

# SAM MICHAELS PARK MASTER PLAN

**DRAFT**

Jefferson County Parks & Recreation Commission

December 12, 2018



# Acknowledgements

Jefferson County Commission

Josh Compton, President  
Caleb Wayne Hudson, Vice President  
Patsy Noland, Commissioner  
Peter Onoszko, Commissioner  
Jane M. Tabb, Commissioner

Jefferson County Parks & Recreation Commission Board

Toni Milbourne, President  
Ann Mountz, Vice President  
David M. Hill, Treasurer  
Heather Morgan-McIntyre, Secretary  
Gene Taylor  
Lanae Johnson  
Kathleen Osantowske  
Jim Lee  
Dale Manuel  
J. Michael Jacobs  
Paul Marshall

Jefferson County Parks & Recreation Commission Staff

Jennifer Myers, Director  
David Kling, Assistant Director  
Tim Lykins, Park Manager  
Brenda Whittington, Administrative Coordinator  
Becki Zaglifa, Public Relations  
Heather Burgos, Recreation Coordinator  
Joyce Moler, Administrative Assistant  
Nicole Cooper, Office Assistant  
Mary Reck, Office Assistant

Sam Michaels Park Master Plan Citizens Advisory Committee

Ann Mountz, Jefferson County Parks & Recreation Commission Board  
Dale Manuel, Jefferson County Parks & Recreation Commission Board  
Jennifer Myers, Jefferson County Parks & Recreation Commission Staff  
Tim Lykins, Jefferson County Parks & Recreation Commission Staff  
Joyce Moler, Jefferson County Parks & Recreation Commission Staff  
Ralph Dinges, Jefferson County Schools  
Joette Borzik, Potomac Valley Audubon Society  
Cherie Fisher, Jefferson County Resident  
Jennie Brockman, Jefferson County Planning & Zoning  
Matthew Pennington, Region 9 Eastern Panhandle Regional Planning and Development Council  
David Colbert Jefferson County Sheriff’s Office

Technical Consultant

Michael Baker International, Inc.



**A special thank you to the various individuals and groups that dedicated their time to participate in the master plan development process.**

**Accepted by the Jefferson County Parks & Recreation Commission Board on December 12, 2018.**





# Sam Michaels Park Master Plan

“DESIGN AND IMPLEMENT A GRAND VISION FOR SAM MICHAELS PARK THAT ELEVATES THE PARK TO A TRUE COUNTY-SCALE AND “THE PREMIERE” PARK FACILITY FOR JEFFERSON COUNTY.” – JEFFERSON COUNTY PARKS AND RECREATION 2026 MASTER PLAN

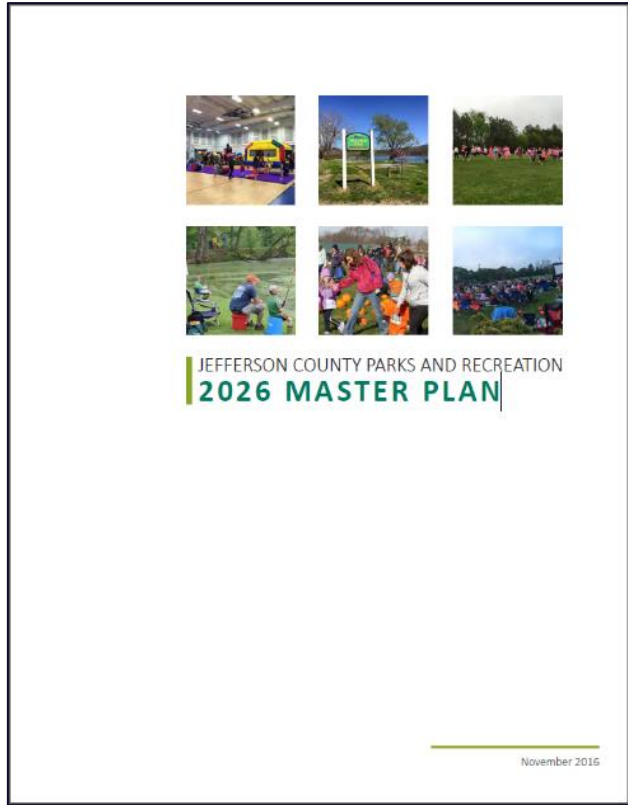
## Introduction

The Sam Michaels Park Master Plan presents a grand vision that preserves and celebrates the park as a valued and treasured resource and elevates the park as the premiere park facility for Jefferson County residents and the ever-growing list of users. The preparation of this master plan stemmed from the [Jefferson County Parks and Recreation 2026 Master Plan](#) for the countywide parks and recreation system. The 2026 Master Plan identified the need to create a new master plan to replace the park’s concept plan prepared in 2000 and provide a new strategic vision to manage its growth while preserving and protecting its most sensitive resources.

The Sam Michaels Park Master Plan was prepared for the Jefferson County Parks and Recreation Commission (JCPRC) by its technical planning and design consultant Michael Baker International, Inc. in consultation with a 11-member ad-hoc Citizen’s Advisory Committee (CAC). The planning process was initiated in May 2018 and concluded with the JCPRC Board’s acceptance of the plan in December 2018. In addition to guidance and inputs received from the CAC, JCPRC and the consultant team obtained inputs from various park users and stakeholder interests, and the public during a special public meeting of the JCPRC Board held in October 2018 at the Community Center at Sam Michaels Park.



*Citizens Advisory Committee Meeting at Jefferson County Community Center, June 6, 2018*



*Jefferson County Parks and Recreation  
2026 Master Plan*



## About Sam Michaels Park

Encompassing an area of 136.6 acres, Sam Michaels Park is Jefferson County’s largest and most diversified park among the county’s 10 park locations. As illustrated in **Figure 1**, the park is accessed from Job Corps Road and is contiguous to the Breckenridge and Stonebrook residential subdivisions. The park is home to the 18,900 square foot Jefferson County Community Center, which includes a full gymnasium, preschool program and classrooms, multi-purpose room, fitness room, and JCPRC staff offices. In addition to the Community Center, Sam Michaels Park also includes a variety of athletic fields and courts, 6.8 miles of pedestrian trails, Veterans Memorial pavilion and playground, Sam Michaels Park pavilion and playground, Outdoor Nature and Education Center, The Columns, 2-acre dog park, the newly installed 19-hole disc golf course, and the 1,200-seat capacity outdoor amphitheater that is currently under construction.



**Figure 1 – Sam Michaels Park Property Extents, 136.6 Acres**  
*Source: West Virginia Property Viewer, [www.mapwv.gov/parcel/](http://www.mapwv.gov/parcel/)*



*The Columns - Sam Michaels’ Homestead*



*Jefferson County Community Center*





**Sam Michaels Park Amphitheater Construction, October 2018**

Sam Michaels Park is host to an extensive number of indoor and outdoor programs and events including the annual summer fireworks event that attracts between 10,000 and 15,000 spectators. The JCPRC maintains a current list of programs and events through its published [Activity Guide](#), which is individually published for its Winter, Spring/Summer, and Fall event seasons. In addition to the JCPRC-sponsored programs and events, two cross-country teams from Jefferson County utilize the park's extensive open space areas and variable terrains to achieve a challenge course. Additionally, the park is attracting interest and use from growing number of youth and adult travel and competitive sports leagues (e.g., soccer, lacrosse, volleyball, baseball, softball, disc golf). Because of such demand, the JCPRC has begun installing a new 19-hole disc golf course and this master plan has considered other needs in the context of the park's natural setting and resources.

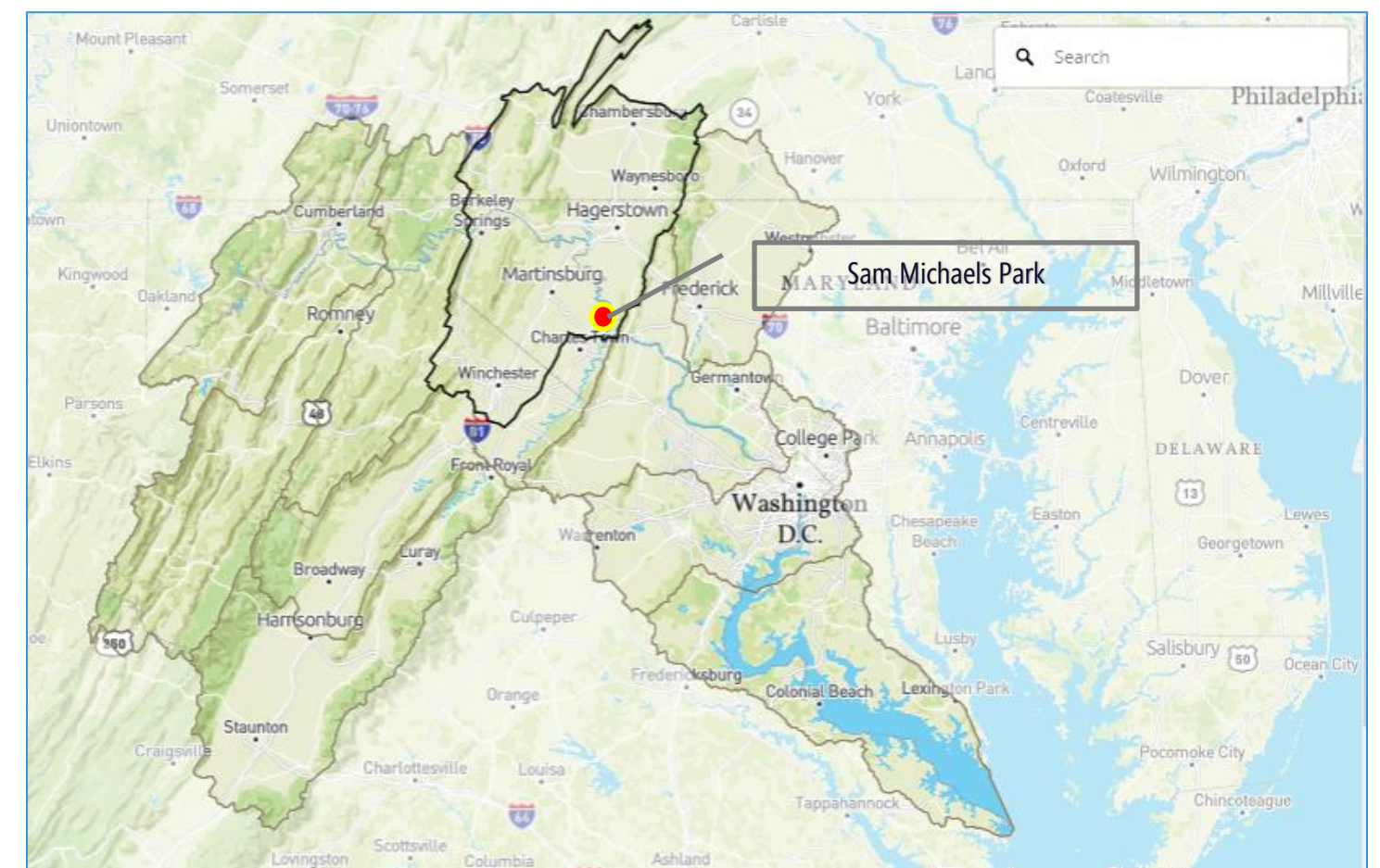
Sam Michaels Park originated from the park's name sake Sam Michaels who was a very interesting man with an eccentric estate. "He was well-liked by those who knew him and misunderstood by those who didn't," (*The Martinsburg Journal*, July 18, 1975, page 5). Mr. Michaels attended Shepard College, now Shepard University, in northern Jefferson County and he inherited the land which is now Sam Michaels Park from his father, also named Sam Michaels. On it, he had a plantation-style mansion and a German-style bank barn, located on a hill. He was friends with President Franklin Roosevelt and loved nature, keeping exotic animals like buffaloes, peacocks, flamingos, llamas, monkeys, and a scarlet macaw; in addition to animals like Canada geese, swans, dogs, and white deer. When Michaels died in 1973 at the age 87, he willed his property to the State of West Virginia to

