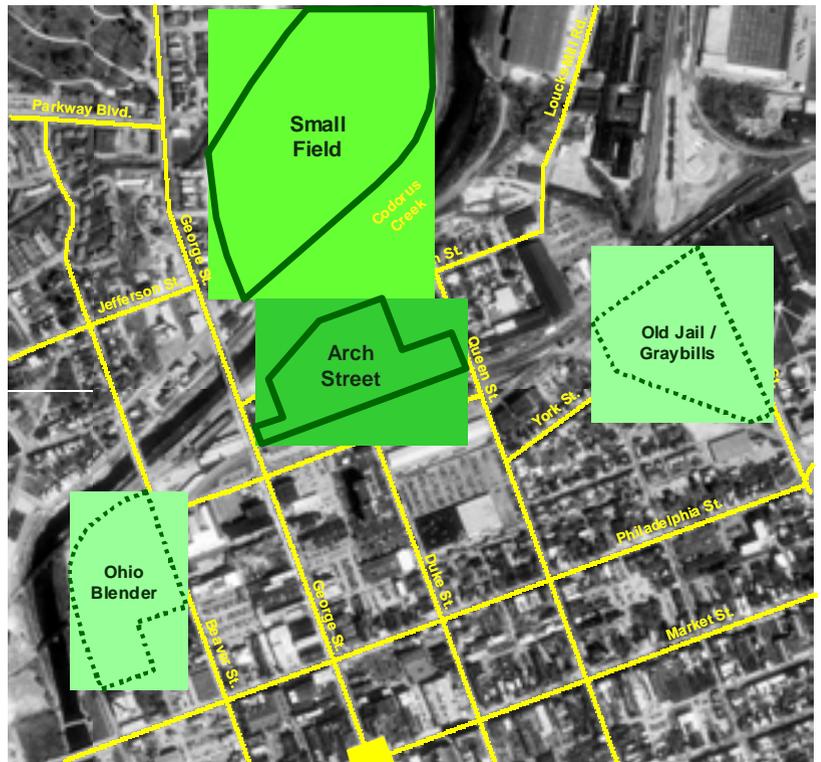
It is assumed by the Committee that if the Arch Street site were to become infeasible because of some unforeseen fatal flaw, preference would go to the Ohio Blender/Northwest Triangle site as opposed to the Old Jail site, because the Blender site is closer to downtown and is within the larger, long-term Codorus Corridor Redevelopment Area.

Arch Street Ranked Highest on Criteria Used by Site Selection Task Force

Below are the review criteria used by the Site Assessment Task Force during the summer of 2004 to review about 15 potential stadium sites scattered across the city.

None of the sites met all of the criteria, and few met most. The Arch Street site ranked highest with most Task Force members. Together with the Small Field site, it was designated a "Preferred" site.

The Ohio Blender (Northwest Triangle) and Old Jail sites made it through the screening presentably, but were designated as "Reserve" sites.



Primary Sites -  Reserve Sites - 

SITE CONDITIONS

- Site holds min. 5-6 acre stadium footprint
- Site holds 10 acres for stadium + devel sites
- Available gas/electric/water/sewer
- Low site preparation costs
- Contamination problems/parameters known
- Low environmental and/or brownfield costs
- Site is near a city "gateway" location
- Site/surroundings safe for fireworks displays

ACQUISITION FACTORS

- Consistent with City's Comprehensive Plan
- Zoning allows the use
- Low land acquisition costs
- Low complexity of assembling parcels
- Site offers opportunities for additional funding

ACCESS & PARKING

- Convenience from Rtes 30 & I-83
- Good road access/egress; few traffic tie-ups
- Avoids need for new parking construction
- Avoids residential parking conflicts
- Proximity of 100-200 close-in parking spaces
- Proximity of 1500-1800 parking spaces (total)
- Good pedestrian & bicycle access
- Pleasant, safe walking environment

IMPACTS / SPIN-OFF POTENTIAL

- High visibility
- High positive impact on downtown redevelopment
- Low negative impact on residences (noise, glare)
- Positive impacts on residential areas
- Development won't preclude more desirable use
- Site lends itself to multiple uses
- Site & surroundings have growth potential that could help long-term economic viability
- Tax-producing properties remain on tax rolls
- Opportunity to improve & enhance marginal or blighted area
- Opportunity to develop brownfield where other types of development are unlikely
- High spinoff potential (e.g. opportunities & sites for nearby private development)
- High image potential (e.g. opportunities for PR/branding/marketing links)

PUBLIC SUPPORT

- Boxholders willing to support site
- Little/no conflict with nearby property owners
- Site could attract outlying residents to city
- Presence of willing & viable partners

UNIQUE FACTORS/OTHER CONSIDERATIONS

[Criteria from Site Assessment Task Force, 29 July 2004]

Testing Economic Viability

Inherent in the YORCC's assignment was the assumption that the proposed complex would be viable in the York area. Not wishing to rely on this assumption, nor on the work of prior groups, the committee engaged the services of a nationally recognized, independent consultant, Economic Research Associates (ERA) to make an independent assessment of the feasibility of successfully operating an outdoor recreation complex in the York area.

ERA's scope of work included a market study, a financial analysis of the proposed baseball operations, and an economic impact analysis of the baseball stadium. Initially, ERA planned to give attention to both sites under consideration: the Small Field Site and the Arch Street site. Just as the study began, the School Board confirmed its determination to remove the Small Field site from consideration, leaving only the Arch Street site as the subject of the ERA analysis.

In addition to conducting market and financial feasibility analyses, ERA also assessed the economic impact of the proposed complex on York County.

ERA analysis indicates, among other things, that:

1. The strength and experience of the Atlantic League and Keystone Baseball contribute favorably to the likelihood of success for the project.
2. The level of up-front support (financial and other) for the project from the state and private sectors is rare and is a plus in terms of predicting success.
3. The population in the complex's primary market area -- about 340,000 persons -- is comparative to that of other successful venues.
4. Median household income in the primary market area (about \$50,000) is comparable to the median incomes of other venues.
5. The direct and indirect economic benefits of the project are substantial. The total impact of operations – on-site plus off-site spending generated by the presence of the recreation complex — is expected to generate approximately \$5.9 million annually in output, which is associated with \$2.3 million in earnings and the equivalent of 124 full-time jobs. Off-site spending generated by the presence of the complex will generate an additional \$1.5 million in output, of which \$428,000 is expected to be in the form of earnings. Off-site spending will spur an additional 19 full-time-equivalent jobs.
6. The ratio of seats to population as a predictor of success is favorable.

Project is Viable

Based in part upon ERA's findings, and in part on its own assessments, the Committee has concluded that the benefits of creating the outdoor recreation complex exceed its risks and that the concept is viable in York County.

Anticipated Attendance

ERA's projections indicate that total attendance (paid plus complimentary tickets, less no-shows) will hit about 267,000 persons in the first year (an average of 3,985 per game), gradually tapering down until the fourth year, when it will stabilize at about 211,000 annually (an average of 3,142 per game).

7. The lack of competitive venues in the primary market as a predictor of success is favorable.
8. A conservative estimate of the revenue supported by the area's demographics and the expenditures required to create and operate the outdoor complex, indicates such an endeavor could be profitable. ERA found the projected annual average attendance of approximately 225,000 persons to be achievable, and determined that the stadium would reach the "break even" point if only 188,000 persons attend a game in a year's time.
9. The complex represents a favorable addition to the choices that support a high quality of life in York County.
10. The complex creates additional positive exposure (national and international) for the York area.
11. The complex has the potential of serving as a catalyst for new development in the surrounding area.

The opportunity for the stadium to serve as a catalyst for surrounding development was not analyzed by ERA, but Committee members researched a "living laboratory" right across the Susquehanna River. Groundbreaking for Lancaster's Clipper Magazine Stadium, home of the Lancaster Barnstormers (also owned by Keystone Baseball) was in late April 2004 and the stadium opened in May 2005.

The full Committee met with Randall Patterson, Executive Director of the Lancaster County Redevelopment Authority, who was project manager for the Lancaster stadium project. A Committee member conducted follow-up interviews with Lisa Riggs, Director of the James Street Improvement District, which is the stadium's neighborhood.

Patterson and Riggs report these developments:

- \$25 million in investment committed in the neighborhood of the stadium, with additional \$25 million in the planning stages.
- Three new restaurants/entertainment establishments in the neighborhood: Auntie Anne's Café and the upscale Italian restaurant Rosa Rosa were both scheduled to open in May. The Brickyard, a 10,000 sq. ft. sports bar opened in mid-April. The three establishments will employ approximately 100 persons.
- Two companies have relocated to the stadium area bringing 100 permanent jobs. They are professional services firms bringing net new jobs — salaried positions — to the city. One is a real estate/financial services company, and the other (Charter Homes) is bringing 50 more jobs to the neighborhood.

Spin-off In Lancaster

Lancaster officials say that \$50 million in new development, already in place or on the drawing board, can be attributed directly to the presence of the new stadium. Values of nearby houses and businesses are rising dramatically in the stadium district.

In addition, a York firm, C.S. Davidson Inc., will be opening a new structural engineering and land development office near the Lancaster stadium, with an eventual addition of 10 employees.

- Observers of Lancaster's real estate market say that homes in the neighborhood are now selling higher than the assessed value: this was not the norm before the stadium was built. According to the Mayor's Office from October 2004 through February 2005, the average sales price on a group of about 40 residential properties near the stadium was 72% higher than the assessed value.

According to Lisa Riggs there has been a 50 to 100% increase within the last 12 to 18 months in the value of well-located commercial properties within 5 blocks of the stadium. According to project manager Randy Patterson, the Lancaster project really took off when the stadium moved from the suburbs, where it wasn't wanted, into the City where it became a key part of a broader community and economic development project.

The \$28 million stadium and its related projects above are in addition to a \$120 million investment by Lancaster General Hospital, \$75 million by Franklin and Marshall College and \$8.5 million being spent to refurbish the train station.

Based in part upon ERA's findings, and in part on its own assessments, the Committee has concluded that the benefits of creating the outdoor recreation complex exceed its risks and that the concept is viable in York County. These conclusions legitimized the pursuit of the committee's assignments to select a site and identify the means to finance the construction and management of the complex.

Financing the Project

Recommendation #4

The cost to construct the stadium should be estimated at \$26 million to \$27 million.

Recommendation #5

Keystone Baseball has demonstrated experience and strength, and is recommended as the major tenant and operator of the recreation complex.

The Committee's financing plan calls for private-sector financing of \$14 million to \$15 million to match the State grant of \$12 million already on reserve for stadium construction. The proposal calls for no local (city, county or school district) taxes being used to finance the project.

In developing its proposal, YORCC's Finance subcommittee reviewed and analyzed several reports including a Feasibility Study and Economic Analysis prepared by Economics Research Associates and information gathered by staff of the York County Economic Development Corporation. In addition, meetings were held with City and County officials as well as members of the business community. Officials of Keystone Baseball also participated in the committee's study. It is intended that Keystone (a franchise of the independent Atlantic League) will be the major tenant and will manage and operate the complex. The facility will be available for many community events as well as the 70-game at-home baseball season.

