



## ARPA-11

ARP Application - Jefferson County

**Status:** Active

**Date Created:** Oct 29, 2021

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### Applicant

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### Internal Section

### Certification

**Digital Signature**

Jennifer Myers  
10/29/2021

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### Contact Information

**Organization Name**

Jefferson County Parks & Recreation Commission

**Address**

235 Sam Michaels Lane

**Website (if applicable)**

www.jcprc.org

**Phone Number**

3047283207

**Email Address**

jmyers@jcprc.org

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### Project Summary

#### 1. Brief description of the proposal

Jefferson County Parks and Recreation seeks to upgrade public health infrastructure at Sam Michaels Park to discontinue use of an existing sewage drain field/septic system and bring municipal sewer utility to the park. The sewer utility addition is necessary for further development at Sam Michaels Park to improve public health and encourage and enhance the growth of program offerings that will encourage growth of economy through tourism and amenities for our already growing population.

**2. Purpose and key anticipated outcomes**

The Jefferson County Parks and Recreation Commission is requesting support from ARPA Funding to expand capacity and assist with Phase II development of the Sam Michaels Amphitheater Project. This phase will bring house lighting, ticketing, restrooms, concessions, and public sewer to the venue. The AMP stage is designed in size and atmosphere to bring concerts and artists of all sizes and recognition to the Eastern Panhandle. Currently, the concrete stage sits in the field. There are no available restrooms, so portable facilities are utilized. While this works temporarily, it has a damping effect on attendance and also hampers equity for persons with mobility concerns. Also, without modern facilities, the venue cannot attract larger acts who may require more robust facilities as part of the contracting process.

In addition, this infrastructure upgrade will also help protect the water quality of Elk’s Run which serves as the drinking water source for Bolivar and Harper’s Ferry. (<https://elksrunwatershed.org/about-elks-run/>) A breach of the septic system at Sam Michaels Park could impact the drinkability of the water for people who rely on the Elks Run. It is important to find a balance that will promote growth of our economy in a way that does not impede or reduce the health and well-being of our community.

The septic and drain field at Sam Michaels Park has been in place for at least 15 years and serves the Jefferson County Community Center and Veterans Memorial Pavilion septic needs.

A septic system of this size and scope, while functioning correctly and safely at present will inevitably be strained as the community population and park popularity and offerings continue to grow.

Jefferson County is experiencing the 3<sup>rd</sup> fastest growth (7.55%) when compared to all counties in the State of West Virginia. It is also important to note Berkeley County is experiencing the highest growth rate of (17.61 %) in the State and approximately 9% of participants in Jefferson County parks programming are derived from Berkeley County. (<https://worldpopulationreview.com/us-counties/states/wv>) (<https://worldpopulationreview.com/us-counties/states/wv>))

This project is forward-thinking and seeks to accomplish both initiatives – protect health and safety AND elevate economic development.

The above-mentioned upgrade to public sewer service will aid in the growth and development of Sam Michaels Park. The AMP at Sam Michaels Park, phase 1 A&B was built in 2018, with additional phases planned to better serve our community and surrounding populations. Feasibility studies and background information from project research indicates the completed (all phases) amphitheater project to bring an additional \$5 million in economic development seasonally to Jefferson County through arts and history tourism. The sewer upgrade is necessary to ensure additional, responsible development of the park.

**3. Individuals or communities served**

Jefferson County Parks & Recreation provides recreational and arts programming for the entire population of Jefferson County, including those of Charles Town, Ranson, Bolivar, Harpers Ferry, Shepherdstown, and Shenandoah Junction. Programs, festivals, and seasonal events draw participants from Jefferson and Berkeley counties in West Virginia, as well as visitors from nearby Maryland, Pennsylvania, and Virginia. In 2020, out-of-county participation in programming accounted for approximately 10% of overall customer participation. Offerings in the parks in Jefferson County draw visitors to the area, and productions at the AMP serve as a driver of economic development and new tourism in our community.

**4. How the COVID-19 pandemic has necessitated this request**

Efforts to navigate the COVID-19 pandemic response while keeping public health a priority made evident the importance of public outdoor spaces. While concert venues, theaters, and indoor gyms remained closed to the public, outdoor events moved forward, bringing the community together in a safe environment. The AMP at Sam Michaels Park hosted movies, Santa, concerts, classes, and more. It is estimated during the 2021 year, the facility has been visited for events more than 18,000 times by residents of and visitors to Jefferson County.

Over the past 18 months, participation and interest in outdoor activities grew faster than previous years. While this is likely due to response to COVID-19, this growth category continues to remain higher than any other

measured data, including grocery stores, workplaces, transit, and more. The value in outdoor entertainment opportunities has been noticed and celebrated in West Virginia and around the United States. If new opportunities for shared community experience in our parks become available, it is reasonable to expect this momentum and appreciation for outdoor venues to be maintained or grow.