be used for public enjoyment. However, the state determined that the property was too small to be maintained as a state park facility and on August 25, 1981, the property was deeded to the Jefferson County Commission for the use and benefit of the citizens of Jefferson County and the public at large (**Appendix A – Sam Michaels Park Deed**).

In addition to its distinctive heritage and beautiful pastoral setting, Sam Michaels Park is entirely situated in the Elks Run Watershed comprised of the Elks Run and its tributary the Elk Branch. The watershed is situated within the Conococheague-Opequon Watershed of the Potomac River Basin and the Chesapeake Bay (**Figure 2 – Conococheague-Opequon Watershed of the Potomac River Basin**). Elks Run is the only surface water stream in Jefferson County that serves as a municipal water supply serving approximately 1,500 residents living in the towns of Bolivar and Harpers Ferry. The protection and interpretive education of the watershed is of upmost importance to the JCPRC and this Master Plan serves to strengthen the Commission's relationship with the Elks Run Watershed Group and others to achieve their common goals.

With its central location, large acreage, and landscape reflecting rural Jefferson County, Sam Michaels Park has the potential to be recognized by the entire community as the premiere, county-wide, year-round attraction for recreation, competitive sports activities, social gatherings and events, education, and general enjoyment of nature and the outdoors. Today, residents credit the park's natural setting, abundance of facilities, well used walking trails, cultural heritage of Sam Michaels homestead, and feeling of safety, to the dedicated JCPRC staff and strong support from the JCPRC Board and Jefferson County Commission.

**Figure 2 – Conococheague-Opequon Watershed of the Potomac River Basin**



Source: [www.potomacriver.org](http://www.potomacriver.org)



# Sam Michaels Park Master Plan

The Sam Michaels Park Master Plan provides a bold new vision for the park’s management and utilization based on the JCPRC’s 2026 Master Plan and specific guidance obtained from the various participants of the Sam Michaels Park master planning process conducted between May – December 2018. The Sam Michaels Park Master Plan serves as the JCPRC’s blueprint by providing specific guidance and recommendations for facility improvements, resource protection, regional connections, and considerations for mitigating off-site impacts to properties and resources.

The Sam Michaels Park Master Plan establishes the following vision and goals, which are supported by the improvements conceptually illustrated in **Figure 3** and detailed in **Table 1**.: **Figure 4** illustrates the master plan’s uses areas and their viewsheds.

**Vision:** Sam Michaels Park will be Jefferson County’s premiere park facility that celebrates the Sam Michaels’ family heritage, protects and manages its natural resources, and provides sustainable facilities, events, and programs for all to enjoy.

**Goals:**

- Encourage healthy lifestyles by providing an appropriate mix of outdoor and indoor spaces to support a diversity of recreation interests and user needs.
- Create exciting, inviting, and sustainable park spaces and facilities in context to the park’s rural location and its cultural and environmental resources.
- Maintain high standards for planning, implementing, maintaining, and operating existing and future park facilities.
- Utilize environmentally and fiscally sustainable practices and policies for developing and maintaining the park’s facilities and resources.
- Expand communications and outreach to encourage residents and stakeholders alike to proactively partner and participate in the park’s improvements.



*Annual Fireworks Event*



*JCPRC Eugene M. Fuller Program Award, 2018*



*Aerial View of Veterans Pavilion and Playground*



*Sam Michaels Park Pavilion*



*Pastoral Views from Sam Michaels Park*





Figure 3 – Sam Michaels Park Master Plan Illustration

- 1. Relocated scout camp
- 2. Existing group pavilion
- 3. New playground center
- 4. Playground center shade area
- 5. Butterfly gardens
- 6. Water Play, splash pad, vertical jets, shallow pool and hand pump
- 7. Smoothed Log/natural play areas
- 8. Food truck hook up locations
- 9. Amphitheater
- 10. Loading and temporary parking
- 11. Restroom/ concessions/ ticketing
- 12. Small dog walk (.5 acres)
- 13. Large dog walk (2.0 acres)
- 14. National Federation of High Schools turf soccer field
- 15. Space for bleachers
- 16. Baseball Field
- 17. Multiuse Turf field
- 18. Group picnic overlook
- 19. Existing building w bathroom addition
- 20. Proposed play area visible from ballfields
- 21. Park maintenance facility relocation and expansion
- 22. Little League fields, existing location
- 23. Recreation center
- 24. Center expansion
- 25. Center expansion
- 26. Existing play area
- 27. Existing group shelter/restrooms
- 28. 2 USA Regulation sand volleyball fields
- 29. Enlarged, expanded and secured nature play space & outdoor classroom
- 30. Path connections
- 31. Intramural fields
- 32. Evergreen buffer at residential
- 33. Evergreen buffer at amphitheater
- 34. Group event hall and terrace
- 35. The Columns improvements and feature enhancements
- 36. Garden and pond restorations
  - a. Evergreen garden with center historic lantern
  - b. Animal watering ponds
  - c. Stone Barn event deck
- 37. Stone Barn event deck
- 38. Native plant display area
- 39. Sam Michael's memorial sculptures
  - a. White stag grouping sculpture
  - b. Bison sculpture
  - c. Bison sculpture
  - d. Peacocks sculpture
  - e. Monkey sculpture
- 40. Existing SWM facilities
- 41. Proposed SWM facilities
- 42. Elk's Run environment boardwalk
- 43. Disc golf
- 44. Limestone Ridge Event Promenade with food and drink stations, nature playground, water playground, limestone rockery, butterfly gardens
- 45. Overflow parking-1000 spaces total
- 46. 18" Height mow control line
- 47. Restrooms
- 48. Wetland planting
- 49. Field Succession with native butterfly attractors
- 50. Path connection to Drisswood School
- 51. Overflow parking exit
- 52. Dog park internal trail and benches
- 53. Dog park shade structure
- 54. Existing overhead power easement
- 55. Proposed paved parking facilities
- 56. Future park expansion