After considerable review and evaluation the committee has concluded that a first-class facility can be obtained for between about \$26 million and \$27 million. These amounts are summarized in the box to the right.

Estimated Costs		
	Low	High
Cost to erect stadium including architectural & other fees	\$20,000,000	\$20,000,000
Acquisition, relocation, demolition, removal, environmental remediation	6,000,000	6,000,000
Contingency for currently unforeseen relocations, environmental remediation & other costs	- 0 -	1,000,000
	<u>\$26,000,000</u>	<u>\$27,000,000</u>

Funding the project are firm commitments for \$20 million from two sources: the Commonwealth of Pennsylvania and Keystone Baseball. The Committee is confident that the balance of required funding, \$6 million to \$7 million, can be obtained from the private sector (individuals and/or corporations), utilizing one or a combination of available financing mechanisms. These sources of funds are summarized as follows:

Description	Range	
	Low	High
State Grant	\$12,000,000	\$12,000,000
Keystone Baseball *	8,000,000	8,000,000
Other Private Investors	6,000,000	7,000,000
Total	\$26,000,000	\$27,000,000

* [NOTE: Keystone Baseball has also committed to pay a minimum of \$15,000 per year during the term of the lease.]

**Recommendation
#6**

After a \$12 million State grant and \$8 million advanced by Keystone Baseball, the remaining financing of \$6 to \$7 million should come entirely from private investors.

**Recommendation
#7**

Federal New Markets Tax Credits should be pursued to help attract private investors to the project.

**Recommendation
#8**

The Community First Fund is a regional asset whose involvement could benefit the project and the neighborhood in multiple ways.

Through the leadership of Better York, commitments have been made to the Committee that private funds will be available to cover the \$6 to \$7 million funding gap. The commitment has been made regardless of whether the Committee's preferred financing tool -- the federal New Markets Tax Credits program -- is employed.

Even with those assurances, the Committee believes that early efforts should be made to determine whether the project could successfully attract private investors through the use of New Markets Tax Credits. NMTC is a competitive federal program aimed at stimulating economic development in low-income communities. Under the program the federal government provides to investors tax credits totalling 39 percent of their investments in qualified projects. The credits must be taken over a period of seven years.

New Markets tax credits are in great demand, and it is unknown as yet whether the project will qualify for this highly competitive program. But the New Markets Tax Credit tool can encourage new private investment into a major improvement for the Northeast neighborhood.

The availability of several funding mechanisms ensure additional private funding of the \$6 - \$7 million in costs in excess of dollars provided by the State and Keystone baseball commitments. The balance of costs will be financed using, as needed, a combination of private investment in tandem with Federal New Market Tax Credits, conventional debt, conventional gifts, and low-risk, long-term investment from the private sector. The Committee's recommendation and first preference is to fund as much of the gap in financing as possible using the New Markets Tax Credit program. We believe it is a viable alternative for this project and recommend that it be pursued.

Information on New Markets Tax Credits: <http://www.cdfifund.gov> (Community Development Financial Institutions Fund, U.S. Department of the Treasury)

The Committee also recommends that local interests avail themselves of the skills of the Community First Fund, a local group whose mission is to expand economic opportunities to low-income populations and under-served communities. CFF has been active in developing minority business opportunities, and its staff are well-versed in the intricacies of New Markets Tax Credits.

Community First Fund began in 1992 as a loan fund serving Lancaster County. It has now expanded to serve an eight county area, which includes Lancaster, York, Berks, Dauphin, Lebanon, Cumberland, Adams and Perry Counties from offices in Lancaster, York, Reading, and Harrisburg. Community First Fund is certified by the U.S. Treasury Department as a Community Development Financial Institution, by the U.S. Small Business Administration as a Micro lender, and is accredited by the Pennsylvania Community Development Bank.

Leadership: Baseball in 2007

Recommendation #9

The community should set an aggressive target date for baseball in the Spring of 2007, and organize efficiently to meet it.

Recommendation #10

The County's Industrial Development Authority and Economic Development Corporation should "drive" the project.

YORCC members believe that if all relevant parties galvanize around the proposal, it will be possible to complete the project within the next 24 months. The Atlantic League is assuming that Keystone Baseball will be able to field a team by May 2007. It will take major effort by many players, however, and success will depend upon exemplary coordination and communication between and among public agencies and private companies and groups.

- **COUNTY ECONOMIC DEVELOPMENT AGENCIES 'DRIVE' PROJECT**
At its June 1, 2005, press conference, the Committee recommended that the board of the York County Industrial Development Authority (IDA), with its sister organization the York County Economic Development Corporation (EDC), take official action to assume a leadership role in the project, together providing the leadership to make the project happen. The Committee proposed that the IDA take the lead in finalizing the financing of the project and in taking ownership of the complex, with the EDC taking management responsibilities, including negotiating contracts with Keystone Baseball and working with Keystone to get the complex built. The IDA would be the owner of the recreation complex. The IDA and EDC organizations have been in existence for more than 45 years, serving as York County's economic development agency.

NOTE: A week after the YORCC press conference, the Industrial Development Authority Board agreed to take on leadership responsibility for implementing and "driving" the project through construction. The IDA unanimously passed a resolution that supports the project and authorizes financing assistance via the issuance of up to \$8 million in the Authority's Revenue Bonds "... to mature in 20 years, with an interest payable at a rate to be negotiated ..." The resolution made clear that no public funds would be used to guarantee or back the bonds.

The IDA and YCEDC also began organizing to become the project's "driving force." Working committees are being formed and an oversight group will shortly replace the York Outdoor Recreation Complex Committee, whose work officially ends with the publication of this report.

Fast Track

Even before the publication of YORCC's final report, its recommendations were coming to fruition. The Industrial Development Authority Board has already acted to put in place one of the key pieces for financing the project. Other agencies are laying the groundwork to carry out their respective jobs.

Acquisitions High Priority

Recommendation # 11

Among many tasks that need early action, high priority should be placed on site assembly.

Recommendation # 12

As a first step, the Planning Commission should designate a 'Redevelopment Area' encompassing both the Northwest Triangle and the Arch Street stadium site.

If York is to meet the goal of "Baseball in 2007," the most critical action now is site assembly -- acquisition of the properties needed to make way for the recreation complex.* It is anticipated and preferred that all acquisitions be friendly and voluntary, but the Committee recommends that the necessary steps be taken to put into place the tool of eminent domain, should that measure need to be employed for site assembly. The process starts with the designation of a "Redevelopment Area."

The Committee recommends that the York City Planning Commission begin work to designate a Redevelopment Area that includes both the Northwest Triangle district and the Outdoor Recreation Complex area.

It may be that the boundaries drawn to designate the Redevelopment Area will be drawn more broadly than those included in this report indicating which properties are likely to be acquired. On the basis of sound planning principles, the Commission may include more properties within the "Redevelopment Area" boundaries so that zoning and planning can be done on a neighborhood basis rather than on the limited site within the stadium "footprint." Broader boundaries drawn for these purposes should not be construed as an intent to acquire.

Four reasons weigh in favor of combining the Arch Street and the Northwest Triangle (Ohio Blender) areas for the purpose of designating a Redevelopment Area (the two areas would quite likely still remain separate projects with separate plans).

- First, part of the Arch Street site already includes the Northwest Triangle site, so the sites are contiguous and overlapping.
- Second, since York City School District has moved forward with construction efforts at Small Field, that site, the only other "preferred site," is disqualified, thus making Arch Street the object of renewed focus.
- Third, the timing is right, as the Northwest Triangle requires a redevelopment plan, as does the Arch Street site, and the same process for approving redevelopment plans applies to both projects.
- Fourth, planning and site acquisition dollars are fully utilized with a combined redevelopment area, in the sense that site acquisition and environmental remediation dollars for the previously-drawn Northwest Triangle site can be fully utilized on both sites.

* NOTE: The York Redevelopment Authority has begun to contact property owners and tenants to arrange for property appraisals, a necessary step prior to the start of any property negotiations.

**Recommendation
#13**

Following the designation of the Redevelopment Area, the Planning Commission should draft a Redevelopment Plan. The Plan is needed before acquisitions can begin.

The drawing below shows the properties that now appear to be necessary acquisitions to fit the recreation complex on the site. This property acquisition list and map is only the Committee's recommendation: it is not official until the York City Planning Commission develops a Redevelopment Plan for the recreation complex neighborhood.

Development of the "Plan" is the next step following the designation of the Redevelopment Area. The Plan (or Plans) for the Arch Street area will include a future land use plan and development site plan(s), will identify which properties are to be acquired, will note impacts on nearby properties, the need for zoning changes, improvements to traffic patterns, any proposed changes to the population density, and an estimate of costs associated with the redevelopment. It also includes standards and controls that will guide development of the property. Finally, the Plan will have as a component a Relocation Plan outlining benefits and assistance to owners and tenants in properties to be acquired.

**Recommendation
#14**

The City's Redevelopment Authority should assume responsibility for appraisals and relocation assistance.

The Committee recommends that the York City Redevelopment Authority assume responsibility for the most immediate tasks: environmental studies, property appraisals and acquisitions, relocation of residential and commercial owners and tenants. The York County Economic Development Corp. can assist commercial property owners in identifying appropriate relocation sites.

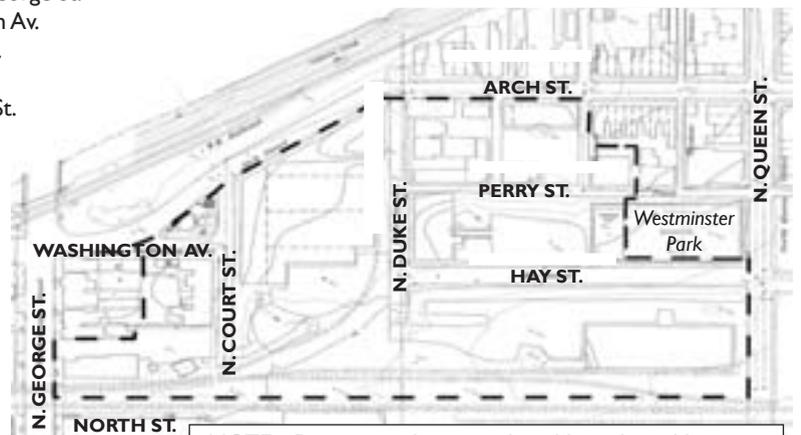
Acquisitions That Appear Necessary For Stadium "Footprint"

- 316-317 N. George St.
- 14 Washington Av.
- 120 E. Arch St.
- 149 Perry Av.
- 321 N. Duke St.