Access to outdoor spaces is important for the mental, physical, and social health of our community and visitors. Jefferson County celebrates our rich history, beautiful landscapes, incredible views, and amazing spaces. It's important to continue growth at The AMP leveraging growth for the entire West Virginia eastern panhandle region and highlight the art, music, and people in our own community.

Early in the COVID-19 pandemic WV provided a list of essential services and public outdoor space was prominent in the list with outdoor recreation identified as an essential activity, even during the periods of stay-at-home orders. Public sewer service at Sam Michaels Park is a physical plant improvement that will support pandemic recovery by supporting the essential activity of providing outdoor spaces for entertainment and recreation which promotes the public health and welfare of our community while maintaining social distancing and protecting water quality.

**5. Amount of funding requested**

600,000

**6. Amount of any bids or cost estimates received to date, if applicable**

750,000

**7a. Amount of matching funds raised or committed by your organization**

150,000

**7b. Source of matching funds raised or committed by your organization**

JCPRC will contribute from impact fees/available capital toward the project.

**8. How ARP funds, if awarded, will be used**

ARP funds will be used to develop and construct necessary sewer lines to move Sam Michaels Park facilities away from the existing septic system and onto public sewer.

**9. How long it will take you to complete the project if awarded funding**

15 to 20 Months

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**Proposal Details**

**1. Please describe the problem or need which your project seeks to address**

As outdoor space continues to be at a premium due to the pandemic, JCPRC anticipates continued high usage through the remainder of this public health crisis. Moreover, as population growth continues, JCPRC anticipates continuous growth in usage for the foreseeable future. In addition, this project will elevate accessibility at the AMP. The increased usage as a result of the pandemic demonstrated a public need to improve the access and experience for those with disabilities, diversity, broader age groups and the general population.

As the park continues to develop to provide outdoor recreation, the existing septic system will need to be replaced by a system that is capable of handling the additional volume of wastewater, if public sewer is not attained.

**2. Please describe goals and expected outcomes of your proposal.**

The Project will connect Sam Michaels Park to the public sanitary sewer system along Job Corps Road and abandon all other ad hoc sewer systems within the park, including septic and drain fields that currently exist for the main Community Center, Amphitheater, Pavilions, and Restrooms. The Project scope entails approximately 1600 linear feet of plastic underground gravity sewer pipe ranging in size from 4” to 8” installed at a depth ranging from 3-6 feet deep, a duplex pump station, local controls & telemetry, cased road crossings, approximately 200 feet of 4” ductile iron force main sewer pipe installed at a depth of 3-6 feet deep, fencing with maintenance line access, and an optional electric generator back-up. Additional details of technical elements include the following:

- 8” SDR C900 plastic pipe gravity sewer main to the duplex pump station installed parallel to Sam Michaels Lane on the same side of the road as the Amphitheater
- 6” SDR C900 plastic pipe gravity sewer from the Community Center to the new 8” main, including a steel cased road crossing under Sam Michaels Lane
- 6” SDR C900 plastic gravity sewer from the Amphitheater to the new 8” sewer gravity main
- 4” PVC plastic pipe gravity sewer from the Pavilion(s) to the new 6” gravity sewer from the Community Center
- 4” Ductile Iron pipe force main from the duplex pump station to the existing public sanitary sewer system at the opposing side of Job Corps Road, including a steel cased road crossing
- Precast Concrete Duplex Pump Station including (2) two 4” non-clog submersible pumps, local controls, telemetry, and optional back-up generator with belly day tank
- Perimeter fencing, bollards, and gravel line maintenance access to the Duplex Pump Station that will be located at the corner of Sam Michaels Lane and Job Corps Road

**3. Please provide your project timeline**

Design/Permit, RFP, and Construction Timeline:

- Design & Permit: 6-8 months
- RFP 1-2 months
- Construction: 8-10 months from Notice To Proceed to Final Completion

**4. Please provide your project's total proposed budget.**

**Estimating Approach & Methodology:**

As a Best Practice, we have utilized the combined industry estimating techniques of “Expert Judgement” and “Parametric Model Estimating” to develop a Class 3 Preliminary Estimate. Note, the purpose of a Class 3 Preliminary Estimate is to provide Budget Authorization, or Control at a 10% to 40% Project Definition Level. The general breakdown and cost of the Class 3 Preliminary Estimate specific to this funding request are as follows:

•	10%	Engineering and Design, and Permitting	\$ 75,000
•	2%	Permitting and Applications	\$ 15,000
•	58%	Construction, Start-up, Testing, and Commissioning	\$435,000
•	10%	Construction Contingency	\$ 75,000
•	10%	Escalation	\$ 75,000
•	7%	Administrative & Project Management	\$ 52,500
•	3%	Insurance & Bonds	\$ 22,500
•	0%	Taxes (Assumed Tax Exempt to a 501C Non-Profit Organization)	\$ 0