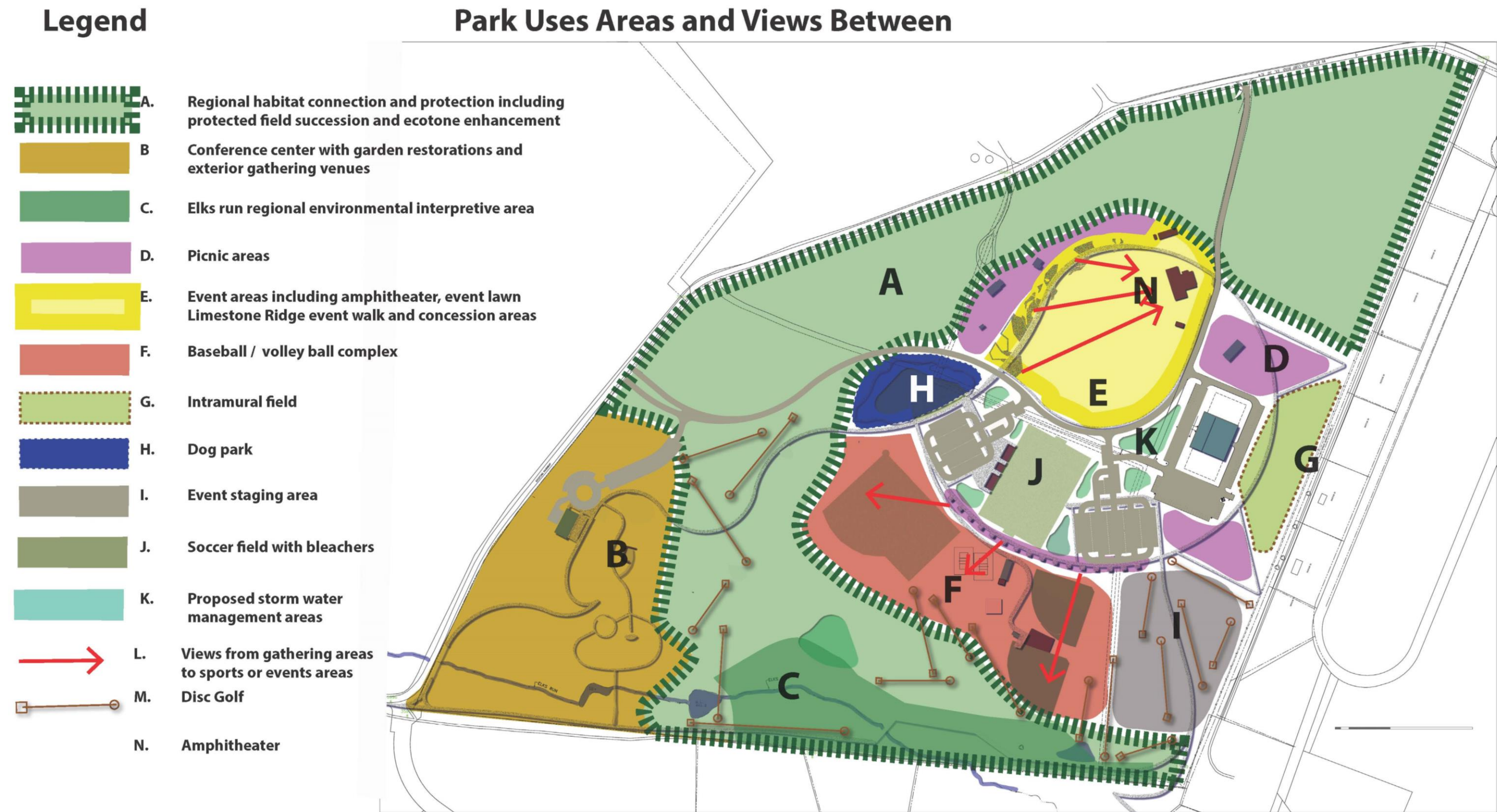
Graphic Legend

- Existing Buildings
- Proposed Buildings
- Proposed Turf Playing Surface
- Existing Storm Water Management
- Proposed Storm Water Management
- 18 inch mow control barrier at overflow parking





Figure 4 – Park Use Areas and Views Between





**Table 1 – Sam Michaels Park Master Plan Concept Improvements and Recommendations**

Item #	Title	Description and Recommendations	Implementation Phase	Partners (as applicable)
1.	Relocated scout camp area	Relocate existing scout camp to the Sam Michaels Park Pavilion area to provide improved access to park amenities including the existing pavilion, kitchen, fireplace, and restrooms. The current scout camping area adjacent to Elks Run should still be made accessible to the scouts for their activities.	1	<ul style="list-style-type: none"><li>Scouts</li></ul>
2.	Existing group pavilion	Retain existing pavilion (no specified changes or improvements). Consider renting the pavilion as a VIP space for special events.	0	<ul style="list-style-type: none"><li>N/A</li></ul>
3.	New playground center	Replace the existing playground equipment with a new 37' 9" x 43' 3" ATSM and CPSC certified playground station.	1	<ul style="list-style-type: none"><li>N/A</li></ul>
4.	Playground center shade area	Retain and maintain (pruning, etc.) existing shade tree canopy and remove invasive exotic species such as Russian Olive ( <i>Elaeagnus angustifolia</i> ) and Stink Tree ( <i>Ailanthus altissima</i> ) with scouts and local environmental groups. Ensure JCPRC Maintenance staff obtain arborist training or retain a certified arborist to annually inspect the park's trees and provide recommendations on their proper care.	0	<ul style="list-style-type: none"><li>Cacapon Institute</li></ul>
5.	Butterfly gardens	Design, plant and maintain a native pollinator garden including those conducive to butterfly species.	3	<ul style="list-style-type: none"><li>Potomac Valley Audubon Society</li><li>Cacapon Institute</li><li>Berkeley-Jefferson Extension Master Gardeners</li><li>Garden Clubs</li></ul>
6.	Water play area	Design, construct, and maintain an interactive water play feature that is integrated and supportive of the natural environment.	3	<ul style="list-style-type: none"><li>N/A</li></ul>
7.	Log / natural play areas	Install a new natural play area using recycled hardwood timber logs. Consider reusing the storm fallen tree located at the park entryway for this use.	3	<ul style="list-style-type: none"><li>N/A</li></ul>
8.	Food truck vending stations	Install up to four (4) impervious paved food truck stations to include utility hookups for water and power supply needs. Adopt and administer a food truck vending policy and permit application and fee schedule.	3	<ul style="list-style-type: none"><li>Jefferson County Planning &amp; Zoning</li></ul>
9 – 11.	Amphitheater and associated improvements including (10) loading and temporary parking, and (11) restrooms / concessions / ticketing (See Figure 7b, Amphitheater Illustration)	<p>Complete the current amphitheater construction and evaluate noise impacts on adjacent residential properties. The amphitheater will serve as a revenue generating facility based on rental user fees, etc. The JCPRC should consider the following:</p> <ul style="list-style-type: none"><li>Develop an operations plan, fee schedule and user agreement.</li><li>Develop and publish an amphitheater use policy and operations schedule that minimizes light and noise impacts on adjacent residential uses.</li><li>Develop a funding strategy to address the financing gap required to complete the facility's full completion.</li></ul>	3	<ul style="list-style-type: none"><li>TBD</li></ul>
12 – 13.	Expanded Dog Park (2.5 total acres)	Reposition and increase current 2.0-acre dog park by adding a 0.5-acre small dog park area and provide a non-vegetative shade structure for hot weather and rain protection (see Item #53). Existing dog park will need to be repositioned to accommodate the proposed park driveway alignment and turf soccer field and parking. Improvements also include a bio-retention stormwater management and filtration facility, turf entryway for dog owners, and perimeter gravel walkway. To	2	<ul style="list-style-type: none"><li>Dog park users</li></ul>



Item #	Title	Description and Recommendations	Implementation Phase	Partners (as applicable)
		be added once the existing dog park is repositioned to accommodate the proposed park driveway alignment and turf soccer field and parking.		
14 – 15.	National Federation of High Schools (NFHS) turf soccer field (and bleachers)	New NFHS turf soccer field with bleachers. The new soccer field will be a revenue generating improvement based on user fees charged for soccer tournaments.	2	<ul style="list-style-type: none"> <li>Recreation and Travel Soccer Clubs</li> </ul>
16 – 17.	Repositioned and upgraded baseball field and multiuse turf field.	<p>Reposition and upgrade the existing baseball field to include a new multipurpose turf field to expand its use opportunities, minimize maintenance costs, and provide revenue generating opportunities.</p> <p>The new field could accommodate a variety of baseball and softball dimensions and expand its use capabilities to include practice space for various sports teams. Repositioning the baseball field is necessary to accommodate the new turf soccer field area and its upgrade to a multipurpose turf surface will increase its utility and minimize long-term maintenance costs, and provide increased revenue generating opportunities through travel baseball, softball, soccer, and lacrosse club sports usage.</p>	4	<ul style="list-style-type: none"> <li>United States Specialty Sports Association (USSSA) – West Virginia Tournament Director</li> </ul>
18.	Circular walkway and group picnic overlook (See Figure 6, Picnic Overlook Illustration)	New, shaded circular walkway with stationary picnic stations provide an overlook venue for various park users and sports spectators.	2	<ul style="list-style-type: none"> <li>TBD</li> </ul>
19.	Existing concessions building	As noted in Item #47, construct a new 672 square foot bathroom facility addition to the existing concession pavilion.	2	<ul style="list-style-type: none"> <li>N/A</li> </ul>
20.	Playground station	New 32' 6" x 36' 6" ATSM and CPSC certified playground station. Install a new playground station to service the portions of the park adjacent to the new turf soccer field and baseball fields.	4	<ul style="list-style-type: none"> <li>N/A</li> </ul>
21.	Park maintenance facility relocation and expansion	In concert with Item #34, The Barn Event Space, construct a new 3,000 – 5,000 square foot maintenance building to accommodate the relocation of the existing park maintenance facility operations and equipment.	1	<ul style="list-style-type: none"> <li>Private equipment corporate sponsor(s) could help finance the project and have naming rights to the new facility.</li> </ul>
22.	Baseball fields	Retain existing 40/60 and 50/70 baseball fields. Continue to perform annual maintenance and increase the fields usage for travel baseball to increase the fields' revenue generating potential. Develop and administer a field maintenance policy and conduct training on proper field maintenance techniques.	0	<ul style="list-style-type: none"> <li>United States Specialty Sports Association (USSSA) – WV Tournament Director</li> </ul>
23 - 25	Recreation Center and Center Expansions	Consider future recreation center expansions based on needs. Expansions would provide approximately 11,169 square feet of new multipurpose space to meet future classroom and/or indoor recreation space needs.	4	<ul style="list-style-type: none"> <li>TBD</li> </ul>
26.	Veterans Pavilion Playground	Existing playground area adjacent to the Veterans Pavilion to be expanded to include an ATSM certified climbing course playset. Approximate expanded area is 28' 2" x 34' 6".	2	<ul style="list-style-type: none"> <li>N/A</li> </ul>
27.	Existing group shelter/restrooms	No changes.	0	<ul style="list-style-type: none"> <li>N/A</li> </ul>
28.	USA Volleyball regulation sand courts (2)	Design and construct 2-regualtion sand courts for competitive volleyball match play. Ensure the courts are constructed to meet USA Volleyball beach standards including separation distances (i.e., when building courts side by side, it is recommended that the free space be six meters. If adjacent courts are situated end line to end line, the recommendation is 9 meters of free space).	4	<ul style="list-style-type: none"> <li>Shenandoah Surge Volleyball</li> </ul>
29.	Nature Play Space & Outdoor Classroom improvements	Expand and improve the existing Nature Play Space & Outdoor Classroom. Improvements should include expanding the area and making minor improvements to its appearance and utility.	0	<ul style="list-style-type: none"> <li>Jefferson County Schools</li> <li>Cacapon Institute</li> </ul>