- 322 N. Court
- 324
- 326
- 328
- 330
- 332
- 334
- 336
- 338

- 355 N. Duke
- 357
- 361
- 363
- 365
- 367
- 399

- Several unnumbered parcels:
- N. Duke St. (2 parcels)
- N. Court St. & RR
- N. Queen & Hay Sts.



NOTE: Properties shown enclosed by a dotted line are assumed to be necessary acquisitions or inclusions in the stadium project site. It is possible that within the dotted boundary lines are additional parcels that are not found in the list of addresses to the left.

NOTE: This list and these boundaries could change during the Planning Commission's drafting of a Redevelopment Plan, or later during detailed project design. In no case will the Redevelopment Authority seek to acquire properties that have NOT been previously identified in an official Redevelopment Plan.

Special Attention to Rail Issues

Recommendation #15

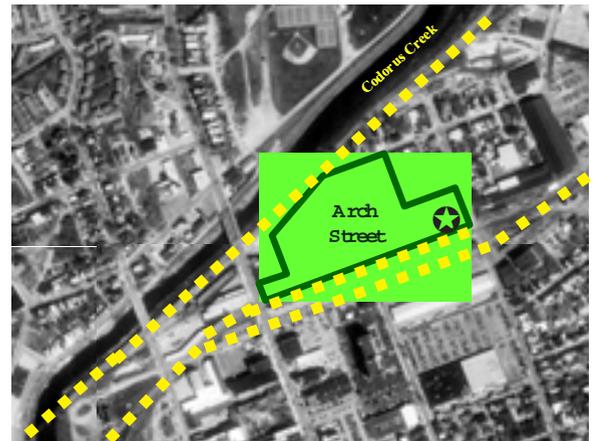
Acquisition of rail property needed for the stadium should be explored and negotiated hand-in-hand with studies for public safety and for appropriate relocation of the rail-to-truck transfer building.

The York Outdoor Recreation Complex is proposed for the Arch Street site, which is bounded on the north and the south by York Railway Company railroad lines. York Railway is operated by Rail Link, Inc. which is a division of Genesee and Wyoming, Inc. Certain rail-related issues need special and early attention.

The line to the north of the site is an active spur on which rail customers are located. The spur follows the Codorus Creek north to Mill Creek south of Route 30. The line to the south of the site is the main line of York Railway which connects to the Norfolk Southern rail yard east of the City. A rail warehouse (★) is located on this main line and is encompassed by the concept plan for the stadium.

The warehouse is in the proposed location of an on-site parking lot. In examining the rail issues and discussing the YORC plan with representatives of York Railway and Genesee and Wyoming, two issues emerged: (a) ensuring the safety of pedestrians

walking to the complex and crossing over active rail lines; and (b) relocating the warehouse.



RAIL LINES

Pedestrian Safety

Pedestrian safety is a top priority that needs to be addressed. Rail representatives cited current difficulties in keeping pedestrians off the rail lines and in particular, stated how attractive trains and rail lines are to children. The rail freight train traffic does not operate according to a schedule like passenger train traffic. Since there is not a regular schedule it would be difficult to predict and provide additional police to safely move the pedestrians across designated crossings for the various events.

Physical design options that should be pursued that could direct pedestrians to a highly visible safe crossing point. The First Industries Tourism grant and design work that are being undertaken by the City of York Redevelopment Authority includes funds to examine pedestrian and rail issues at both the Northwest Triangle and the Arch Street sites. Attention and talent are required in the site design process to include special safety features. These would include obvious devices such as warning signals or physical barriers, but also more subtle and highly effective design "cues" that will entice pedestrians to the stadium along safe routes.

Rail & the Economy

The intermodal rail-to-truck operation needs a home. The importance of rail to Greater York's position as a distribution hub should not be overlooked. See Appendix C for more information on rail traffic in downtown York.

Coordination will be needed to tie together the work of the rail consultant and the design/neighborhood plan consultant. Both studies should address measures that will minimize conflicts between rail, vehicular and pedestrian traffic and maximize safety and convenience for all. This contract work should be continued in hopes of reaching a solution that is mutually agreeable to both York Railway and the concept for the recreation complex.

Relocation of the Rail Warehouse

The rail warehouse located on the main line of the York Railway line would have to be relocated to a site that meets the criteria for an intermodal rail-to-truck transfer facility. Based on discussions with representatives from York Railway minimum criteria include the following:

- Located along an active rail line or rail spur of York Railway, preferably on the east side of the City of York
- Proximate to Interstate 83 and Route 30
- Provide truck access with the ability to have trucks back into the facility
- Provide a minimum of three acres and approximately 40,000 square feet of building
- Allow for a frontage along the rail line that can accommodate 5 rail car lengths
- Provide for a turnkey operation/transition

Other issues regarding relocation could emerge depending on site availability, configuration of a parcel, funding, and others.

The staff of the York County Economic Development Corporation has met with representatives of York Railway to discuss the relocation and site needs. They are examining options for relocation. This search effort should be supported and continued.

Relocation Recommendations

Recommendation #16

Agencies should make available to displaced owners and tenants the most generous relocation benefits – those required for federally-funded projects (even though no federal funds are proposed for this project).

Regardless of whether they are required by funding sources, the Committee recommends that generous relocation policies be adopted for the project. This not only provides for all eventualities associated with the final funding package, it is simply the right thing to do in order to assure that this community project benefits all persons in the community.

While it will be preferable for all property acquisitions to occur on a wholly voluntary basis, the Committee finds it prudent and in the interests of the project to have in place the potential for the use of eminent domain.

The recommended financing plan calls for no direct public funding other than that already included in the State capital grant. The Committee finds it advisable, however, to have in place all of the groundwork that would be needed to meet relocation requirements that would apply if federal funds were used in the project.

The Committee strongly recommends -- for both residential and commercial properties-- that all relevant agencies agree to employ and make available to project-area owners and tenants the more generous, federal standards for relocation relocation procedures and benefits -- those required for federally-funded projects: (a) even though the Committee's proposal does not call for the use of federal funds, and (b) even though it is hoped that there will be no need for the use of eminent domain, which is often the trigger for relocation benefits

The Appendix to this report outlines information on all eventualities at length, but below is a capsule of some provisions of the federal "Uniform Relocation Act" that the Committee recommends be adopted by any agencies involved in acquisition and relocation for this project. Benefits provided for, within certain limitations established by law, are summarized below:

Owners and Tenants:

- Receive timely notice of the project, procedures and their rights
- They are told the amount of acquisition and relocation assistance for which they may be eligible
- They receive assistance/counseling on finding comparable replacement housing or business locations
- The agency must establish "just compensation" amount based on professional appraisals
- Residents need a minimum 90-day notice to vacate, and at least one comparable dwelling is made available to them
- Availability of "Last Resort Housing," where new or rehabbed replacement housing is developed and subsidized sufficiently for displacees to purchase new or renovated houses

Where eminent domain is used to acquire properties, the Pennsylvania Eminent Domain Code must apply, not the federal standards.

For Residential Property Owners:

- A formula-based relocation payment that includes cost of replacement housing less cost of old dwelling plus mortgage financing charges and reasonable expenses associated with purchase of new dwelling, plus additional payment if a comparable replacement dwelling is not within the displaced owner's financial needs

For Tenants Or Displaced Owners Who Rent Replacement Housing:

- Formula-based relocation payment that includes monthly rent and average monthly utility costs at replacement housing less 42 x base monthly rent of old dwelling, plus additional payment to tenants or displaced owners who rent if a comparable replacement dwelling is not within the displacee's financial means.
- Actual and reasonable moving and related costs paid.

For Displaced Businesses and Non-profit Organizations:

- Actual moving and related costs paid; purchase of substitute personal property; and payment for certain expenses related to re-establishing operations at a new location.

In any cases where eminent domain is used in the acquisition of properties, the Pennsylvania Eminent Domain Code will apply. The state code is very like the federal code, but is slightly less generous.

Other Recommendations

Recommendation #17

The groundwork should begin soon for historic property reviews that will be needed at state and local levels.

Many other pieces of the Outdoor Recreation Complex puzzle need to be connected to the overall effort if it is to be successful. On the next pages are additional steps that the Committee believes will advance the project.

■ HISTORIC YORK: BEGIN WORK ON REVIEWS

Parts, but not all, of the proposed recreation complex area are within the City's Historical Architectural Review Board (HARB) district and in a Historic District listed in the National Register of Historic Places. These listings will have an impact on any proposed demolition of structures within those districts. Since there is State grant money involved with this project, the Pennsylvania Historic and Museum Commission (PHMC) will have jurisdiction and will require a review of the project under the terms of the Pennsylvania History Code.

The Committee recommends that concurrent with the Planning Commission's initiation of the Redevelopment Plan, the City of York request approval from the State to authorize the City to take responsibility for following through with the historical preservation review rather than wait for the State Historic and Museum Commission to do it. Currently, the City has a Memorandum of Understanding with PHMC and Historic York, Inc. that authorizes Historic York to conduct such reviews. Any demolition of buildings resulting from this project will require a PHMC authorization.

Since Historic York already has extensive and long-standing experience with this process and working with PHMC, it would be appropriate to continue that process for this project. Also, since some of the buildings proposed for demolition are in the City's HARB District, and since Historic York has a contract with the City to serve as staff to HARB, it is appropriate for Historic York to be involved with this historic preservation review from all aspects. HARB will have to make recommendations to City Council, the final authority regarding any demolition proposed to take place in the HARB District.

The historic reviews can be time-consuming, so the process should begin sooner rather than later. Major problems with historic reviews most often occur when project sponsors wait until the last minute and try to hurry the reviewers. In this case there would be ample time for thoughtful, responsible reviews and for reasonable mitigation measures to be taken (e.g. design of the facility to minimize demolition, photographic documentation of properties to be demolished, incorporation of historic artifacts and objects into the overall design).

If any federal funds are involved with the project, an environmental assessment will have to be completed by the appropriate entity, City or County, a part of which will be an historic preservation review, known as a Section 106 Review. The PHMC and Historic York also handle that process in the City.

**Recommendation
#18**

The City Planning Commission should begin work on re-zoning the recreation complex site and evaluating zoning needs in nearby areas.

**Recommendation
#19**

Investigation of environmental conditions at the site should proceed immediately.

**Recommendation
#20**

A design plan addressing how the recreation complex will relate both to Downtown and to the Northeast neighborhood should proceed swiftly.

■ PLANNING COMMISSION: BEGIN WORK ON RE-ZONING

The Committee has determined that a zoning change would be required for a stadium use in the Arch Street neighborhood. It appears that the change could be relatively easy, under a zoning category adopted in the 1980s to encourage active, people-oriented uses and tourist-related commercial activity “in an urban park setting of the Codorus Creek.” This category may prove to be entirely appropriate for the recreation/entertainment complex.

In conjunction with the drafting of a Redevelopment Plan, the City Planning Commission should schedule work on amending the zoning map to change the area encompassing the proposed outdoor recreation complex site from its current zoning -- Heavy Industrial (IH) and Mixed Residential (RM) -- to Commercial Waterfront (CW). The Commission should also initiate amending the CW use regulations to include “stadiums” as a conditional use. A detailed proposal for steps to be taken to update the zoning is included in the Appendix to this report.

