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J. Michael Jacobs
Paul Marshall

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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.

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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.

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.
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’s 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 JCRPC-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 challenging 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 Shepherd College, now Shepherd 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 JCRPC 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 JCRPC staff and strong support from the JCRPC Board and Jefferson County Commission.

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

Source: 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.
Figure 3 – Sam Michaels Park Master Plan Illustration
Figure 4 – Park Use Areas and Views Between

Legend

A. Regional habitat connection and protection including protected field succession and ecotone enhancement
B. Conference center with garden restorations and exterior gathering venues
C. Elk's run regional environmental interpretive area
D. Picnic areas
E. Event areas including amphitheater, event lawn, Limestone Ridge event walk and concession areas
F. Baseball/volleyball complex
G. Intramural field
H. Dog park
I. Event staging area
J. Soccer field with bleachers
K. Proposed storm water management areas
L. Views from gathering areas to sports or events areas
M. Disc Golf
N. Amphitheater
Table 1 – Sam Michaels Park Master Plan Concept Improvements and Recommendations

<table>
<thead>
<tr>
<th>Item #</th>
<th>Title</th>
<th>Description and Recommendations</th>
<th>Implementation Phase</th>
<th>Partners (as applicable)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Relocated scout camp area</td>
<td>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.</td>
<td>1</td>
<td>• Scouts</td>
</tr>
<tr>
<td>2</td>
<td>Existing group pavilion</td>
<td>Retain existing pavilion (no specified changes or improvements). Consider renting the pavilion as a VIP space for special events.</td>
<td>0</td>
<td>• N/A</td>
</tr>
<tr>
<td>3</td>
<td>New playground center</td>
<td>Replace the existing playground equipment with a new 37’9” x 43’3” ATSM and CPSC certified playground station.</td>
<td>1</td>
<td>• N/A</td>
</tr>
<tr>
<td>4</td>
<td>Playground center shade area</td>
<td>Retain and maintain (pruning, etc.) existing shade tree canopy and remove invasive exotic species such as Russian Olive (Elaeagnus angustifolia) and Stink Tree (Ailanthus altissima) 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.</td>
<td>0</td>
<td>• Cacapon Institute</td>
</tr>
<tr>
<td>5</td>
<td>Butterfly gardens</td>
<td>Design, plant and maintain a native pollinator garden including those conducive to butterfly species.</td>
<td>3</td>
<td>• Potomac Valley Audubon Society • Cacapon Institute • Berkeley-Jefferson Extension Master Gardeners • Garden Clubs</td>
</tr>
<tr>
<td>6</td>
<td>Water play area</td>
<td>Design, construct, and maintain an interactive water play feature that is integrated and supportive of the natural environment.</td>
<td>3</td>
<td>• N/A</td>
</tr>
<tr>
<td>7</td>
<td>Log / natural play areas</td>
<td>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.</td>
<td>3</td>
<td>• N/A</td>
</tr>
<tr>
<td>8</td>
<td>Food truck vending stations</td>
<td>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.</td>
<td>3</td>
<td>• Jefferson County Planning &amp; Zoning</td>
</tr>
<tr>
<td>9–11</td>
<td>Amphitheater and associated improvements including (10) loading and temporary parking, and (11) restrooms / concessions / ticketing (See Figure 7b, Amphitheater Illustration)</td>
<td>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: • Develop an operations plan, fee schedule and user agreement. • Develop and publish an amphitheater use policy and operations schedule that minimizes light and noise impacts on adjacent residential uses. • Develop a funding strategy to address the financing gap required to complete the facility’s full completion.</td>
<td>3</td>
<td>• TBD</td>
</tr>
<tr>
<td>12–13</td>
<td>Expanded Dog Park (2.5 total acres)</td>
<td>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.</td>
<td>2</td>
<td>• Dog park users</td>
</tr>
<tr>
<td>Item #</td>
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<tr>
<td>14 – 15.</td>
<td>National Federation of High Schools (NFHS) turf soccer field and bleachers</td>
<td>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.</td>
<td>2</td>
<td>Recreation and Travel Soccer Clubs</td>
</tr>
<tr>
<td>16 – 17.</td>
<td>Repositioned and upgraded baseball field and multiuse turf field.</td>
<td>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. 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.</td>
<td>4</td>
<td>United States Specialty Sports Association (USSSA) – West Virginia Tournament Director</td>
</tr>
<tr>
<td>18.</td>
<td>Circular walkway and group picnic overlook (See Figure 6, Picnic Overlook Illustration)</td>
<td>New, shaded circular walkway with stationary picnic stations provide an overlook venue for various park users and sports spectators.</td>
<td>2</td>
<td>TBD</td>
</tr>
<tr>
<td>19.</td>
<td>Existing concessions building</td>
<td>As noted in Item #47, construct a new 672 square foot bathroom facility addition to the existing concession pavilion.</td>
<td>2</td>
<td>N/A</td>
</tr>
<tr>
<td>20.</td>
<td>Playground station</td>
<td>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.</td>
<td>4</td>
<td>N/A</td>
</tr>
<tr>
<td>21.</td>
<td>Park maintenance facility relocation and expansion</td>
<td>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.</td>
<td>1</td>
<td>Private equipment corporate sponsor(s) could help finance the project and have naming rights to the new facility.</td>
</tr>
<tr>
<td>22.</td>
<td>Baseball fields</td>
<td>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.</td>
<td>0</td>
<td>United States Specialty Sports Association (USSSA) – WV Tournament Director</td>
</tr>
<tr>
<td>23 – 25.</td>
<td>Recreation Center and Center Expansions</td>
<td>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.</td>
<td>4</td>
<td>TBD</td>
</tr>
<tr>
<td>26.</td>
<td>Veterans Pavilion Playground</td>
<td>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&quot; x 34’ 6&quot;.</td>
<td>2</td>
<td>N/A</td>
</tr>
<tr>
<td>27.</td>
<td>Existing group shelter/restrooms</td>
<td>No changes.</td>
<td>0</td>
<td>N/A</td>
</tr>
<tr>
<td>28.</td>
<td>USA Volleyball regulation sand courts (2)</td>