Item #	Title	Description and Recommendations	Implementation Phase	Partners (as applicable)
30.	Pedestrian loop trail/pathway and connections	Improve the accessibility conditions of the existing trails and expand the current system based on the alignments shown in the illustrated master plan. Ensure all trails adhere to the Americans with Disabilities (ADA) standards pursuant to FHWA's "Designing Sidewalks and Trails for Access" guidelines. Also, consider installing a series of exercise stations on portions of the loop trail south and west of park entrance road and allow full loop access on non-amphitheatre event days.	2	<ul style="list-style-type: none"> <li>TBD</li> </ul>
31.	Intramural fields	Continued field maintenance.	0	<ul style="list-style-type: none"> <li>Field Users (lacrosse, cross country, etc.)</li> </ul>
32.	Native evergreen landscaped screening/buffer	Provide a new native evergreen screening buffer along the park's entire eastern border. Ensure existing invasive species are removed and controlled, and plant native trees and shrubs.	1	<ul style="list-style-type: none"> <li>Cacapon Institute</li> <li>Potomac Valley Audubon Society</li> </ul>
33.	Native evergreen landscaped screening/buffer at amphitheater.	Provide additional native evergreen screening adjacent to the new amphitheater facility to provide additional sound mitigation.	3	<ul style="list-style-type: none"> <li>Cacapon Institute</li> <li>Potomac Valley Audubon Society</li> </ul>
34.	"The Barn" event space and classrooms with kitchen staging area for group events including weddings at The Columns site (See Figure 7, Precedents)	Repurpose the existing JCPRC maintenance facility into a new revenue generating event space. Commence a feasibility study to create a conceptual design for the building and site renovation and repurposing, detailed cost estimate, and business plan. The design and business plan may then be used to secure funding for the building's engineering, design and construction.	1	<ul style="list-style-type: none"> <li>TBD</li> </ul>
35 – 37.	The Columns and Sam Michaels' homestead improvements (See Figure 7, Precedents)	Sam Michaels homestead garden and pond restorations, as well as restoring the stone barn foundation for additional outdoor event space.	1	<ul style="list-style-type: none"> <li>TBD</li> </ul>
38.	Native planting garden(s)	Design, install and maintain a new native planting garden(s) to include pollinators and edible plant varieties. Ensure native plant species are used in the garden(s). <a href="http://www.wvdnr.gov/wildlife/native_shrubs.shtm">http://www.wvdnr.gov/wildlife/native_shrubs.shtm</a> <a href="https://www.potomacaudubon.org/resources/Documents/Plant%20List%20for%20Presentation-%20Functionality%20of%20Plants%20in%20the%20Garden.pdf">https://www.potomacaudubon.org/resources/Documents/Plant%20List%20for%20Presentation-%20Functionality%20of%20Plants%20in%20the%20Garden.pdf</a>	1	<ul style="list-style-type: none"> <li>Cacapon Institute</li> <li>Potomac Valley Audubon Society</li> <li>West Virginia Department of Natural Resources</li> </ul>
39.	Sam Michaels memorial sculptures (See Figure 8, Precedents)	Purchase and install life size bronze sculptures representing various exotic animals kept by Sam Michaels including a monkey, bison, peacock, monkey, etc.	1	<ul style="list-style-type: none"> <li>Private sponsors</li> <li>Local artisans</li> </ul>
40.	Dry pond stormwater management facilities	Continue to maintain existing dry pond stormwater management facilities to ensure their continued performance and functionality as designed.	0	<ul style="list-style-type: none"> <li>N/A</li> </ul>
41.	Raingarden bio-retention stormwater management facilities	Design, construct and maintain new raingarden bio-retention stormwater management facilities pursuant to the Jefferson County model stormwater management ordinance standards.	2	<ul style="list-style-type: none"> <li>Region 9 Eastern Panhandle Regional Planning and Development Council</li> <li>Elks Run Watershed Group</li> </ul>
42.	Elks Run interpretive education boardwalk	Design and construct an ADA accessible boardwalk to include interpretive education features regarding Elks Run Watershed	4	<ul style="list-style-type: none"> <li>Elks Run Watershed Group</li> </ul>
43.	Disc golf course (19 holes)	Complete the installation of the new 19-hole disc golf course. This new 19-hole course provides a revenue generating opportunity for JCPRC through competitive disc golf tournaments.	0	<ul style="list-style-type: none"> <li>West Virginia Disc Golf Association</li> </ul>
44.	Limestone Ridge event promenade (See Figures 9, 9a, and 9b Limestone Ridge and Amphitheater Illustrations, and Figure 10, Precedents)	Design, construct and maintain an ADA accessible promenade to include various native gardens, nature play stations and food truck pads as detailed in the conceptual master plan shown in Figure 3.	3	<ul style="list-style-type: none"> <li>TBD</li> </ul>
45.	Grass surfaced overflow parking (~1,300 spaces)	Grass surfaced overflow parking should be used on an as-needed basis after the existing and proposed paved surface parking spaces are utilized. It is strongly encouraged that the grass surfaced areas include a delineated no-mow boundary to protect grassland areas from mowing and	0	<ul style="list-style-type: none"> <li>Potomac Valley Audubon Society</li> </ul>



Item #	Title	Description and Recommendations	Implementation Phase	Partners (as applicable)
		disturbance during the grassland bird nesting periods (June – July). Also, JCPRC should also consider moving the annual fireworks event to the Jefferson County Fairgrounds to avoid mowing these areas altogether during the nesting period. The JCPRC should also consider adding a parking fee to the Commission’s fee/rate schedule.		
47.	Restrooms facility addition to existing concession building, Item #19	Design and construct a new 672 square foot restroom facility addition to the existing concession building. The new restrooms will increase capacity of the existing facility.	2	<ul style="list-style-type: none"> <li>TBD</li> </ul>
48.	Wetland planting	Improve Elks Run to remove invasive species and improve habitat for wetland planting opportunities, and coordinate improvements with the Elks Run interpretive education boardwalk (Item #42).	4	<ul style="list-style-type: none"> <li>Region 9 Eastern Panhandle Regional Planning and Development Council</li> <li>Elks Run Watershed Group</li> </ul>
49.	Field succession zones (See Figure 11, Field Succession Illustration)	No Mow zones to encourage native species to naturally succeed over existing exotic mown grasses to create species diverse edge (ecotone) habitat for grassland birds (See Figure 12). Provides food and cover for native species and connects high species diversity habitat to the Elks Run Corridor. Partner with the Potomac Valley Audubon Society to foster opportunities for grassland bird species and habitat.	0	<ul style="list-style-type: none"> <li>Potomac Valley Audubon Society</li> <li>Elks Run Watershed Group</li> </ul>
50.	Pedestrian pathway connection to Driswood Elementary School	Use existing road right of way with minor edge addition (acquisition) to provide 12' ADA accessible connection to school and future multiuse trail additions.	1	<ul style="list-style-type: none"> <li>Jefferson County Schools</li> <li>West Virginia Division of Highways</li> <li>Breckinridge Subdivision HOA</li> </ul>
51.	New park driveway entrance	Improve the sight distance and increase safety by relocating the existing parkway entrance connection with Job Corps Road. This new location will also facilitate access to the proposed Barn event space and parking area (Item #34)	2	<ul style="list-style-type: none"> <li>Hagerstown-Eastern Panhandle MPO</li> <li>WV Division of Highways</li> </ul>
52.	Dog Park Internal Trail and Benches	Six-foot (6') gravel trail with 6' width benches located adjacent to existing trees.	2	<ul style="list-style-type: none"> <li>Dog Park users</li> </ul>
53.	Non-vegetative shade structure	Design and install a non-vegetative shade structure with benches and do waste bag dispensers.	2	<ul style="list-style-type: none"> <li>Dog park users</li> </ul>
54.	Existing power easement	Explore the feasibility of placing multi-trail uses in power line easement on-site and offsite to provide an off-road connection to JCPRC’s Harvest Hills Park.	3	<ul style="list-style-type: none"> <li>Potomac Edison</li> </ul>
55.	New parking lots	Design, construct and maintain new parking lots (~265 spaces) to support new facility improvements including the turf soccer field and amphitheater facilities. The JCPRC should also consider adding a parking fee to the Commission’s fee/rate schedule for event parking.	2	<ul style="list-style-type: none"> <li>TBD</li> </ul>
56.	Future land conservation and park addition	Explore the feasibility of acquiring the adjacent 190-acre farm as a future conservation project to further protect the Elks Run Watershed and create natural grassland habitat for various native plant and animal species. Nature trails could be added to provide access to the property and provide a future connection to JCPRC’s Harvest Hills Park.	4	<ul style="list-style-type: none"> <li>Elks Run Watershed</li> <li>West Virginia Land Trust</li> <li>Jefferson County Commission</li> </ul>



# Phasing Strategy and Probable Cost Estimate

The Master Plan illustrated in **Figure 3** establishes a bold new vision for Sam Michaels Park to serve as Jefferson County’s premiere park facility that celebrates the Sam Michaels’ family heritage, protects and manages the park’s natural resources, and provides sustainable facilities and programs for residents and visitors alike to enjoy. Realizing the master plan’s vision will require a strategic implementation approach that considers JCPRC’s capital budget constraints and prioritizes those improvements that are likely to provide the Commission with the greatest revenue generating opportunities and in turn strengthen the organization’s financial position to proceed with financing other priority improvements over time.