The continued appropriateness of current zoning for the neighborhood surrounding the stadium site should also be evaluated as part of this process.

■ REDEVELOPMENT AUTHORITY, PLANNING, YCEDC: BEGIN STUDIES

The Committee recommends that the York Redevelopment Authority, recipient of a \$100,000 First Industries Tourism grant, collaborate with staff of the York City Planning Department, Planning Commission and the York County Economic Development Corporation to determine an appropriate division of labor for supervision of the following planning and design studies essential to the advancement of the project:

- Environmental studies: a preliminary site assessment is now underway. This work determines the likelihood of environmental problems through research on the history of land uses at the site. This Phase I assessment will be followed by a Phase II Environmental Site Assessment, which will take a more in-depth look at the site, to get a better fix on whether there are environmental problems, and to begin exploring ways to mitigate them.
- Development of a neighborhood plan to maximize spin-off benefits and improvements in the Northeast neighborhood and to minimize or mitigate adverse impacts. One such impact is neighborhood parking. It is recommended that the plan consider means to assure sufficient parking for neighbors, including on-street, resident-only parking zones or off-street parking spaces with card-access or keys for neighbors’ use only. The plan should also relate the Stadium to downtown, including pedestrian pathways, enhancement and signs for pedestrian routes from the stadium to available downtown parking and to existing tourist attractions & entertainment venues.

**Recommendation
#21**

There will be 3,300 publicly-owned parking spaces within an 8-10 minute walk of the complex. A parking plan should be devised to assure that spaces will be available at public and private lots or garages on Opening Day.

- Development of parking arrangements between the stadium owner, Keystone, and public and private parking providers to assure that a reliable, predictable parking package is developed along with the stadium and is ready for opening day. The Committee's work confirmed that there are or will be 3,300 spaces within an eight-minute walk to the stadium complex. A parking plan should further detail the availability of publicly- and privately-owned sites.

Some Committee members expressed concern that the size of the Arch Street site would make on-site parking impossible. They were close to right: fewer than 100 spaces are shown in the preliminary site plan. Although this number could increase slightly as the project moves into design, Committee members were relieved to discover that over 2800 downtown parking spaces now surround the stadium site -- all within an eight- to ten-minute walk -- with another 500 to be built at Small Field, just across the George Street bridge. This number reflects only public spaces in garages and public lots; it does not count the informal or private "entrepreneurial" spaces that might appear like magic on game days.

An advantage of the Arch Street site is that persons attending events at the outdoor recreation complex will be encouraged to park in downtown York. As they walk to the game, they will pass downtown's new and old pubs, shops and eateries. They may decide on their next visit to come downtown early for a pre-game dinner and a first-pick parking spot, or to stay a little later for a celebratory quaff and dessert after the game. Most Committee members have concluded that the Arch Street site has opportunities for spin-off development unlike any of the other sites that were considered.

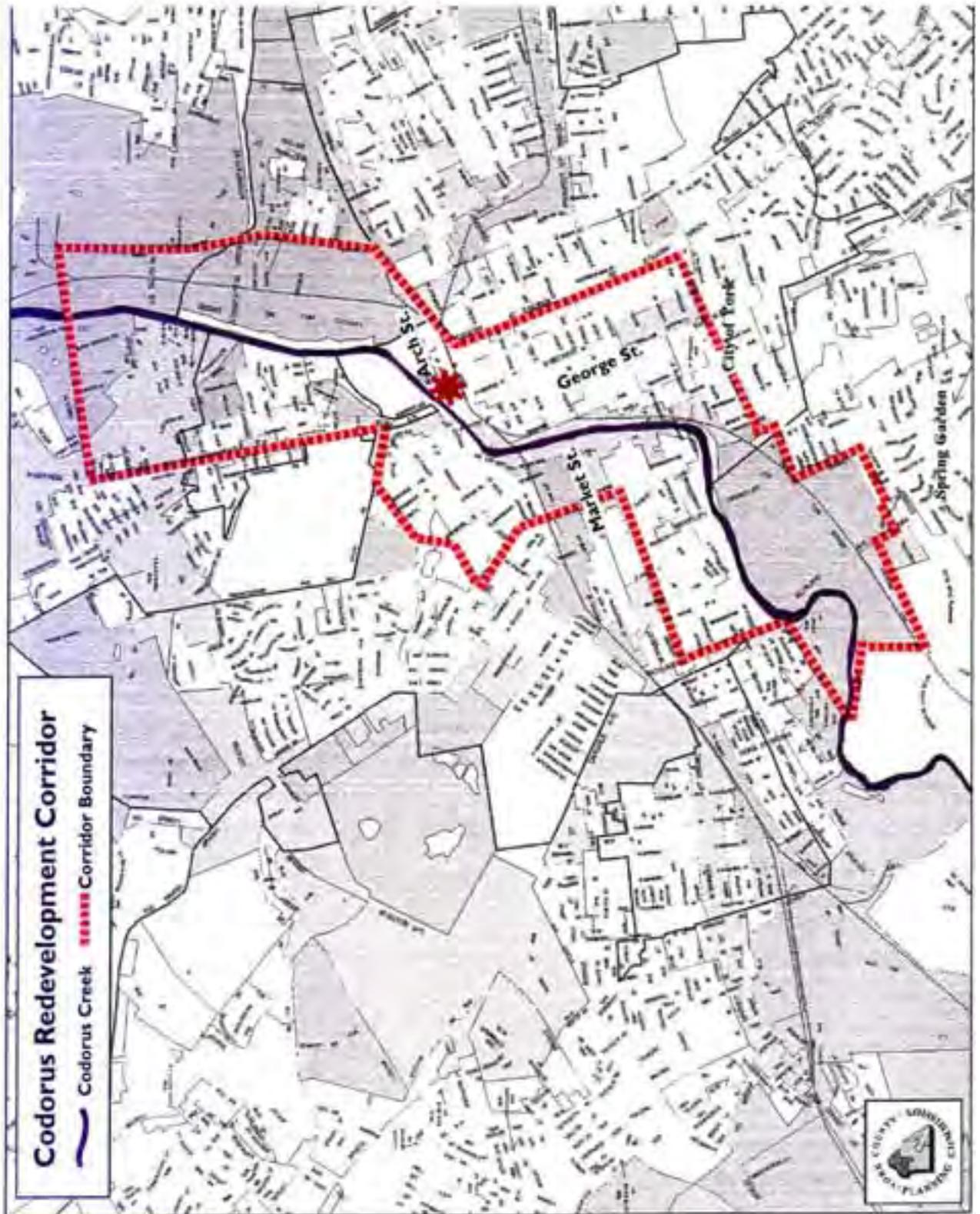
York Outdoor Recreation Complex

Final Report Appendices

	Appendices
Page 21	A Map of Codorus Redevelopment Corridor
22	B Notes from Public Meetings
26	C Statement on Rail Traffic from York Railway Co.
27	D Recommended Zoning Changes
29	E Research on Relocation Benefits
last	F Economics Research Associates' Final Report Market and Financial Feasibility Study Economic Impact Analysis

(Official file copies have full 91-page ERA report. All other copies include 7-page executive summary only)

minor revisions made 10 July 2005



The York Outdoor Recreation Complex Committee held three public meetings during YORCC's six months of work, two in January 2005 -- at the beginning of ERA consultant Jeff Cohen's work -- and one at the end of March, when Cohen presented his final market and economic analyses and his economic impact study. All three meetings included brief presentations by Cohen and by YORCC vice chair Genevieve Ray, both of whom facilitated the remainder of the meeting. In each meeting, the great majority of time was given to citizens' comments. Attendees were invited to speak on any subject they wished. Their comments, organized after the meeting, fell into the general categories listed below.

Meeting #1: about 30 attendees

Held midday on 20 January 2005, at York County Commissioners' meeting room, One Market Way West, on the Square.

ECONOMIC DEVELOPMENT

I'm a City resident and restaurant owner - York best place to live. The baseball idea is positive for York. Development of retail and housing is improving, is happening. Baseball won't help my business (people eat hot dogs, drink at the game). But this will make people walk downtown. It may spur other businesses, entertainment. All three sites are good.

It's important to tie into George Street redevelopment north-end of town. Jobs plus new businesses.

York Housing Prof. - City Living Committee Chair from York. Went to York High. Returned after ten year absence. Travel and work in Europe are 20 years ahead. People in Europe walk everywhere. Shop in town. We are sitting in a jewel mine for economic development with York's architecture and history. May be risks, but York is positioned well as a region. Things like this are perfect. Makes me want to stay, invest, live here, have a family. I want people and businesses to stay in York City.

Look at finances, impact on City. Seniors are now hurting. We need things to bring people into downtown.

I'm a member of the Young Professionals. Unlike other counties, York County in Pennsylvania is keeping young people, bringing them in; we need to give them things to do. Jobs don't keep people in the town, the town keeps people in town. Things are really changing for the positive. This will be a cheap form of entertainment. Some people my age really like walkable, small-town environment, small-city life.

I'm a York resident who has lived in Youngstown and Wilmington. Youngstown was a failure, Wilmington did it right. Put it by the river. Trash yards now gone. A billion dollars invested. I believe more people make safer streets. This is a good piece of the puzzle, not a panacea. But it's a big plus if it's put downtown.

PUBLIC SAFETY

A lot of people on the streets can benefit. The neighbors scare away dope dealers and evildoers.

More people can also mean more targets for criminals. More filth and litter.

More people bring more police, too. (Use Regional police and off-duty police).

ABOUT BASEBALL

Keystone is diligent.

Baseball is needed.

I'm a City resident and I work downtown. Is this for independent league only? Lancaster is being developed to AAA standards. We're several years behind the times. If we're looking at a AAA team, we are out of luck.

Toledo Mudhens built new stadium downtown, and it's been gangbusters.

Would multi-use be a problem with the baseball team? The Committee should answer these questions.

I'm a City homeowner - people have been hot and cold on this project. Charlie Robertson says we have missed eight years.

NEIGHBORHOOD IMPACTS

Worried about parking in the neighborhood. When Ravens played at Memorial Field, neighbors resented it. Enforcement expensive.

I'm worried about parking. People will park up the neighborhood. These things should be addressed.

[consensus of group at this meeting] Doing a coordinated Neighborhood Plan is a good idea after the site is selected.

Meeting #1, cont'd

DISPLACEMENT

Concern is that people and businesses that are paying taxes would be displaced, also church & park.

I'm an Arch Street resident and I work downtown. This project may take peoples' homes. Downtown is dead. People are afraid of bums, shootings. Queen Street people are scared. But you should look for a place where you don't have to take homes of 80 year olds.

Arch Street is perfect area for this. My concern for residents is how do we purchase and relocate people to make them whole, keep residents in City. Need to do this in reasonable, humane way.