<td>Design and construct 2-regulation 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).</td>
<td>4</td>
<td>Shenandoah Surge Volleyball</td>
</tr>
<tr>
<td>29.</td>
<td>Nature Play Space &amp; Outdoor Classroom improvements</td>
<td>Expand and improve the existing Nature Play Space &amp; Outdoor Classroom. Improvements should include expanding the area and making minor improvements to its appearance and utility.</td>
<td>0</td>
<td>Jefferson County Schools, Capacos Institute</td>
</tr>
<tr>
<td>30.</td>
<td>Pedestrian loop trail/pathway and connections</td>
<td>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 Disability Act requirements.</td>
<td>2</td>
<td>TBD</td>
</tr>
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<tr>
<td>31.</td>
<td>Intramural fields</td>
<td>Continued field maintenance.</td>
<td>0</td>
<td>Field Users (lacrosse, cross country, etc.)</td>
</tr>
<tr>
<td>32.</td>
<td>Native evergreen landscaped screening/ buffer</td>
<td>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.</td>
<td>1</td>
<td>Caracop Institute, Potomac Valley Audubon Society</td>
</tr>
<tr>
<td>33.</td>
<td>Native evergreen landscaped screening/ buffer at amphitheater.</td>
<td>Provide additional native evergreen screening adjacent to the new amphitheater facility to provide additional sound mitigation.</td>
<td>3</td>
<td>Caracop Institute, Potomac Valley Audubon Society</td>
</tr>
<tr>
<td>34.</td>
<td>“The Barn” event space and classrooms with kitchen staging area for group events including weddings at The Columns site (See Figure 7, Precedents)</td>
<td>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.</td>
<td>1</td>
<td>TBD</td>
</tr>
<tr>
<td>35 – 37.</td>
<td>The Columns and Sam Michaels’ homestead improvements (See Figure 7, Precedents)</td>
<td>Sam Michaels homestead garden and pond restorations, as well as restoring the stone barn foundation for additional outdoor event space.</td>
<td>1</td>
<td>TBD</td>
</tr>
<tr>
<td>38.</td>
<td>Native planting garden(s)</td>
<td>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.htm">http://www.wvdnr.gov/wildlife/native_shrubs.htm</a> <a href="https://www.potomacaudubon.org/resources/Documents/Plant%20List%20for%20Presentation.pdf">https://www.potomacaudubon.org/resources/Documents/Plant%20List%20for%20Presentation.pdf</a></td>
<td>1</td>
<td>Caracop Institute, Potomac Valley Audubon Society, West Virginia Department of Natural Resources</td>
</tr>
<tr>
<td>39.</td>
<td>Sam Michaels memorial sculptures (See Figure 8, Precedents)</td>
<td>Purchase and install life size bronze sculptures representing various exotic animals kept by Sam Michaels including a monkey, bison, peacock, monkey, etc.</td>
<td>1</td>
<td>Private sponsors, Local artisans</td>
</tr>
<tr>
<td>40.</td>
<td>Dry pond stormwater management facilities</td>
<td>Continue to maintain existing dry pond stormwater management facilities to ensure their continued performance and functionality as designed.</td>
<td>0</td>
<td>N/A</td>
</tr>
<tr>
<td>41.</td>
<td>Raingarden bio-retention stormwater management facilities</td>
<td>Design, construct and maintain new raingarden bio-retention stormwater management facilities pursuant to the Jefferson County model stormwater management ordinance standards.</td>
<td>2</td>
<td>Region 9 Eastern Panhandle Regional Planning and Development Council, Elks Run Watershed Group</td>
</tr>
<tr>
<td>42.</td>
<td>Elks Run interpretive education boardwalk</td>
<td>Design and construct an ADA accessible boardwalk to include interpretive education features regarding Elks Run Watershed</td>
<td>4</td>
<td>Elks Run Watershed Group</td>
</tr>
<tr>
<td>43.</td>
<td>Disc golf course (19 holes)</td>
<td>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.</td>
<td>0</td>
<td>West Virginia Disc Golf Association</td>
</tr>
<tr>
<td>44.</td>
<td>Limestone Ridge event promenade (See Figures 9, 9a, and 9b Limestone Ridge and Amphitheater Illustrations, and Figure 10, Precedents)</td>
<td>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.</td>
<td>3</td>
<td>TBD</td>
</tr>
<tr>
<td>45.</td>
<td>Grass surfaced overflow parking (~1,300 spaces)</td>
<td>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 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</td>
<td>0</td>
<td>Potomac Valley Audubon Society</td>
</tr>
<tr>
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<tr>
<td>47.</td>
<td>Restrooms facility addition to existing concession building, Item #19</td>
<td>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.</td>
<td>2</td>
<td>• TBD</td>
</tr>
<tr>
<td>48.</td>
<td>Wetland planting</td>
<td>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).</td>
<td>4</td>
<td>• Region 9 Eastern Panhandle Regional Planning and Development Council • Elks Run Watershed Group</td>
</tr>
<tr>
<td>49.</td>
<td>Field succession zones (See Figure 11, Field Succession Illustration)</td>
<td>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.</td>
<td>0</td>
<td>• Potomac Valley Audubon Society • Elks Run Watershed Group</td>
</tr>
<tr>
<td>50.</td>
<td>Pedestrian pathway connection to Driswood Elementary School</td>
<td>Use existing road right of way with minor edge addition (acquisition) to provide 12’ ADA accessible connection to school and future multiuse trail additions.</td>
<td>1</td>
<td>• Jefferson County Schools • West Virginia Division of Highways • Breckinridge Subdivision HOA</td>
</tr>
<tr>
<td>51.</td>
<td>New park driveway entrance</td>
<td>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).</td>
<td>2</td>
<td>• Hagerstown-Eastern Panhandle MPO • WV Division of Highways</td>
</tr>
<tr>
<td>52.</td>
<td>Dog Park Internal Trail and Benches</td>
<td>Six-foot (6’) gravel trail with 6’ width benches located adjacent to existing trees.</td>
<td>2</td>
<td>• Dog Park users</td>
</tr>
<tr>
<td>53.</td>
<td>Non-vegetative shade structure</td>
<td>Design and install a non-vegetative shade structure with benches and do waste bag dispensers.</td>
<td>2</td>
<td>• Dog park users</td>
</tr>
<tr>
<td>54.</td>
<td>Existing power easement</td>
<td>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.</td>
<td>3</td>
<td>• Potomac Edison</td>
</tr>
<tr>
<td>55.</td>
<td>New parking lots</td>
<td>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.</td>
<td>2</td>
<td>• TBD</td>
</tr>
<tr>
<td>56.</td>
<td>Future land conservation and park addition</td>
<td>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.</td>
<td>4</td>
<td>• Elks Run Watershed • West Virginia Land Trust • Jefferson County Commission</td>
</tr>
</tbody>
</table>
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 shall 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.