**Figure 5** illustrates a recommended phased implementation approach for the concept plan shown in **Figure 3**. Based on discussions with JCPRC staff, it is recommended that the initial implementation phases consider the following elements:

- **Phase 0, Ongoing.** This phase represents and considers the existing park facilities and their ongoing maintenance as currently funded through the JCPRC’s annual operating budget. It also considers improvements to existing facilities that are recommended to be enhanced or the maintenance thereof improved through existing staff and financial resources.
- **Phase 1, 0 – 3 years.** This phase represents new improvements that may be implemented through the JCPRC’s annual budgeting process or financed through low interest loan program(s) within the Commission’s current capital budget capabilities. This phase also considers improvements that may provide the Commission with the greatest revenue generating opportunities and in turn strengthen the organization’s financial position to proceed with financing other priority improvements over time. For example, the proposed Barn event space provides the JCPRC with much needed classroom and recreation programing space, but it has great potential as a year-round rental space for The Columns’ wedding events or for standalone event gatherings and business meetings/retreats. A portion of the revenues generated from the space rental fees should be programmed into the JCPRC’s capital budget to finance other priority park improvements.
- **Phase 2, 4 – 7 years.** This phase represents the next level of improvements that are dependent upon the JCPRC’s capital budgeting process and future financial capacity. Like Phase 1, this category of improvements includes revenue generating opportunities afforded through facility rental fees charged to organized competitive sports teams or clubs.
- **Phase 3, 7 - 10 years.** This phase specifically focuses on the completion of the “Limestone Ridge” event and recreational space associated with and surrounding the park’s new amphitheater facility. It is recommended that a portion of the revenues generated from the amphitheater rental fees and event proceeds should be programmed to support the associated improvements, which will further accentuate the entire amphitheater event space and programming opportunities.
- **Phase 4, 10 – 15 years.** This phase focuses on improvements that may require additional time to fully program into JCPRC’s capital budgeting cycles. As shown in Figure 3, Phase 4 improvements largely focus on the repositioned and constructed turf baseball/softball field and multi-purpose field, as well as the USA Volleyball regulation sand/beach courts. Although these proposed improvements offer revenue generating opportunities for JCPRC, the anticipated demand by fee-paying organizations is expected to mature overtime as the previously phased improvements are realized and greater interest in the park’s potential to support organized club baseball/softball and competitive turf

field sports organizations is achieved. Phase 4 also includes the improvements to the construction of the Elks Run interpretive walk, which although does not offer revenue generating potential, partnerships with the Elks Run Watershed Group or other interested stakeholders could help identify and obtain funding through grants and donations to finance the proposed improvement and its long-term maintenance.

Based on the above phasing strategy, the probable estimated costs for the improvements illustrated in **Figure 3** and detailed in **Table 1** range from ~\$17.4 – \$20.3 million and are itemized by phase as follows:

- Phase 0 = Annual operating budget costs
- Phase 1 = ~\$2.4 – \$2.6 million
- Phase 2 = ~\$7.0 – \$8.3 million
- Phase 3 = ~\$4.7 – \$5.5 million
- Phase 4 = ~\$3.3 – \$3.9 million

## Funding Considerations

Successful implementation of the Sam Michaels Park Master Plan will require a diverse set of funding resources to advance each of the proposed improvements through engineering, design, and construction. The proposed improvements provide opportunities for various public and private sector interests to participate in the project’s success through their respective financial resources. It is unlikely that a single funding source can accomplish the project’s entire menu of improvements and the following outlines potential sources of funding to consider at the federal, state, and local government level, and from the private sector and community support.

### Federal Programs

#### Environmental Protection Agency – Chesapeake Bay Program

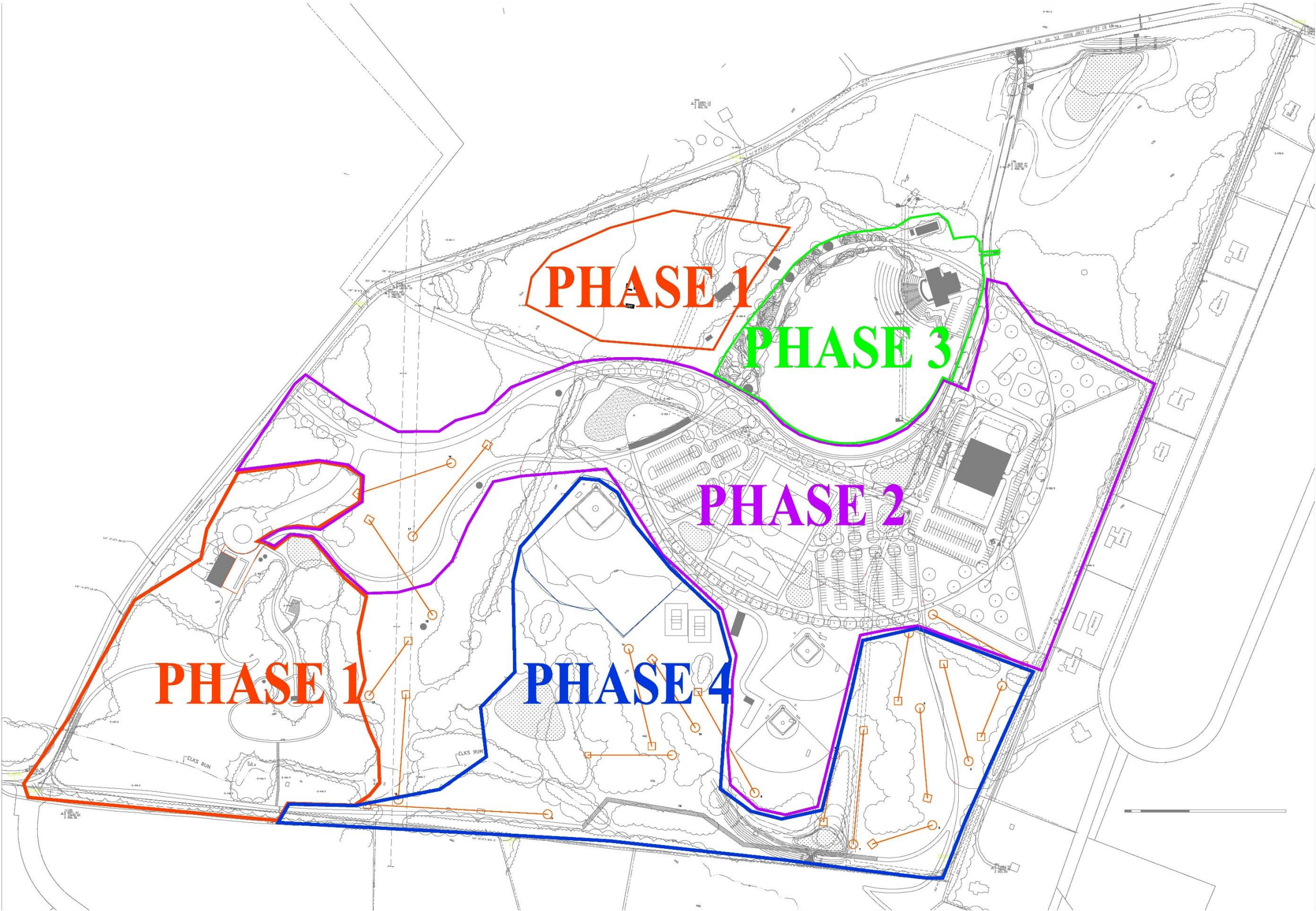
The Chesapeake Bay Program (CBP) is a unique regional, state, federal, and local partnership that has been directing and conducting the restoration of the Chesapeake Bay since the signing of the historic 1983 Chesapeake Bay Agreement. In November 2000, President Clinton signed the Estuaries and Clean Waters Act of 2000, which included Title II-Chesapeake Bay Restoration. This Act amended Section 117 of the Federal Water Pollution Control Act (commonly known as the Clean Water Act or CWA) and established new authorities for the CBP. These new legal authorities specify the type of work that can be performed with the funds appropriated for the CBP, the type of funding vehicles (e.g., assistance agreement) that can be used, and the types of governments and organizations eligible to receive funding.

#### CWA Section 117(d) Technical Assistance and General Assistance Grants

USEPA awards these grants competitively to nonprofit organizations, state and local governments, colleges, universities, and interstate agencies through an RFP process. These grants are used by recipients to implement the goals of the Chesapeake Bay agreements through activities that supports sustainable fisheries, vital habitats, water quality, toxic contaminants, healthy watersheds, stewardship, land conservation, public access, environmental literacy, and climate resiliency.



Figure 5 – Sam Michaels Park Phasing Plan





### CWA Section 117(g)(2) Small Watershed Grants (SWG)

The Small Watershed Grants Program was established under Section 117(g)(2), which provides that grants can be awarded under Section 117(d) to local governments, nonprofit organizations, and individuals in the Chesapeake Bay region working at a local level to protect and improve watersheds while building citizen-based resource stewardship. The purpose of this grant program is to demonstrate effective partnership-building techniques to achieve CBP objectives at the small-watershed scale. The SWG Program has been designed to encourage the sharing of innovative ideas among the many organizations wishing to be involved in watershed protection activities.

### Fish and Wildlife Service

The Fish and Wildlife Service works with others to conserve, protect and enhance fish, wildlife and plants and their habitats for the continuing benefit of the American people. The Division of Bird Habitat Conservation provides matching grants to organizations and individuals who have developed partnerships to carry out wetlands conservation projects in the United States, Canada, and Mexico for the benefit of wetlands-associated migratory birds and other wildlife. The Partners for Fish and Wildlife program provides technical and financial assistance to private landowners and tribes who work with partners to help meet the habitat needs of Federal Trust Species.

### Land and Water Conservation Trust Fund

The Land and Water Conservation Fund has historically been a primary funding source of the U.S. Department of the Interior for outdoor recreation development and land acquisition by local governments and state agencies. The Land and Water Conservation Fund Act of 1965 was enacted to help preserve, develop, and assure access to outdoor recreation facilities to strengthen the health of U.S. citizens. It created the Land and Water Conservation Fund in the U.S. Treasury as a funding source to implement the outdoor recreation goals in the law.

### United States Department of Agriculture (USDA) Community Facilities Direct Loan & Grant Program

The USDA's Community Facilities Direct Loan & Grant Program provides affordable funding to develop essential community facilities in rural areas. An essential community facility is defined as a facility that provides an essential service to the local community for the orderly development of the community in a primarily rural area, and does not include private, commercial or business undertakings. Funds can be used to purchase, construct, and/or improve essential community facilities, purchase equipment and pay related project expenses. Both low interest direct loans and grants are available. A combination of the two are also available, as well as USDA's loan guarantee program. These may be combined with commercial financing to finance one project if all eligibility and feasibility requirements are met.

## State and Local Resources

### West Virginia Land and Water Conservation Fund

The Land and Water Conservation Fund program (LWCF) provides supplemental federal funding for the acquisition and/or development of high-quality, public outdoor recreational areas throughout West Virginia. Assisted or acquired parklands are bound by perpetual restrictive covenants that obligate the project sponsor to operate and maintain the defined project area as a public outdoor recreational facility. Proposed projects must be consistent with the Statewide Comprehensive Outdoor Recreation Plan (SCORP). Park renovations, expansions to promote active lifestyles, innovate community cores, attract or retain visitors to an area, develop trailheads or preserve other natural areas to impact community health objectives or develop brownfields renewal efforts will receive funding priority.