I'm a property mortgage holder in the area - Ball field is great idea, but am worried about the people.

Compliments to this process

Meeting #1: about 30 attendees
Held on the evening of 20 January 2005, at Westminster Presbyterian Church in the Arch Street neighborhood

ABOUT THE NEIGHBORHOOD

People here own their properties. We have 80% home ownership rates in the neighborhood. We pay taxes and stick together.

This is called a "blighted" area? There are many in city. Blight here is mostly in the rental properties.

You can't replace these beautiful homes.

A majority of the people here are long-time residents.

Streets and curbs were just up-graded.

MULTI-USE FACILITY

Spring Garden Township resident - Fan of stadium. Stadium not just for base-ball. City doesn't have good venues for 1,000+ people. Multi-use is good, would bring families downtown. I like to take my kids to circus. Have taken kids to Hoffman, Queensgate, West Manchester parking lot for the circus. Would like to see such things at this facility.

Other desirable uses [group list]: softball tournament championships, scout jamboree, soccer, baseball, kids' tournaments, food fests, church groups, recreation leagues, college graduations, college sports.

GENERAL PRO/CON COMMENTS

I'm a Manchester resident. I favor this project.

We would like Small Field to be open to public use.

I want to stress that properties here have retirees as owners.

People don't know anything about this history of this neighborhood. Behind the church are tunnels from moonshine house and three garages underground.

I'm not against a baseball stadium. I just don't want it here.

DISPLACEMENT

Concern - Dislodging people from homes some bought from City of York (136 Arch).

This is a close-knit community. It doesn't make sense to take homes of 80-year-old residents when there are other sites. It's going to be hard for those people to get a new mortgage.

The City is losing its morals. *People* are what is important.

PUBLIC FUNDING

I don't want City's or the Redevelopment Authority's dollars to support this.

Redevelopment Authority appraisals are a waste of dollars now.

ADVICE TO YORC COMMITTEE

Identify and include all "stakeholders" in development of the project.

The ball stadium should favor local vendors. This would be an asset. Big vendors live in Palm Beach, not York.

Pittsburgh Park faces city - look for views to downtown.

County resident - Query on credibility of study: what do you consider, how do you study it? [methods and ERA impartiality explained by consultant]

I used to live where Martin Luther King Park now is (and Dentsply parking). People didn't get anything there, either.

ADVICE TO YORC COMMITTEE

Look at this as homes not just houses.

This has been a 10-year process. This is just the second public meeting. This should continue to be an open, public process.

We want copies of the consultant's report (a good summary is reasonable)

LOSS OF TAX BASE

Destruction of homes would lose tax base.

I'm concerned about three businesses that will be lost here.

Meeting #2, cont'd

NEIGHBORHOOD IMPACTS

Concern about noise - I live across street.

Don't let parking lots get littered. Who will clean them?

Concern with the impact on city residents. Want positive impact.

Ball field will bring trash, litter.

With stadium on Arch Street this would take our parking.

I own a business at George and Arch. Courthouse employees are now taking up parking and loading areas. It will be worse with a stadium.

Don't lose neighborhood parking.

Residents should get preferential treatment for parking.

ABOUT BASEBALL

When the Senators aren't winning, nobody comes. How will you support baseball when they don't win?

Will city residents have the money to attend? I want baseball affordable.

Lancaster, Harrisburg - Why also York?

We had the old ball field, then the stars went to the major leagues. We ended up using the baseball stadium for softball. Can/will the community & region really support this?

GAP BETWEEN ASSESSED VALUE & REPLACEMENT COSTS

Chestnut Street resident - Assessed value and replacement value don't bear any relation to each other. Adjustments are needed.

Redevelopment Authority does not pay premiums.

I will move out of City.

People got almost nothing when Save-A-Lot center was developed.

Displacement - if it proceeds, there are options. Instead of following State rules for acquisition, you could follow federal HUD rules, which require working to find a comparable house and paying the difference.

ECONOMIC DEVELOPMENT

Good idea - gateway - close to other redevelopment.

The aim is looking to better City of York.

You want the placement to help revitalize the downtown. This creates jobs - need to influence a whole area.

Lancaster has had from \$25 million to \$200 million in redevelopment.

You have a choice: a dead downtown or a revitalized downtown.

I would like to see other development downtown other than tap-rooms. (e.g. retail).

Over \$200 million has been invested in York over past few years, but I haven't seen it pay off in jobs. I want to see hard dollars during construction to support/benefit Yorkers.

The City of York shuts down at 6:00 p.m. This could be a strengthening of the larger neighborhood.

Economic development needs to include community.

COMMENT ON OTHER POTENTIAL SITES

There are blighted areas - 200 block East Gas Ave. Let's look at those.

There are enough crappy areas in town that you could use.

I'd prefer it at Memorial Stadium. Other things like ice rink & the creek would make recreation complex.

Allen Field has good access to Route 30.

Put it on Small Field.

Another alternative is ACCO site. Good access. Not as far from Center City as Lancaster's stadium.

No economic benefit from ACCO. Other outlying sites don't help downtown.

Broad Street will dead-end into jail/Graybill site.

Why do it at all?

I live near Sav-a-Lot and I applaud keeping this City grocery store.

If you dislocate everyone in neighborhood, you won't need a grocery store.

Meeting #3: about 85 attendees

Held on the evening of 31 March 2005, at MetEd community room, 501 Parkway Blvd., York

Comments followed a presentation by Jeff Cohen on economic and market conditions, then a summary by Genevieve Ray on the YORCC's Interim Report dated 31 March 05. Here follow comments in the order given, paraphrased by note-takers Genevieve Ray, York County Community Foundation President Susan Barry, or YORCC member Tom Foust. What follows below are the citizens' comments and in some cases the responses given by Cohen, Ray or others.

I support baseball. I'll be hanging out at the ballgame. Will there be bond issues, and how much? [Answ. Ray: We don't have the financing plan in place yet]

Did you have access to Keystone baseball's financial numbers that the school board didn't have? [Answ by Foust: Yes]

Did ERA ever recommend "NO" to a client? [Answ. Cohen: Yes]

As a lifelong City resident I support this project. Have you done studies elsewhere with a declining housing base? [Answ., Cohen: We see a region with a population increase. I've seen projects revitalize areas in decline.]

In how many markets did you make a positive recommendation and the project failed in the last 10 years? [Answ., Cohen: I'm not sure what is considered failure. I have seen cases where marketing expenses didn't happen as planned, but I know of none that have failed.]

How about Keystone as developer? [Answ. Cohen: they are a positive aspect of this proposal]

I applaud the efforts. I am from Railroad, and I'm concerned that it is to be located along an active rail line. 250,000 people and trains don't mix well.

Are your attendance estimates based on tickets sold or actual attendance? [Answ., Cohen: We factored for this. We have a paid number (ticket revenues) plus turnstile plus a no-show factor. Concessions are based on the turnstile figure (attendance vs. paid)]

What is the relationship between these other items and this feasibility site. Is the study specific to this site? I don't think the revenue generation and attendance would not change. If it was a school site, the economic spin-off would be less.

What is the earliest that this could happen, if there is a decision to go ahead, and financing in place? [Cohen: less than 18 months]

When does the State money stop? [Answ by City Council president Cameron Texter: July 2005, Capital Improvements dollars are not available long-term, and we should be concerned that the funds will go to Allentown if we don't use them]

If baseball goes belly-up what will happen? [Question by City Councilman Lee Smallwood] [Answ. by Ray, We are not doing a contingency plan for failure. ... Follow-up answ. by YORCC member Tom Donley: Keystone has said there are failed teams but not necessarily failed stadiums ... Rejoinder by Smallwood: Our experience in York is Memorial Stadium, which now isn't working.]

Will eminent domain be used? If so, there is now a case before the U.S. Supreme Court that may impact this.

Has the site design been tested? Will homes be protected from baseballs? Homes should be buffered from the stadium.

What community interest will own this stadium? You need a strong community base.

What survey was done of the actual community [Answ. Cohen, Ray: none as part of the study] I think it's important to do for community feedback [comment by City Council woman Vickie Washington]

Will there be a negative impact on other downtown venues? [Answ. Ray: this is one of the things we think should be covered in the neighborhood plan that is to be done]

It will be a high-quality stadium.

Is Keystone willing to commit to a long-term time frame? That was a major concern before. [Answ. Ray: Essentially, now, their \$8 million up front payment is based on a 20-year commitment. Keystone's owner, Peter Kirk, has told us that this is at-risk money, up front, a real commitment.]

There is a line of demarcation at the River in terms of where people from Lancaster will go? [Reply, Cohen: "The flip side of 'what if it fails' is 'What if it works?' It could mean great things for York.]

I've heard that York City wants to build a stadium. What would be the City's role? [Answ. Ray: That's one of the things we're looking at now. The City benefits greatly, and I'm sure they will be involved at some level, but we're not sure yet exactly how, until we know more about structure and finance]

What is the \$400,000 net income going to? [Answ. Ray: it will go to the entity that will be designated to drive this project, but I don't know yet who it is]

Meeting #3, cont'd

The area is full of crime. Are there plans for the area across from the stadium? [Answ. Ray: we want people on the streets to make them active and safer. This is the kind of thing that will be addressed in the neighborhood study].

Railroads are tying up the streets frequently. But one of the buildings to be purchased is at Queen and Hay, where there is a lot of RR activity. [Answ. Ray: this could be a win-win. It might be good for the RR to move its transfer facility, if the right substitute place can be found.]

What locks in the State money?
[Answ. Ray: It's up to the Governor to release it. I can't say yet what will be done to fill in the \$6 million gap]

Did you do a discounted cash flow or financing plan? [Answ. Cohen: No. This project is unique: 76% of the financing is on the table.]

I want to commend this process and how you have brought things back to the public for our ideas and reactions. It is the way all projects should be done, elsewhere in the city.

Post-Meeting Comment:

I live on E. Philadelphia and I'm opposed because I'm afraid all of this will fall on the taxpayers and we can't afford it. Taxes are too high now. *[this comment was not spoken in the open meeting, but was given to G. Ray following the meeting by a woman who said she didn't feel easy speaking out in front of a group]*

Appendix C Rail Traffic

Information provided in writing by York Railway Company (YRC) *

YORK RAILWAY COMPANY TRAFFIC WITHIN THE NW TRIANGLE AND ARCH ST. STADIUM SITE

In 2004, YRC hauled approximately 15,000 car loads of traffic.

YRC operates four to five crews per day depending on traffic volume and customer demands.

Three of these crews would be operating over Queen, George, North and Beaver Streets.

Norfolk Southern also operates a train crew within this time frame and coordinates.

Crew operating times are from 6:00 a.m. until 1:30 a.m. depending on customer demands.

Currently trains operate Monday through Saturday.

In 2004 approximately 9,400 car loads traversed the NW Triangle and Arch Street baseball sites.

Volume is projected to increase to 16,000 car loads in the NW triangle and Arch Street area for 2005.