## **Total Estimated Project Cost: \$750,000**

**\*Additional costs for Phase II of the Amphitheater development to include the concession stand, ticketing booth, and restroom facility are estimated at \$975,000.00 (Federal funding pending)**

### **5. Please list any partners in this proposal, and the partner's role and your relationship with them.**

Currently, JCPRC provides the only outdoor venue in Jefferson County to hold public performances. In addition, there are very few affordable family entertainment facilities in Jefferson County, for example, it does not house a movie theatre, science center, children's museum, or any other amusement facility designed for family enjoyment. With 34.6% of households in Jefferson County have children under the age of 18, the AMP is a well-thought of and supported family friendly, outdoor venue within our community.

We have the support of the Jefferson County Development Authority, Eastern Panhandle Regional Planning and Development Council, Chamber of Commerce, Jefferson County Schools, Friends of Music, State and local Representatives, and our Local Convention and Visitors Bureau. Two of these letters of support are included in this application and others are available at your request.

### **6. Please describe your plan for sustainability of the project or initiative after the grant award has been exhausted.**

This project focuses on infrastructure that will provide sustainability for future development, environmental impacts, and economic development. The Jefferson County Parks and Recreation Commission provides parks for recreation and leisure activities as part of the overall amenities bringing growth and development to Jefferson County. This project will remove a limit on the continued and potential contributions parks and recreation makes to the overall economic development and tourism in our community.

The improvements at the AMP at Sam Michael's Park will enhance the venue's ability to attract events which in turn generate the revenue required to sustain the venue and deliver outstanding recreational programming.

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## **Organization Information**

### **1. Please provide your organization's mission statement.**

Jefferson County Parks and Recreation exists to provide places and recreation opportunities for all people to gather, celebrate, contemplate, and engage in activities that promote health, well-being, community, and the environment. Its mission is to take a leadership role in harnessing resources for planning, developing, implementing, evaluating, and operating a county-wide system parks, recreation, conservation areas, and trail opportunities for people who live, work, and visit here.

### **2. Describe the history of your organization, tell us about your current programs and activities**

The Jefferson County Parks and Recreation Commission (JCPRC), established in 1970 per WV Code Chapter 7, Article 11, is a component unit of the Jefferson County Commission. As specified in WV Code 7-11-3 the commission consists of eleven members who are bona-fide residents of the county and own real estate within the county, each serving a term of three years.

JCPRC, a 501(c)(3) organization, operates or maintains nine county parks that encompass over 400 acres of park land and a variety of park facilities, including the Jefferson County Community Center, the AMP, picnic pavilions, concession stands, walking trails, playgrounds, tennis courts, athletic fields, and open space. In addition, JCPRC offers over 400 program opportunities each year to youth and adults in the county. As part of programming, JCPRC offers numerous special events each year. JCPRC generates approximately 51% of our budget from revenue-based programming and facility rentals.

### **3. Please describe three significant accomplishments of your organization.**



AMP at Sam Michaels Park – 40 year project brought to fruition  
JCPRC offers over 400 programs, events, and activities per year for our community that promote public health already in place. Additional programs will be added as parks grow- JCPRC has received over \$1,500,000 in Grant funding that has helped to exponentially grow the impact of Jefferson County Parks tax allocations and impact fees collected over the years.


**4. Please list your Owner(s), Board of Directors, senior staff members, or other key members of your organization:**

JCPRC Board of Directors: Giordana Baker, Missy Thompson, Jimmy Pierson, Heather Morgan, Dale Manuel, Debra Lee Allen, Paul Marshall, Toni Milbourne, Susan Benzinger, 2 open positions  
Clare Ath – Jefferson County Commission Liaison  
JCPRC Senior Staff: Jennifer Myers, Director, David Kling, Assistant Director, Tim Michaels, Park Manager, Brenda Whittington, Finance Coordinator, Becki Zaglifa, Community Development Coordinator, Tommy Van Vliet, Program Coordinator, Shane Hovatter, Park Maintenance, Mary Kate Baker, Customer Engagement and Services Assistant.