### Jefferson County Impact Fees

Impact fees were first adopted in Jefferson County in 2003, under authority granted by WV Code §7-20 "Local Powers Act". The Office of Impact Fees oversees the collection of impact fees and coordinates the disbursement of these fees. Currently, Jefferson County is collecting impact fees for public schools, county law enforcement, parks and recreation, and emergency medical services as authorized under Jefferson County Ordinances 2003-3, 2005-1, 2005-2, and 2005-3. Because only residences impact the school system and park and recreational facilities, these fees are only levied against new residential development.

## Private and Non-Profit Resources

### National Fish and Wildlife Foundation

The National Fish and Wildlife Foundation (NFWF) is a private, nonprofit, tax-exempt organization chartered by Congress in 1984. The NFWF sustains, restores, and enhances the nation's fish, wildlife, plants, and habitats. The Foundation awards matching grants under its Keystone Initiatives to achieve measurable outcomes in the conservation of fish, wildlife, plants, and the habitats on which they depend. Awards are made on a competitive basis to eligible grant recipients, including federal, tribal, state, and local governments, educational institutions, and non-profit conservation organizations. Project proposals are received on a year-round, revolving basis with two decision cycles per year. Grants generally range from \$50,000-\$300,000 and typically require a minimum 2:1 non-federal match.

### Blue Moon Fund

The Blue Moon Fund makes grants to nonprofit organizations that have developed innovative, holistic approaches to improving human quality of life in harmony with the natural world. The Balancing Human and Natural Ecosystems initiative promotes new economic and culture approaches to reducing resource pressure and preserving biodiversity. The Blue Moon Fund is primarily concerned with the value of diverse ecosystems for human quality of life. The fund seeks economically sustainable development models that do not displace humans and that take advantage of market forces.

### West Virginia Land Trust

The West Virginia Land Trust is a statewide nonprofit dedicated to protecting West Virginia's natural lands, scenic areas, water quality, and recreational access forever. Since 1995, the organization has permanently protected more than 9,000 acres of land statewide. The Land Trust mission is to conserve special places that give the state its distinctive character and it may consider scenic, wildlife, botanical, recreational, or historic conservation values when evaluating a project. The Land Trust works with landowners to determine the best conservation approach for each property.



Figure 6 – Picnic Overlook (Master Plan Improvement #18)

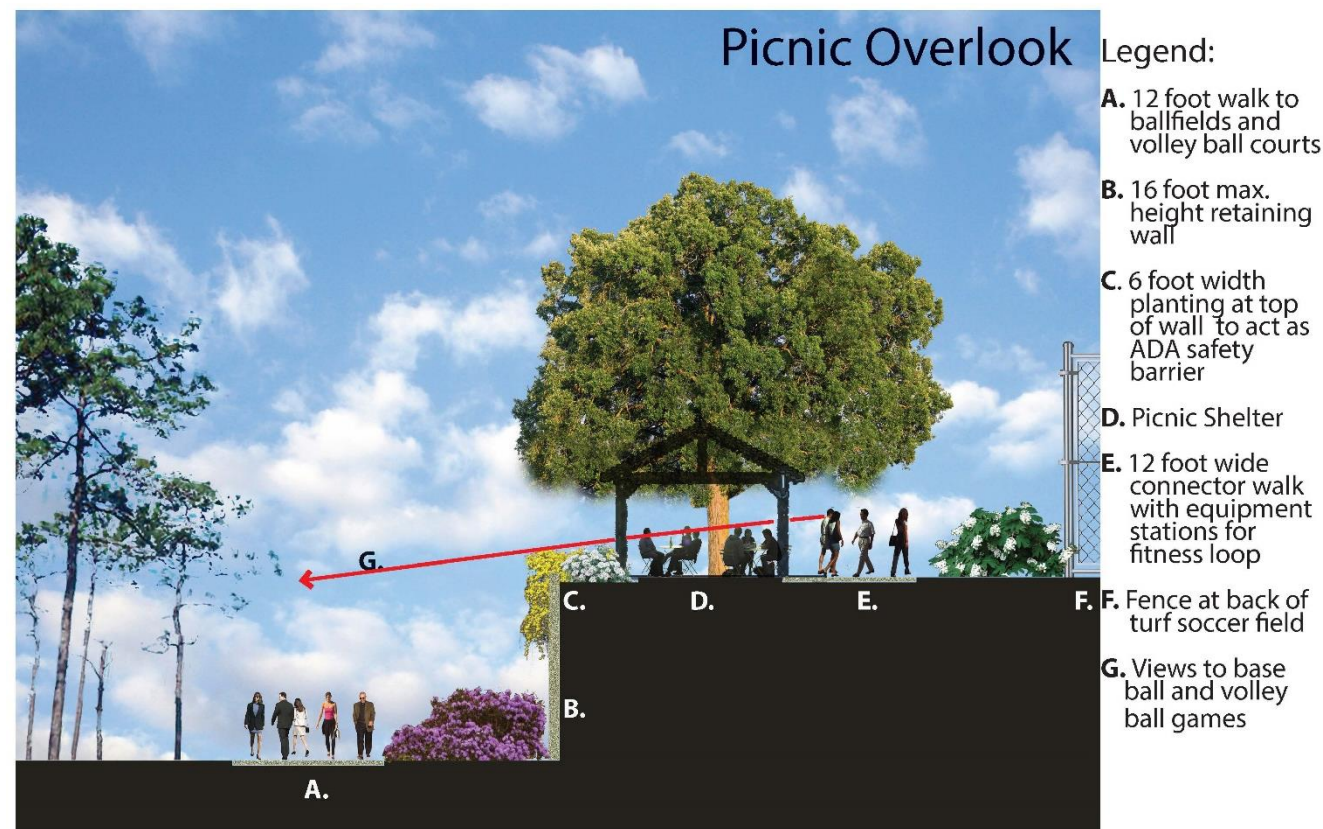


Figure 7 – Precedents for The Columns and The Barn Event Spaces (Master Plan Improvements #34 – 37)



Figure 8 – Precedents for Sam Michaels Memorial Sculptures (Master Plan Improvement #39)



Figure 9 – Limestone Ridge Event Promenade (Master Plan Improvement #44)

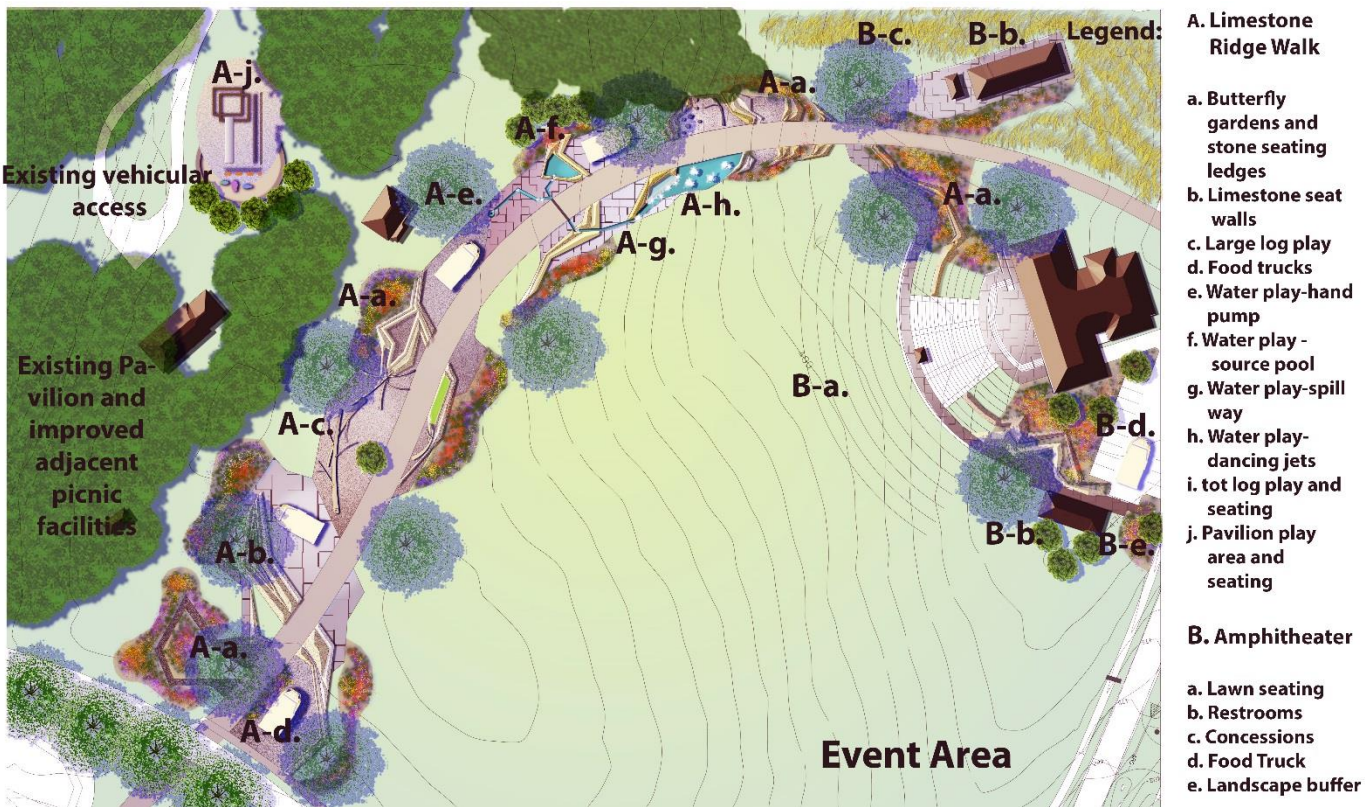




Figure 9b – Limestone Log Play Area Detail Illustration (Master Plan Item #44)