The next five years YRC is projecting 20,000 carloads - note that this only includes loads -- multiply by two to get actual car counts.

As volume increases the number of times the crews transverse the area will increase in frequency.

* with minor editing for clarity & format

A. Current Zoning

The current zoning for the proposed outdoor recreation complex along N. George St. and Arch St. is RM (Mixed Residential) for the residential area of Arch St., N. Duke St., N. Howard St., and Perry Place, and IH (Heavy Industrial) for the area north of the railroad line, running from N. Beaver St. east to the City boundary line. The area south of the railroad line is generally CBD (Central Business District).

A stadium is defined in the Zoning Ordinance in Section 1302.106.5. A stadium is not a permitted use in either the RM or the IH zones. A stadium is allowed as a permitted conditional use in only one zone: OS (Open Space).

The area proposed for the stadium also is within a special “overlay district “ known as an EDA (Enterprise Development Area District). A stadium is not prohibited in the EDA District. In this district no structure or use needs to meet any minimum or maximum dimensional requirements concerning lot area, lot width, building size, impervious surface and open area.

B. Proposed Zoning for a Stadium (Outdoor Recreation Complex)

1. Amend the Zoning Map to change the area encompassing the proposed stadium site from IH (Heavy Industry) and RM (Mixed Residential) to CW (Commercial Waterfront), retaining the EDA overlay. Even though the EDA overlay does not prohibit a stadium use, it makes sense to rezone the underlying zoning districts to CW because of the clarity of description of the purpose and permitted uses for that district, which are very compatible with the proposed stadium complex and anticipated development spinoffs that may occur.

2. Amend the CW Use Regulations (Section 1303.15) to include stadium as a conditional use as regulated in Section 1304.27.5 of the Zoning Ordinance.

The Commercial Waterfront District is a compatible district for a stadium and ancillary uses that may be developed as a result of the presence of a stadium there. The uses, both by right and special exception, in CW are diverse enough to support what uses already exist in the area and can accommodate practically all proposed uses that would be compatible and appropriate for development adjacent to such a large, concentrated outdoor recreational complex.

3. The regulations in 1304.27.5 would remain. It is important to point out that these regulations will have to be complied with as part of a proposed stadium development plan.

At this point, not knowing what specific design features will be proposed for a stadium, it is impractical and premature to recommend any changes to the conditional use regulations in the current Zoning Ordinance. The following regulations would apply:

1) Parking standards are explained in Section 1310.04a of the Zoning Ordinance.

(a. A traffic and parking study is needed to show that ample on-and-off site parking will exist.

(b. At least 1 parking space for every 5 seats is required.

(c. A maximum of 50% of the “demonstrated” parking need shall be provided. The City’s Zoning Officer said that he would interpret the use of the word “maximum” as meaning that if fewer than 50% of the spaces needed were to be located in identified and confirmed off-site locations, he would consider that as meeting the requirements of the Zoning Ordinance.

2) Dimensional requirements can be waived by City Council and the EDA regulations also waive them.

3) A traffic analysis needs to be completed of the current traffic flows on the road system, projected traffic resulting from the stadium and traffic management plans.

- 4) Signs must be constructed in accordance with Section 1309.10 (Commercial Zone) of the Ordinance.
- 5) A lighting plan and impact study are needed to make reasonable efforts to direct the glare away from adjacent residential uses.
- 6) A plan for noise control and an impact study are needed regarding sound amplification, public address systems, and other noise generating activities. Section 1308.02(c)(2), Maximum Permissible Sound Levels, also applies.
- 7) A refuse and litter plan is required.
- 8) Accessory uses are limited to 30% of the area of the principle building, but can be expanded if the developer can justify it for the economic viability of the project.
- 9) A landscape and buffering plan is required, particularly where the stadium would abut residential areas.

Amendments to the Zoning Ordinance can be made by City Council. City Council may request the City Planning Commission to prepare all necessary structures and surveys preliminary for that action. At least thirty (30) days prior to holding a mandated public hearing, City Council must forward the proposed amendments to the York County Planning Commission for recommendation. Following the public hearing City Council may then vote on the amendments.

The Zoning Ordinance can also be considered for amendment if a landowner or tenant desires to challenge on substantive grounds the validity of the ordinance or map or any provision thereof, which prohibits or restricts the use or development of land in which he/she has an interest.

The City, by formal action, may declare the Ordinance or portions thereof substantively invalid and propose to prepare a curative amendment to overcome such invalidity. Such action would include references to specific uses that are either not permitted or not permitted in sufficient quantity; or references to a class of use or uses that require revision; or reference to the entire ordinance which requires revision or revisions.

RELOCATION RESEARCH

The proposal for a stadium to be built in the Arch St., N. Court St. and N. Duke St. area involves the acquisition and demolition of privately-owned properties. It is important to explain how the process should work. There are different relocation regulations that would apply depending upon the sources of financing. To cover all potential sources of project financing, this report will briefly discuss the options that Committee members were able to research in the time available to them.

The following is a general introduction to various procedures for determining relocation payments to displaced owners and tenants, depending on the circumstances -- with or without the use of eminent domain, with or without State funding, with or without Federal funding.

The Committee's recommended financial plan does not propose using federal funds (their use would trigger using the procedures and paying the benefits discussed below. However, out of respect for the property owners and tenants who would be displaced as a result of the outdoor recreation complex project, the Committee has recommended that the federal standards be followed.

A. No Eminent Domain

1. No Federal Funds Involved

If the developer of the project is a private, nongovernmental entity, it cannot use the power of eminent domain to acquire the properties. All acquisitions would take place through voluntary, "arms-length" negotiations between the developer and the individual property owners. Since there is no threat of government taking, the individual property owners will be able to negotiate for themselves with the developer and work out whatever arrangement that satisfies them.

There could be involuntary displacement of tenants, both residential and commercial, but that would be an issue between the property owner and the tenant. Their respective leases would determine when a tenant could be forced to vacate the premises and whether liquidated damages would have to be paid by the landlord to the tenant.

Several of the drawbacks of not using eminent domain include: an extended amount of time to negotiate sales agreements and to provide for the vacating of all the properties by occupants; inflated prices being asked by owners to sell their properties; and involuntary displacement of residential tenants without relocation payments or assistance.

A. No Eminent Domain

2. Federal Funds Involved

If the development of the project would involve any Federal funds, particularly if it was HUD's Community Development Block Grant Program, the HUD Section 108 Loan Guarantee Program or the HUD HOME Program, Federal acquisition and relocation laws would apply, even if there was no Eminent Domain involved.

A. No Eminent Domain

3. State Funds Involved

At this point it unclear whether the State grant has any requirements regarding acquisition and relocation when Eminent Domain is not used.

If the acquisition of properties is to involve the use of Eminent Domain by a government or quasi-government entity, such as a Redevelopment Authority, the State Eminent Domain Code will apply.

Pennsylvania's Urban Redevelopment Law, enacted in 1945 as Public Law 991, lays out a detailed procedure by which eminent domain may be used as a redevelopment tool. The procedure involves, at different stages, actions by the Planning Commission, the Redevelopment Authority and City Council. Eminent domain may not be employed until the full process is complete.

The process starts with the Planning Commission, which: identifies a "**Redevelopment Area**," certifies the area as blighted, and establishes a "**Redevelopment Plan**" (or Plans) for the area. The process then moves to the Redevelopment Authority, which develops a specific "**Redevelopment Proposal**" (or Proposals) that conform to and are designed to carry out the Commission's Redevelopment Plan. Next, the proposal goes to the Planning Commission, which reviews it and recommends approval, denial or modification of the Proposal. Finally, City Council reviews the proposal(s) together with the Commission's recommendations, holds a public hearing, and approves or denies the Proposal as submitted. Only after this final, positive action by City Council can the Redevelopment Authority exercise the power of Eminent Domain.

The Redevelopment Plan developed by the Planning Commission (often in collaboration with the Redevelopment Authority) is an important document because it guides all of the subsequent development action. The Plan shows the boundaries of the area, existing and proposed land uses, and a proposed site plan. It defines standards for population density and land coverage; recommends changes to zoning, street layout, pedestrian and vehicular circulation, and traffic regulation; and establishes continuing controls to guide redevelopment. The Plan also states explicitly what properties are designated for acquisition, provides an estimated cost for acquisition, and establishes standards for relocation of residents and businesses.

If Eminent Domain is used to acquire a property and no Federal funds are used, the State Eminent Domain Code controls the process and requirements for notifying owners and tenants.

A "displaced person" under the Code means any condemnee or other person who moves from real property or moves his personal property from real property as a direct result of a written notice of intent to acquire or the acquisition of such real property, in whole or in part, for a program or project undertaken by an acquiring agency, or on which such person is a residential tenant or conducts a small business as a direct result of rehabilitation, demolition or such other displacing activity.

The Code does not require that an agency condemning a property take steps to amicably acquire an easement nor to negotiate a purchase. However, a condemnee is entitled to be placed in as good a position financially as if his/her property had not been taken. A statement of how just compensation has been made or secured must be provided by the agency to the condemnee. Before the initiation of negotiations, the agency should establish the amount it believes is just compensation, based on a legitimate appraisal. Just compensation shall consist of the difference between the fair market value of the condemnee's entire property interest immediately before the condemnation as unaffected by such condemnation and the fair market value of his/her property interest remaining immediately after such condemnation as affected by that condemnation, and such other factors provided in the Code.

The fair market value, which is not necessarily the market price, is the price which would be agreed to by a willing and informed seller and buyer, taking into consideration, but not limited to the following: the present use of the property and its value for such use; the highest and best reasonably available use of the property and value for such use; the machinery, equipment and fixtures forming part of the real estate taken, and other factors. An owner should be given reasonable opportunity to consider the offer and to present material to determine market value.

For relocation purposes the Code requires the payment of expenses incidental to the transfer of the property's title, the reimbursement of appraisal, attorney and engineer fees, payments on account of increased moving costs, moving and related expenses of displaced persons, and the cost of replacement housing for homeowners and tenants. The Code's requirements for replacement housing for homeowners and tenants now mirror in most respects the requirements described in the Uniform Relocation Assistance and Real Property Acquisition Regulations For Federal and Federally Assisted Programs (The Uniform Relocation Act).

B. EMINENT DOMAIN / State Funds Involved
2. Federal Funds Involved

At this time, it is not anticipated that federal funds will be used in the stadium project. If that situation were to change, however, the Uniform Relocation Act will apply. Most of the procedures and requirements under the Federal Uniform Relocation Act are similar to those under the State Eminent Domain Code. If federal Department of Housing and Urban Development (HUD) funds are utilized in the project, not only do the requirements of the Uniform Relocation Act apply, but also the requirements of HUD's Acquisition-Relocation Handbook 1378, and Section 104(d) of the Housing and Community Development Act of 1974.