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 – $203 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.

**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 support 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

PHASE 1
PHASE 2
PHASE 3
PHASE 4
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 that 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

Sam Michaels Park Master Plan
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: [Signature]

ATTEST:

[Signature]

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

I, [Notary Public's Name], a Notary Public within and for the County and State aforesaid, do certify that [Notary Public's Name], who signed the foregoing writing, bearing date on the 25th 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.

Given under my hand this 25th day of August, 1981.

My commission expires: 2-1-89

[Signature]

ROTARY PUBLIC

[Handwritten text]

This Instrument Prepared By:
Robert D. Polite
Assistant Attorney, General
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 of the State of West Virginia, by the State of West Virginia, Public Land Corporation to the Jefferson County Commission a certain parcel of land situate in Shepherdstown, Charles Town and Harpers Ferry District, Jefferson County, West Virginia, as more particularly described in the deed to which this certificate is attached, for the sum of Ten Dollars ($10.00).

STATE OF WEST VIRGINIA

OFFICE OF THE SECRETARY OF STATE

CHARLESTON

J. A. James Himkin, 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.

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

JAMES HIMKIN, Secretary of State and Ex Officio Secretary of the Board of Public Works

STATE OF WEST VIRGINIA, COUNTY OF JEFFERSON, O.S.

IN THE CLERK'S OFFICE OF COUNTY COMMISSION.

On the 1st day of October, 1981, the following deed of R. E. S. was received in my said office and duly-admitted to-record.

Test.

John H. O.R.
Clerk of County Commission