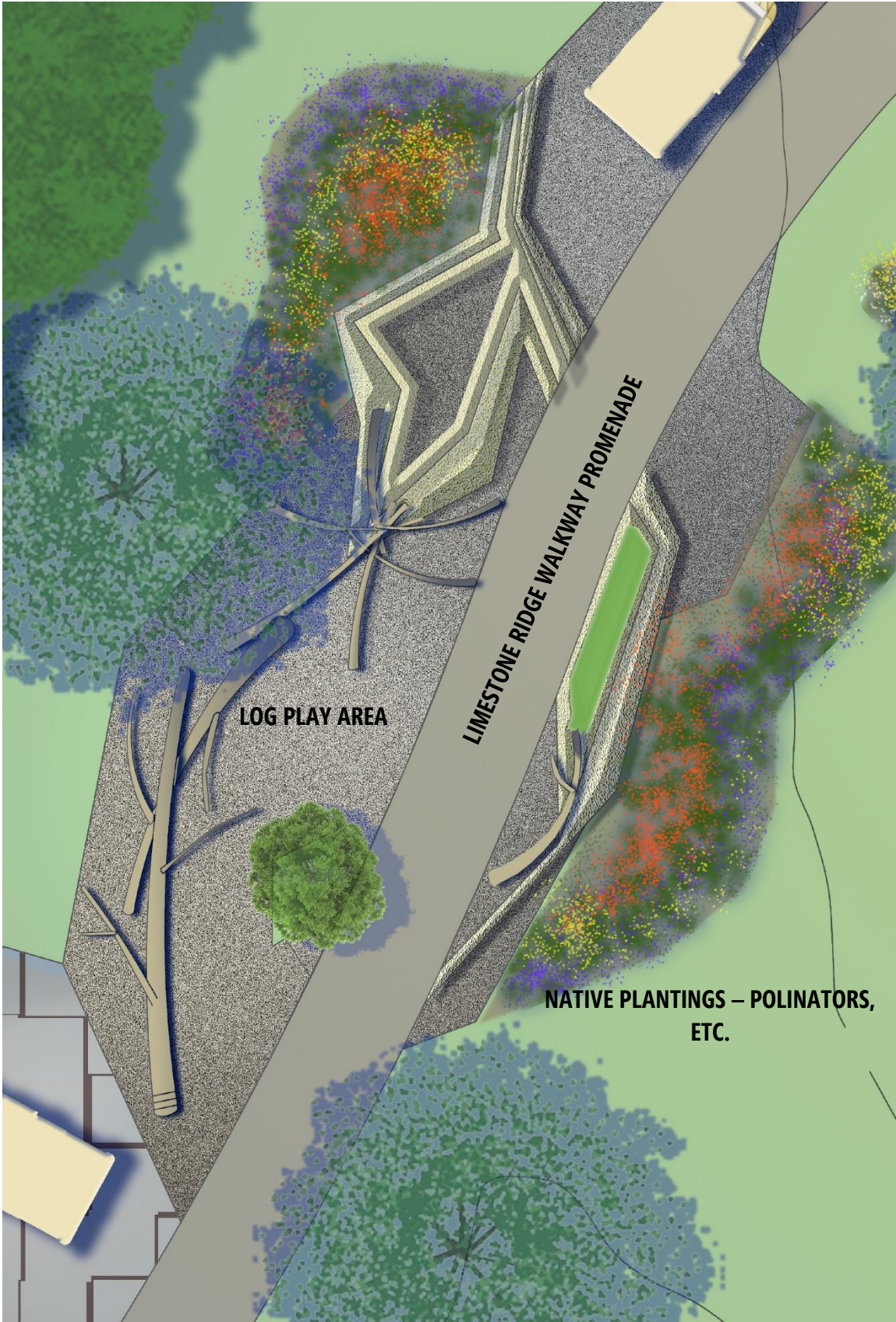


Figure 9c – Amphitheater Event Space Detail (Master Plan Improvement #18)

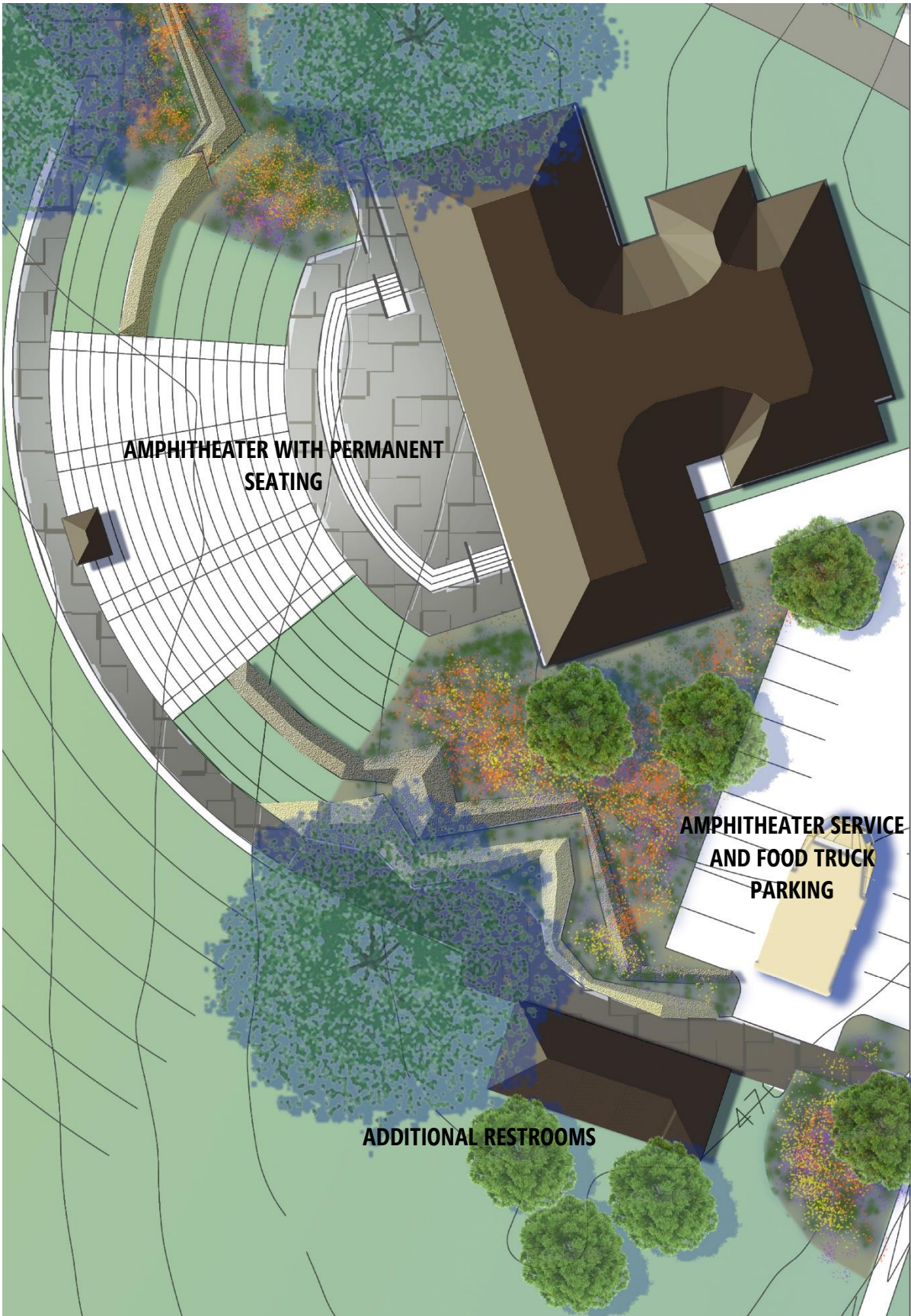




Figure 10 – Precedents for Limestone Ridge Play Areas (Master Plan Item #44)



Figure 11 – Field Succession (Master Plan Improvement #49)