Section 104(d) requires the HUD grant recipient, which could be either the City or the County, to replace all occupied and vacant occupiable low/moderate-income dwelling units that are demolished or converted to a use other than low/moderate-income housing in connection with an activity assisted under the HUD program, and to provide certain rental assistance to any lower income person displaced as a direct result of the demolition of any dwelling unit or the conversion of a low/moderate-income dwelling unit to a use other than a low/moderate-income dwelling in connection with an assisted activity.

RECOMMENDATIONS FOR THE PROPOSED OUTDOOR RECREATION COMPLEX PROJECT

Even though the final flourishes have not been completed in the structure and financing of the proposed stadium, it is not unthinkable that the use of Eminent Domain may be needed. If a Redevelopment Plan is required to implement the Eminent Domain proceedings or not, it is recommended that the relocation procedures described in the Federal Uniform Relocation Act, in HUD Handbook 1378 and in Section 104(d) of the HCD Act be utilized. Following these procedures may increase the total cost of the project, but it would satisfactorily address some of the important concerns about the project.

The owners and tenants of the properties being acquired would receive timely, adequate and informative notice of the project, the procedures to be followed, the amount of acquisition and relocation assistance for which they may be eligible, their rights under the program, and assistance and counseling on finding comparable replacement housing or business locations. For residents being displaced a minimum 90-day notice would be required for them to vacate their premises and they could not be required to move permanently unless at least one comparable dwelling has been made available to them. The HUD Handbook already has the necessary letters, forms and instructions published that staff can use to notify owners and tenants, to calculate relocation payments, and to describe how to locate comparable housing for displaced households. The amount of relocation assistance to displaced low income households would be more closely aligned to cover their new, and most likely, higher costs for replacement housing.

Interestingly, under the Federal and HUD regulations, it might be possible to utilize a provision known as "Replacement Housing of Last Resort," which would allow for the construction of a new replacement housing development, possibly in a nearby neighborhood, that would be subsidized sufficiently enough for the displacees to afford to purchase new or renovated houses. Even if no HUD funds were originally intended to be used for the stadium project, it would be possible to use City and/or County HOME and CDBG funds to pay for Last Resort Housing for displaced low income households from the project area. There is a history of the County participating in the past in the financing of low income housing located in the City, often in partnership with the City but not always.

Both the State Eminent Domain Code and the Federal Uniform Relocation Act provide for the following relocation payment schedules, within certain maximum dollar limits set by law. However, the Federal Relocation laws provide for additional assistance in some cases. Displacees' actual and reasonable moving and related expenses are covered. Displacees can choose to receive a fixed moving expense and dislocation allowance, as established by the Federal Highway Administration, as an alternative to an actual moving expense.

For a displaced homeowner a relocation payment shall be the sum of the amount by which the cost of a replacement dwelling exceeds the acquisition cost of the displacement dwelling, the additional mortgage financing costs, and reasonable expenses incidental to the purchase of the replacement dwelling. The Uniform Relocation Act also precludes displacement from a dwelling unless a comparable replacement dwelling within a person's financial means is available.

A displaced tenant or homeowner who rents a replacement dwelling is entitled to a payment equal to 42 times the amount obtained by subtracting the base monthly rent for the displacement dwelling from the monthly rent and estimated average monthly utility costs for a comparable replacement dwelling. The Uniform Relocation Act also precludes displacement unless a comparable replacement dwelling within the person's financial means is available.

In determining the base monthly rent currently being paid by the tenant, HUD defines this as the lesser of the monthly rent and estimated monthly utility costs at the displacement dwelling, or 30 percent of the person's average monthly gross household income.

For low-income tenants being displaced as a result of the demolition or conversion of their low/moderate income dwelling to another use in connection with an assisted activity, they shall receive rental assistance equal to 60 times the amount calculated as 30 percent of the person's monthly adjusted income (otherwise known as the Total Tenant Payment) subtracted from the monthly rent and estimated average utility cost of utilities for a comparable unit.

For displaced businesses and nonprofit organizations, payments would be made for actual moving and related expenses of personal property, certain expenses related to searching for a replacement location, the purchase of substitute personal property, professional services for planning the move of and installing the relocated personal property, and "reestablishment" expenses for qualified small businesses.

A displaced business is eligible to choose an alternative payment equal to the average annual net earnings. A displaced nonprofit organization is eligible to choose a fixed payment, as an alternative to a payment for actual reasonable moving and related expenses, if it discontinues operations, or it relocates but is likely to suffer a substantial loss of existing patronage. Such fixed payment shall be equal to the amount determined by subtracting average annual administrative expenses from annual gross revenue.

In order to prepare reasonably accurate costs for acquisition and relocation activities associated with the proposed stadium project, it will be necessary to complete appraisals for each of the properties to be acquired, to identify all of the owners and tenants, to determine the annual gross incomes of all residential households, to determine from that the number who are qualified as low income under HUD guidelines, to determine the annual adjusted incomes of all low income households, and to determine a reasonable estimate of the price of buying and/or renting of comparable housing that is safe, sanitary and decent. Relocation assistance to displacees will require some staff person or contract agent to work with them to provide them with complete and correct advice on their rights and benefits and to locate comparable housing for each displacee. If comparable housing choices are not made available to displacees, the displacee can go out and locate their own new residence, theoretically at any price they believe they can afford, and the relocation payment would then be based on those costs, not the comparable costs.

By using the Federal and HUD relocation guidelines, displacees would receive fair and equitable compensation within the maximum dollar limits allowed, and would be properly notified about and assisted with their acquisition and relocation activities.



Appendix F
ERA Studies
Executive Summary

Final Report
Market and Financial Feasibility
Study and Economic Impact
Analysis for Proposed Baseball
Stadium

York County, Pennsylvania

Prepared for
York Outdoor Recreation Complex
Committee

Submitted by
Economics Research Associates
Los Angeles, California

March 29, 2005

ERA Project No. 15862

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GENERAL LIMITING CONDITIONS

Every reasonable effort has been made to ensure that the data contained in this study reflect the most accurate and timely information possible, and they are believed to be reliable. This study is based on estimates, assumptions and other information developed by Economics Research Associates from its independent research effort, general knowledge of the industry and consultations with the client and the client's representatives. No responsibility is assumed for inaccuracies in reporting by the client, the client's agent and representatives or any other data source used in preparing or presenting this study.

This report is based on information that was current as of March 2005 and Economics Research Associates has not undertaken any update of its research effort since such date .

No warranty or representation is made by Economics Research Associates that any of the projected values or results contained in this study will actually be achieved.

Possession of this study does not carry with it the right of publication thereof or to use the name of "Economics Research Associates" in any manner without first obtaining the prior written consent of Economics Research Associates. No abstracting, excerpting or summarization of this study may be made without first obtaining the prior written consent of Economics Research Associates. This report is not to be used in conjunction with any public or private offering of securities or other similar purpose where it may be relied upon to any degree by any person other than the client without first obtaining the prior written consent of Economics Research Associates. This study may not be used for purposes other than that for which it is prepared or for which prior written consent has first been obtained from Economics Research Associates.

This study is qualified in its entirety by, and should be considered in light of, these limitations, conditions and considerations.

1. Executive Summary

York Outdoor Recreation Complex Committee (YORCC) has retained Economics Research Associates (ERA) to prepare a third-party feasibility analysis and economic impact for the proposed 6,000-seat baseball stadium to be located in York, Pennsylvania.

Based on our conversations, it is our understanding that you have targeted an Atlantic League franchise to be your anchor tenant, and that is our working assumption throughout this analysis. It should be noted, however, that a formal agreement has not been signed with the respective league, or Keystone Baseball, to date.

Keystone Baseball has been a leader in Minor League Baseball since 1982. In 2004, the organization became part owner of the minor league teams in Camden, New Jersey and Nashua, New Hampshire. Currently, Keystone Baseball is preparing to open a new team in Lancaster, Pennsylvania and is working with Charles County, Maryland and York, Pennsylvania on possible new teams for 2006 and 2007.

York County and Regional Demographics

According to the YORCC, in addition to serving residents of York, the proposed baseball stadium aims to provide benefits to all of York County, and beyond. For this reason, ERA has looked at the demographic characteristics on a county level.

From 1990 to 2000, York County saw an increase in population from 339,600 to 381,800. The 2000 Census further indicates that York County is the fastest growing county in the state of Pennsylvania on a per person basis. It was the one metropolitan statistical area in Pennsylvania that grew in its population of the critical group of 25 to 34 year olds from 1990 to 2000. To retain and attract this key demographic of people who are presumably putting down roots – buying homes, starting families and buying big ticket items – York County public and private decision makers need to consider new recreation and entertainment offerings in order to remain competitive.

Since the 2000 Census, the County population has seen consistent levels of growth, with an estimated population of approximately 394,600 in 2003. Household growth in York County has been similar, growing from 128,800 in 1990 to just under 148,300 in 2000. In 2003, York County had an estimated 154,100 households. Average household size in 2003 was about 2.5 persons per household.

York County is a relatively affluent community. The County's median household income stood at just under \$52,000 in 2003, slightly higher than the national average of \$50,409.

York is predominantly White in composition, with approximately 92 percent of the population classifying themselves as "White" in 2003. The "Hispanic" population is expected to grow most rapidly at an average annual growth rate of almost 6 percent. The "Other" populations are also growing rapidly at annual rates of approximately 5.7 percent. In general, the racial composition of York County residents will remain relatively the same over the next five years.

Local Residential Market

ERA used geographic information systems (GIS) software in order to calculate and project all demographic and socioeconomic data presented above. The software program, called ESRI Business Information Solutions, uses US Census Bureau data to project demographics for 2003 and 2008.

According to ESRI BIS data, the market area within 10 miles of the proposed site in York has a population of over 233,200. The 15- and 25-mile U.S. markets have populations of approximately 353,500 and 1.06 million, respectively. Projection figures indicate that population growth will remain moderate in all three markets. In 2008, population in the 10-mile market is expected to increase by approximately 4.0 percent, at an average annual rate of 0.92 percent, to just over 244,100. The 15- and 25-mile markets will grow at similar rates of 4.8 percent (0.94 percent annually) and 3.9 percent (0.76 percent annually), respectively.

The proposed stadium is expected to draw residents from throughout York County. Moreover, in the case of York County, standard ring analyses may not be the most accurate measure of available markets because of the elongated effect resulting from the high speed arterials that run through York.

In addition to analyzing the demographics in the 10-, 15- and 25-mile markets surrounding the York site, then, we have also extracted population and associated demographics from a polygon-shaped figure that we drew to account for the regional draw of the proposed stadium in York.

We have used our in-house geographic information systems software to create a polygon that:

- runs along the Susquehanna River to the Northeast;
- stretches half way between Harrisburg and York on the North side;
- falls just shy of the Maryland border on the South end;
- and stretches out to Hanover on the Southwest end.

In miles from the proposed York site, the polygon stretches 13 miles to the North, 13 miles to the South, 17 miles to the West, and 17 miles to East.