**5. Please list the staff involved with this project and describe their roles and responsibilities:**

Jennifer Myers, Director  
Paul Marshall, JCPRC Treasurer (Volunteer)  
Tim Michael, Park Manager  
David Hill, Construction Manager (Volunteer)

**Cash flow statement for applicant's most recent fiscal year**

 Statement of Cash Flows.pdf  
Uploaded by ... on Oct 29, 2021 at 11:57 am


**Two years of audited financial statements**

 Financial Statements.pdf  
Uploaded by ... on Oct 29, 2021 at 12:00 pm

**Current operating budget**

 Operating Budget.pdf  
Uploaded by ... on Oct 29, 2021 at 12:03 pm

**If the applicant has not been audited, please include an unaudited balance sheet and income statement as prepared by the applicant**

  
Uploaded by ... on

**7. List any federal, state, local or private grant awards or funding received in the last three years and the current status of those funds. If your organization has previously received funds from Jefferson County, please list the amount, nature of the project(s) and current status of the funding and project(s).**

2018 WV Culture & History  
2018 JC Youth Grant  
2019 Herbert Henderson  
2019 WV Culture & History (Mini Grant)  
2020 LWCF  
2020 JC Youth Grant  
2020 First Energy  
2020 WV Culture & History  
2020 Cares Act-State of WV  
2020 Payment Protection Plan-SBA

2021 \*Numerous Grants Pending

\*All grants and projects have been completed & monies expended to date.

**8. If you have made an application for funding for this project from other sources (city, state, private or non-profit organizations) please list the same here.**

This project is dependent upon funding from multiple sources. The JCPRC has applied for numerous funding sources for Phase II of the AMP. A Congressional Spending Request in the amount of \$975,000 has been submitted to Senator Shelly Moore Capito and is currently earmarked in the Transportation/HUD bill that is pending approval in Congress. In addition, the JCPRC has applied for a \$10,000 grant through First Energy and will apply for a WV Culture & History Grant in the amount of \$200,000, when the grant cycle opens in January 2022 to continue Phase II construction of the ticket booth, concession stand, and restrooms. In addition, JCPRC is currently looking into state funding sources.

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**Impact of the COVID-19 Pandemic**

**1. Please explain the impact of the COVID-19 pandemic and how it relates to your request.**

Early in the COVID-19 pandemic WV provided a list of essential services and public outdoor space was prominent in the list with outdoor recreation identified as an essential activity, even during the periods of stay-at-home orders. Park usage increased across the county due to the pandemic. The Jefferson County Park System also saw this increase and part of the adaptation to accommodate it was the provision of portable toilets. At Sam Michaels Park in particular usage levels were high due to the wide array of outdoor amenities. However, Sam Michaels Park is on a septic system which, while well maintained, cannot support the increase in park attendance required to improve the resiliency of this park to function as an essential service during this or any future pandemic. Populations flooded public parks in response to mitigation of the COVID-19 pandemic. When theaters, gyms, restaurants, and school classrooms were closed, families and whole communities flocked to parks, trails, amphitheaters. Family and community events moved into outdoor spaces as burn-out from interior and virtual spaces took hold. A return to natural places and open air drove populations to new places. Jefferson County is home to the Harpers Ferry National Historical Park and the Appalachian Trail Conservancy which recorded this extreme tourism growth. JCPRC reopened The AMP at Sam Michaels Park to record numbers of concert goers and saw participation in camps and outdoor rentals flourish. Even as the pandemic response wanes, continued appreciation for the outdoor spaces in Jefferson County Parks remains. As the population continues to grow around are parks, growth of parks and park infrastructure is imperative to continue growth in to meet the new-found demands of recreational tourism in our community.

**2. How will ARP funding, if awarded, aid in the recovery from the COVID-19 pandemic?**

Populations flooded public parks in response to mitigation of the COVID-19 pandemic. COVID-19 responses redirected activities and focus to outdoors, which elevated the urgency to further develop and maintain park spaces in Jefferson County. The amphitheater and pavilions were used in new ways for more populations from within and visitors to our community. This project will alleviate strain on an already at-capacity park infrastructure, protecting the Elks Run Watershed and allowing for further development of outdoor spaces in which the community relies upon for physical and mental well-being.

**3. Are you requesting lost revenue due to COVID-19**

No

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## Supplementary Information

**1. Please enter contact information (name, email, and phone) for at least one third-party reference.**

Jennifer Myers, jmyers@jcprc.org, 304-728-3207

**2. Please include any supplementary information or documentation (such as letters of support, newspaper articles, etc) which you feel will be essential to the County's review.**

 JCPRC ARP Grant Files.pdf  
Uploaded by ... on Oct 29, 2021 at 1:22 pm

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## Attachments

No attachments

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## History

Date	Activity
Oct 29, 2021 at 11:30 am	Jennifer Myers started a draft of Record ARPA-11
Oct 29, 2021 at 1:52 pm	Jennifer Myers submitted Record ARPA-11
Oct 29, 2021 at 1:52 pm	approval step Application Review was assigned to Michelle Gordon on Record ARPA-11
Oct 29, 2021 at 1:52 pm	changed the deadline to Oct 30, 2021 on approval step Application Review on Record ARPA-11