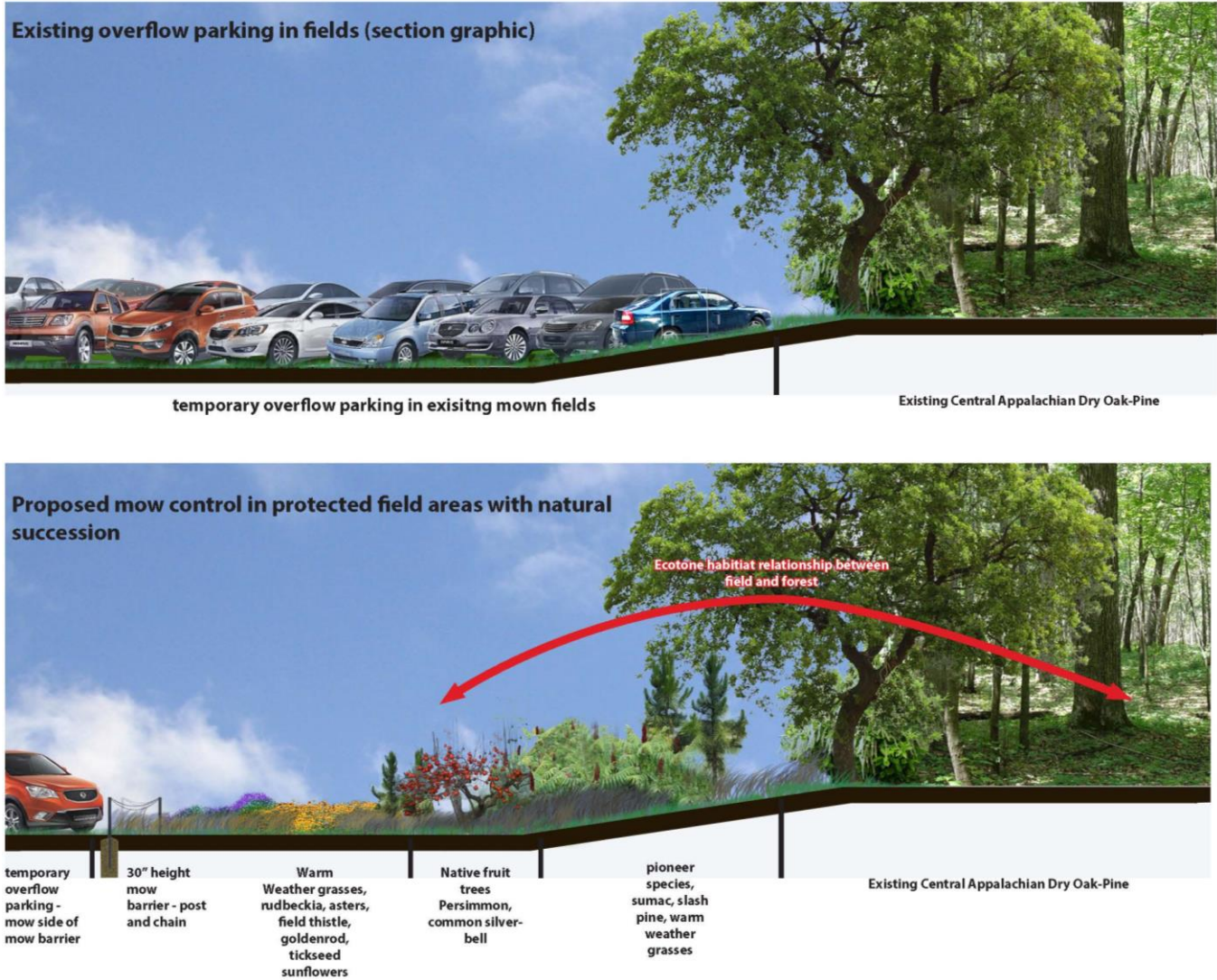


Figure 12 – Grassland Birds Species



Source: Potomac Valley Audubon Society



## Appendix A – Sam Michaels Park Deed

May. 31. 2018 3:07PM

No. 2267 P. 1/5

*Sam Michaels Park*

157

1804

THIS DEED, Made this 25 day of August, 1981, by and between THE STATE OF WEST VIRGINIA BY THE WEST VIRGINIA PUBLIC LAND CORPORATION, a public benefit corporation, Grantor, party of the first part, and THE JEFFERSON COUNTY COMMISSION, JEFFERSON COUNTY, WEST VIRGINIA, Grantee, party of the second part;

WHEREAS, Samuel G. Michaels, by his will probated before the County Commission of Jefferson County, West Virginia, and of record in the Office of the Clerk of said county Commission in Will Book P, at page 42, devised to the State of West Virginia a certain interest in the hereinafter described property; and

WHEREAS, the Jefferson County Commission desires to purchase the hereinafter described parcel of land for the use and benefit of the citizens of Jefferson County and the public at large, and the State of West Virginia recognizing the benefits that will arise to its citizens and others by the development and use of the property by the Jefferson County Commission desires to transfer the property described below to the Jefferson County Commission pursuant to the provisions of West Virginia Code, 1931, as amended, Chapter 1, Article 5, Section 3, and Chapter 20, Article 1, Section 15; now therefore

### W I T N E S S E T H:

That for and in consideration of the sum of Ten Dollars (\$10.00) cash in hand paid by the party of the second part to the party of the first part, the receipt and sufficiency of all of which is hereby acknowledged, the party of the first part does hereby GRANT and CONVEY to the party of the second part all of their right, title and interest, together with the improvements thereon and the appurtenances thereunto belonging, in that tract of land located on the south side of W. Va. Secondary Route 22, being in Shepherdstown, Charles Town and Harpers Ferry Districts, Jefferson County, West Virginia, designated tract No. 1, as shown upon that certain map entitled "Plat of Survey of Samuel G. Michaels Property, Situated in Shepherdstown, Charles Town and Harpers Ferry Districts, Jefferson County, West Virginia, Containing 136.25 Acres By Survey and Being A Part of the Same Property Conveyed by William Engle, Trustee, to Samuel G. Michaels by Deed Dated April 1, 1874 - Deed Book C, Page 123," dated 1-29-76, approved by Samuel P. McClung, L.L.S. # 380, and more particularly bounded and described as follows:

May. 31. 2018 3:08PM

No. 2267 P. 2/5

158

Beginning at corner #1, a corner fence post in the southern right-of-way line of W.Va. Secondary Route 22 and a corner common to Robinson Ice and Storage Company; thence leaving said road right-of-way with a fence line common to Robinson Ice and Storage Company: S. 21° - 58' W. 2,843.52 feet to corner #2, a corner fence post; thence leaving Robinson Ice and Storage Company land and with a fence line common to William E. Walker, thence N. 84° - 13' W. 2,832.16 feet to corner #3, a corner fence post on or near the southern right-of-way of W.Va. Secondary Route 22 at the intersection of a private road leading onto the William E. Walker 89.66 acre tract; thence leaving William E. Walker land and with the southern right-of-way line of W.Va. Secondary Route 22 for the following calls: N. 25° - 00' E. 523.13 feet to a locust hub, N. 28° - 10' E. 140.44 feet to a locust hub, N. 37° - 14' E. 226.84 feet to a locust hub, N. 38° - 44' E. 929.40 feet to a locust hub, N. 46° - 44' E. 41.65 feet to a locust hub, N. 59° - 54' E. 42.23 feet to a locust hub, N. 68° - 39' E. 31.30 feet to a locust hub, N. 71° - 24' E. 504.88 feet to a locust hub, N. 69° - 54' E. 256.76 feet to a point in the southern right-of-way line, said point being 15 feet left of and at right angles to centerline station 23+00, thence southerly 25.00 feet to a point 40 feet left of and at right angles to centerline station 23+00, thence northeasterly 270.00 feet to a point 45 feet left of and at right angles to centerline station P.T. 20+30.28, thence northeasterly 385.00 feet to a point 40 feet left of and at right angles to centerline station P.T. 16+53.94, thence northeasterly 272.00 feet to a point 40 feet left of and at right angles to centerline station P.C. 13+45.61, thence N. 78° - 15' E. 245.61 feet to a point 40 feet left of and at right angles to centerline station 11+00, thence northeasterly 25.00 feet to a point 15 feet left of and at right angles to centerline station 11+00, thence N. 78° - 53' E. 913.58 feet to a locust hub, thence W. 70° - 17' E. 183.39 feet to the beginning, containing 137.424 acres, more or less, and being the same property conveyed by Samuel G. Michaels to the State of West Virginia by will dated September 22, 1972, and recorded in the Office of the Clerk of Jefferson County in Will Book "P" at page 42, minus 0.826 of an acre additional right-of-way conveyed by the State of West Virginia, Public Land Corporation to the West Virginia Department of Highways by deed dated September 2, 1977, and recorded in the Office of the Clerk of Jefferson County in Deed Book 431, at page 608.

The Grantor hereby reserves and excepts from this conveyance all oil, gas, coal and all other minerals lying and contained in, on, under or through the subject property together with the rights-of-ways and easements necessary to remove, recover and extract the same, except that the Grantor will not permit the placement of any oil or gas well on the surface of the subject property without the prior approval of the Grantee hereof, which approval shall not be arbitrarily or capriciously withheld.

The Grantor hereby covenants that it will WARRANT GENERALLY the property hereby conveyed and that the same is free and clear of all liens and encumbrances.



159

The subject property shall revert and become the property of the State of West Virginia for the use and benefit of the West Virginia Department of Natural Resources or its successors if the grantee fails to use the subject property for public recreational purposes.

The grantors hereby declare that this transfer is not subject to the excise tax on the transfer of real property as it is a transfer from the State of West Virginia to the Jefferson County Commission.

IN WITNESS WHEREOF the State of West Virginia by the PUBLIC LAND CORPORATION, a public benefit corporation, has caused its name to be signed to its corporate seal to be hereunto affixed by its proper officers thereunto duly authorized.

STATE OF WEST VIRGINIA by the  
PUBLIC LAND CORPORATION, a  
corporation.

By

John R. Rockefeller  
Chairman

ATTEST:

Robert D. Pollitt  
Secretary

STATE OF WEST VIRGINIA,  
COUNTY OF KANAWHA, TO-WIT:

I, Sandra W. Lopinsky, a Notary Public within and for the County and State aforesaid, do certify that John R. Rockefeller IV, who signed the foregoing writing, bearing date on the 25 day of August, 1981, for the State of West Virginia by the Public Land Corporation, has this day in my said County, before me, acknowledged the said writing to be the act and deed of said corporation.

160

Given under my hand this 25 day of August, 1981.  
My commission expires: 2-1-89

Sandra W. Lopinsky  
NOTARY PUBLIC

This Instrument Prepared By:  
Robert D. Pollitt  
Assistant Attorney General

Approved as to form this 16  
DAY OF August 1981  
CHAUNCEY H. BROWNING  
ATTORNEY GENERAL  
BY Sandra W. Lopinsky  
ASSISTANT ATTORNEY GENERAL



161

WEST VIRGINIA PUBLIC LAND CORPORATION  
SALE OF PROPERTY

ORDERED: That pursuant to Chapter 1, Article 5, Section 3, Code of West Virginia, 1931, as amended, the Board of Public Works does hereby approve the sale and transfer by the State of West Virginia by the West Virginia Public Land Corporation to the Jefferson County Commission a certain parcel or tract of land situate in Shepherdstown, Charles Town and Harpers Ferry Districts, Jefferson County, West Virginia, as more particularly described in the Deed to which this certificate is attached, for the sum of One Dollar (\$1.00).

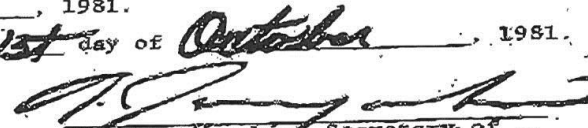
STATE OF WEST VIRGINIA  
OFFICE OF THE SECRETARY OF STATE  
CHARLESTON

SS:

I, A. James Manchin, Secretary of State and Ex Officio Secretary of the Board of Public Works, do hereby certify that the foregoing is a true and correct copy of an Order entered by said Board on the

1st day of October, 1981.

Given under my hand this 1st day of October, 1981.

  
A. James Manchin, Secretary of  
State and Ex Officio Secretary of  
The Board of Public Works

State of West Virginia, County of Jefferson, Sct.

IN THE CLERK'S OFFICE OF COUNTY COMMISSION:

On DEC 16 1981, at 4:55 PM, the foregoing  
Deed of B. & S. was received in my said office and duly ad-  
mitted to record.

Test,

John E. Ott  
Clerk of County Commission