This boundary is in no means what we consider to be the only market for the proposed stadium; rather, it represents what we consider to be the “primary” market for the proposed stadium.

Based on data from our in-house geographic information systems software, the population of this expanded regional market is estimated at 339,900 for 2003, accounting for just over 133,800 households. The median household income of residents within this regional market is just under \$50,000 in 2003.

Atlantic League Markets

In comparing York’s demographics to the other franchises within the Atlantic League (comparison within a 15-mile radius of the respective stadiums), the York market ranks below average in population (353,500 to 1.36 million), in number of households (138,400 to 517,000); and in household income (\$50,400 to \$63,100). Even when the markets with the highest and

lowest demographic figures are excluded from the analysis, York still falls below average. Still, York is still comparable in terms of demographics to Lancaster, PA (home of the Lancaster Barnstormers).

It should be noted that most of the other Atlantic League markets have more than one sports franchise to support in their local area. Currently, the York marketplace does not have any existing sports facilities that would serve as competition to the proposed stadium.

Currently, seating inventory in the Atlantic League market area averages more than 109,400, bringing the average population per seat ratio to about 39.2. If the proposed stadium were to be added to the inventory in York, the average population per seat ratio in York would be nearly 59.0, bringing the total population per seat ratio in Atlantic League market areas (including York) to 41.2. The population per seat ratio in York also remains above the ratio experienced in other Atlantic League markets in the case that the population within the previously mentioned “artificial” boundary is used (at 57.0).

Competitive Sports Venues

There are several competitive stadiums surrounding the proposed site in York. Venues similar to that which has been proposed in York currently exist in cities such as Lancaster (currently in the process of completing construction; scheduled to open in May 2005), Harrisburg, Baltimore, Reading, Aberdeen and Frederick. Many of these venues would likely serve as direct competition to a stadium in York. These competitive stadiums is one of the primary reasons for analyzing the demographics within the polygon-shaped figure previously discussed.

Table 1-1
Competitive Stadiums

City	Venue	Tenant	Miles from York
Lancaster	Clipper Magazine Stadium	Lancaster Barnstormers	26
Harrisburg	Commerce Bank Ball Park	Harrisburg Senators	36
Reading	FirstEnergy Stadium	Reading Phillies	55
Aberdeen	Ripken Stadium	Aberdeen IronBirds	58
Baltimore	Oriole Park at Camden Yards	Baltimore Orioles	65
Frederick	Harry Grove Stadium	Frederick Keys	91

Sources: 2004 Revenues from Sports Venues and Economics Research Associates

Stadium Size

It is our understanding that the stadium is planned as follows:

- Approximately 6,000 seats
- Approximately 20 suites (12 seats per suite)
- Stadium club area
- Meeting rooms

- Large production kitchen
- Team offices
- Administrative offices
- Team store
- Locker rooms
- Auxiliary dressing rooms
- Trainers' room
- Kids Zone

Financial Results

It is our understanding that Keystone Baseball has offered to contribute \$8.0 million to the proposed project (from stadium revenues – i.e., contractually obligated income (COI)). For the purposes of this analysis, we have included this contribution as an annual payment over 20 years (or \$400,000 annually). We have reviewed Keystone Baseball's operating assumptions for the proposed stadium and have made adjustments.

For the purposes of the financial portion of this analysis, we have illustrated total dollars available before debt service and have computed available dollars after the \$8.0 million contribution is made to the project.

We have also concentrated on the baseball events and have assumed some revenues (tickets, concessions, etc.) for other annual events. These events could include concerts, other sports (revenue and non-revenue based), and miscellaneous events (also revenue and non-revenue based).

The estimated total baseball gate attendance (paid plus complimentary less no-shows) is as follows:

Year 1 – 267,330
Year 2 – 229,777
Year 3 – 217,018
Year 4 – 210,507
Year 5 – 210,507

Note: Baseball franchise attendance is assumed to stabilize at approximately 89 percent of the year 1 attendance in the fourth year of operation.

The base case cash flow model developed for the proposed stadium utilizes assumptions that were developed based on our review of the market, surveys with comparable stadiums, our internal data base, review of the Keystone Baseball business plan, discussion with local business leaders, discussions with City officials, among others. Although these assumptions appear reasonable based on the current and anticipated market conditions, actual results depend on the actions of management and other factors both internal and external to the project, which frequently vary. It is important to note that because events and circumstances may not occur as expected, there may be substantial significant differences between the actual results and those estimated in this analysis. Table 1-2 provides cash flow summaries for the proposed York Ballpark for the first five years of operation.

**Table 1-2
Base Case – Proposed York Ballpark**

<i>Stadium Related Revenue</i>	Year				
	1	2	3	4	5
Gate Receipts (net)	\$1,627,300	\$1,585,240	\$1,576,268	\$1,567,348	\$1,605,907
Concessions (net)	952,239	844,883	819,515	815,090	834,217
Novelties (net)	120,299	105,984	102,602	102,012	104,562
Parking (ticket service charge)	128,800	125,458	124,746	124,037	127,100
Naming Rights (net)	250,000	230,000	235,000	240,000	247,500
Luxury Suites	500,000	500,000	500,000	500,000	500,000
Advertising (net)	700,000	717,500	735,438	753,823	772,669
Total Stadium Revenue	\$4,278,637	\$4,109,065	\$4,093,568	\$4,102,311	\$4,191,956
<i>Baseball Stadium Expense</i>					
Salaries and Benefits	\$450,000	\$461,250	\$472,781	\$484,601	\$496,716
Utility Expenses	200,000	205,000	210,125	215,378	220,763
Other Stadium Operating Expenses	575,000	589,375	604,109	619,212	634,692
Property Taxes	80,000	80,000	80,000	80,000	80,000
Non Recoverable Event-Related Expenses	192,500	197,313	202,245	207,301	212,484
Capital Replacement Reserve	<u>120,000</u>	<u>123,000</u>	<u>126,075</u>	<u>129,227</u>	<u>132,458</u>
Total Baseball Stadium Expense	\$1,617,500	\$1,655,938	\$1,695,336	\$1,735,719	\$1,777,112
<i>Baseball Franchise Expense</i>					
Team Salaries and Benefits	\$633,000	\$648,825	\$665,046	\$681,672	\$698,714
Stadium Rent	150,000	150,000	150,000	150,000	150,000
Equipment	50,000	51,250	52,531	53,845	55,191
Travel	105,000	107,625	110,316	113,074	115,900
Marketing	360,000	369,000	378,225	387,681	397,373
Dues	55,000	56,375	57,784	59,229	60,710
Miscellaneous	<u>100,000</u>	<u>102,500</u>	<u>105,063</u>	<u>107,689</u>	<u>110,381</u>
Total Franchise Expense	\$1,453,000	\$1,485,575	\$1,518,964	\$1,553,188	\$1,588,268
Total Expenses	\$3,070,500	\$3,141,513	\$3,214,300	\$3,288,908	\$3,365,381
TOTAL NET OPERATING REVENUES	\$1,208,137	\$967,553	\$879,268	\$813,403	\$826,576
Less: \$8.0 million over 20 years	\$400,000	\$400,000	\$400,000	\$400,000	\$400,000
TOTAL NET OPERATING INCOME After \$8.0 Million Contribution	\$808,137	\$567,553	\$479,268	\$413,403	\$426,576

Source: Economics Research Associates.

Break Even Analysis

ERA has completed a break even analysis in order to determine the minimum level of attendance that would be needed for the project financially to continue its operations. With all assumptions kept constant as stated in the Base Case cash flow illustrated in Table 1-2, the total net operating income after the proposed \$8.0 million dollar contribution (annualized for purposes of this analysis) equals approximately \$0 (or break even), when the per game paid attendance is reduced to approximately 2,800 or 188,000 annually.

Economic Impact Analysis

ERA also looked at the economic impact of the proposed 6,000-seat stadium on York County. Construction of the stadium is expected to generate approximately \$3.7 million in earnings to households, which would support approximately 102 full-time equivalent positions over the course of the entire construction period. Additional indirect economic impacts bring the total impact of development to more than \$23.4 million in total output for York County.

The total annual impact of operations is expected to generate approximately \$5.9 million in output, which is associated with \$2.3 million in earnings and 124 FTE jobs. Off-site spending will generate an additional \$1.5 million in output, of which \$428,000 is expected to be in the form of earnings. Off-site spending will spur an additional 19 FTE jobs.

An overview of the one-time construction impact and the annual operations impact that result from the development of the proposed 6,000-seat stadium in York are provided in Table 1-3.

Table 1-3
Total Economic Impact to York County

(\$000's)	Direct Impact			Indirect Impact			Total Impact		
	Output	Earnings	Jobs	Output	Earnings	Jobs	Output	Earnings	Jobs
STADIUM CONSTRUCTION	\$13,087	\$3,697	102	\$10,289	\$2,904	80	\$23,376	\$6,602	182
ANNUAL IMPACTS									
STADIUM OPERATIONS (ANNUAL)	\$2,758	\$1,343	89	\$3,136	\$918	36	\$5,894	\$2,261	124
OFF SITE SPENDING (ANNUAL)	\$941	\$263	14	\$590	\$165	5	\$1,531	\$428	19
TOTAL ANNUAL IMPACTS	\$3,699	\$1,606	103	\$3,727	\$1,083	41	\$7,426	\$2,689	144
TOTAL ECONOMIC IMPACT	\$16,786	\$5,304	205	\$14,016	\$3,987	121	\$30,802	\$9,291	326

Source: Economics Research Associates

Major Development Issues

Below is a brief listing of some major development issues associated with the proposed stadium in York:

- Competition from Lancaster (may be positive or negative)
- Parking
- Project funding
- Public sector participation
- Community support
- Corporate support
- Selection of a site

Summary Conclusion

The Atlantic League is one of the, if not the, premier independent baseball leagues in the United States. Average Atlantic League per game attendance has been between 3,500 and 4,000 attendees (similar to the attendance projections noted within this analysis) for the past three years. A large majority of the Atlantic League franchises play in newer “state-of-the art” stadiums, which among other things indicates confidence in the league by other municipalities. York’s neighboring City of Lancaster is planning to open its new stadium in May 2005 to be the home to its new Atlantic League franchise.

Being economically feasible is truly in the eye of the reader and/or decision maker(s). Having said that, however, based on the market and financial feasibility study, coupled with the accompanying economic impact analysis, it appears that this project would be a positive for the York community.

Based on the way that the proposed stadium project is to be financed (\$12.0 million from the State of Pennsylvania, \$8.0 million from Keystone Baseball in the form of contractually obligated income (COI)), the financial shortfall does not appear to be that large when one would take into account the projected \$400,000 to \$800,000 annual net operating income, and the total annual economic impact of operations is expected to generate approximately \$5.9 million in output, which is associated with \$2.3 million in earnings and 124 FTE jobs. These impacts do not take into account any future development in the vicinity of the proposed stadium that the proposed stadium would “spin-off.”